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PUBLIC STRATEGIC ADMINISTRATION: SOCIOLOGICAL APPROACH

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ABSTRACT
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The dissertation has been carried out at the Center of sociology of management and social technologies of the Federal Center of Theoretical and Applied Sociology of the Russian Academy of Sciences (FCTAS RAS). Scientific consultant: doctor of sociological Sciences, Professor, Head of the Center for Sociology of Management and Social Technologies – Alexander Vasilievich Tikhonov.

Relevance of the research topic. The priority of state policy identified in the early 2000s – the modernization of Russian society as a condition for its development and increasing the country's competitiveness in the world market - has been put into practice within the reform of public administration. The transition to a long-term cycle of socio–economic development planning and the design of the state strategic planning system has fundamentally changed the content of the state's strategic management function - the development of society. Gradually the process of producing strategic planning documents has become decisive in replacing the previous regulatory mechanisms (prescriptive management, resource support for development) with new mechanisms for rationalizing social relations - strategies, national projects, etc. Strategies, which are essentially normative and formalized priorities, goals, and tasks for the long-term development of Russia and its regions, are intended to be an effective tool for implementing current state policy, serve as a source of compromise in society, and ensure the purposeful nature of joint activities of many social actors. The social conditionality of this compromise stems not only from the formation of the necessary public agreement on the priorities of the development of Russian society, but to a greater extent from disagreements about the possible costs for certain social groups and the ruling stratum that they will incur in the course of socio-economic transformations, which has quite an economic expression for them and the state.

The initial fact of setting problems in state strategic management consists of the trends and quality of the modernization processes in Russian society. The continued growth of territorial disparities in the socio-economic and socio-cultural development of Russian cities and regions indicates that modernization is more a spontaneous, fragmented process, rather than a controlled one. The unbalanced social system, the degradation of its individual elements and substructures, and the erosion of the normative-value construct that supports the stability and integration of Russian society, are the result of the policy and actions of the authorities to stimulate the processes of economic growth and modernization of society.

By relying exclusively upon macroeconomic development indicators in their forecasts and strategies, the authorities are increasingly moving away from the interests and expectations of the majority of the country's population. The reaction of society to the absolutization of economic laws in management and the introduction of various social practices under their influence can also be considered fair. Thus, with a significant number of strategic planning documents covering all levels of state and local government, all spheres of society's life, a version of the "Russian social project" has been formed in the mass consciousness, which is to some extent an alternative to the image of the desired future that is declared by the authorities. Strategies that do not meet the expectations of the population become a prerequisite for the growth of social and political tensions in the country. Thus, the readiness of the population to take on the role of a leader in the implementation of strategies and achieving the goals of society's development becomes one of the main issues of strategic management.

Attempts taken by the authorities to compensate for the shortcomings of existing social relations in strategic management by involving scientific, public, consulting organizations and the public in the

process of preparing and publicly discussing draft strategic planning documents did not bring the expected results. Moreover, the authorities face the problem of using scientific knowledge and information in their practical transformative activities.

The government decisions taken in recent years, including: the Federal law "On state strategic planning in the Russian Federation" (2014), the establishment of the Department of project activities of the Government of the Russian Federation (2016) and implementation of design principles in the work of federal and regional authorities, the approval of the national / federal projects (2018) and setting objectives for improving the system of informational and analytical decision support in strategic management (2019), reflect all the indications, that the problem of modernizing Russian society is inextricably linked with the problem of organizing public strategic administration.

The growing contradictions in social relations point at the inadequacy of the functions, structure and organization of state strategic management to intra-system transformations and the growing complexity of modern Russian society. At the same time, current problems of public strategic administration cannot be solved within the framework of existing concepts – "new management", "effective management" or "big society".

Therefore in order to build a perspective model of the public strategic administration and improve the practices of the managing activities it is necessary to find new theoretical and methodological grounds. The issue is not trivial for the world and national management thought.

The problem of the dissertation research is the inadequacy of the functioning of the current system of public strategic administration to the condition and complexity of modern Russian society.

The object of research is strategic management as a function of the state.

The subject of the research is the sociological foundations of the organization of state strategic management in the Russian Federation.

The purpose of the research is to develop sociological grounds for constructing a model of state strategic management that corresponds to the state of modern Russian society.

To achieve this goal, the following tasks are set:

- to clarify the sociological content of the problems of state strategic management in relation to: structure, organization and subjectivity in state strategic management; goals set and results achieved in the development of Russian society;

- to clarify the organizational and methodological problems of scientific, analytical and informational support of the state strategic planning system;

- to clarify the problem of public participation in the process of public strategic administration;

- to analyze the state of theoretical knowledge in relation to the solution of identified practical and scientific problems of public strategic administration;

- to determine the starting points of the sociological approach to the description and explanation of management phenomena, on the basis of which to develop a theoretical and applied model of public strategic administration;

- to formulate an algorithm for obtaining scientific knowledge and sociological information about social reality and its explication in strategic planning documents;

- to develop a model and technological process of public strategic administration, taking into account the use of the potential of information-analytical and expert systems in management;

- to offer a set of methods of sociological diagnostics for scientific justification of updating the structure and functions of public strategic administration, development of measures of controlled intervention in the natural processes of society.

The theoretical and methodological basis of the dissertation research consists of classic works in the field of: establishment and reproduction of social order, social development; formation and functioning of social institutions; specifics of social relations during the crisis in transition societies; as well as the work of domestic scientists on the problems of social management; features of socio-economic and socio-cultural development of regions.

The provisions of the sociological approach are formulated on the basis of: system philosophy; basic ideas of synergetics; concepts of natural and artificial organization of society; sustainable (acceptable) development; post-non-classical sociological theory of management, which allowed us to identify new collective phenomena in the life of society, explain the mechanism of their generation and functioning.

The research uses systemic and synergetic approaches; structural and functional analysis of the essence of institutional systems, which allowed us to explain the genesis and the nature of connections between spontaneous social processes and regulated conditions of the social system.

The following methods of collecting sociological information were used: questionnaire survey, information analysis and content analysis of documents, included observation, social experiment; secondary analysis of the results of sociological empirical research; modeling method.

In the introduction the urgency of studying problems of management, shows the level of its development, defines the purpose, tasks, object, subject of the thesis described the methodological and empirical basis of the research goals for the thesis defense provisions disclosed novelty, theoretical and practical significance of the research.

In the first Chapter, **"State strategic management as a special type of social interaction"**, the object of research is updated, the sociological interpretation of problems in public strategic administration is given, and the scientific problems of management are clarified.

It has been proved that the combination of management phenomena, factors and dependencies in the relations of social subjects that determine the processes of social development forms a collective phenomenon of society's life, the social mechanism of society's development – a system of public strategic administration. The integrity and autonomy of the selected system is ensured by a closed loop of connections between organized processes and spontaneous social processes. Interaction acts as an integrating factor, through which parts are combined into a specific type of integrity. The Chapter describes stable structures through which organized and spontaneous social processes are channeled in the system of state strategic management: spatial (territorial units, local communities), temporal (asynchronous development of local communities and territorial units), spatial-temporal (dynamics of social changes) and functional (authorities, social institutions).

In the second Chapter, **"Sociological approach to the organization of state strategic management"**, general theoretical and disciplinary knowledge is specified, and the main provisions of the sociological approach to solving scientific problems of management are formulated. In the substantive field of sociology of management (1) the correlation of the processes of transformation and development of society with social self-organization and organized processes was established, the

relativity of these processes to purposeful regulation; (2) the regularities of formation of the social mechanism of transformation and development of society; (3) an original concept of institutional management of social changes is proposed.

The third Chapter **"Constructing a sociological model of state strategic management"** demonstrates the potential of a sociological approach to the organization of state strategic management and synchronization of strategies / national projects at the federal, regional and municipal levels of government. The methodological justification of structuring sociological information in the preparation of strategic planning documents is given. The technological process of public strategic administration in a combined management model is developed, where organizational and functional connections of state authorities, local self-government and distributed situation centers (SC) are established, taking into account the levels of political and managerial decision-making. The SC acts as a specialized management infrastructure designed for collecting and processing large amounts of information and solving management problems in a group. The algorithm is justified, the content and sequence of procedures for developing strategic planning documents (including legal support and budgeting) implemented by the scientific / expert community in the information environment of the SC are disclosed.

In the fourth Chapter, **"Sociological support of the organization of state strategic management",** methods of sociological diagnostics and solutions to practical management problems are proposed: (1) increasing the cognitive complexity of the system of state strategic management in the context of the complexity of Russian society and different temporality of socio-economic, socio-cultural development of Russian regions, (2) identifying social groups associated with understanding their role in implementing social changes, (3) determining the optimal management impacts, ensuring the achievement of the projected properties, quality, volume and scale of social development processes.

In **conclusion**, theoretical and instrumental possibilities of sociological methodology in solving the problem of the adequacy of the functioning system of public strategic management as a modern society, technology strategic planning and suitability of strategic planning documents for the rationalization of social relations are indicated.

The scientific novelty of the results of the dissertation research is determined by the nature of the problem field, the research strategy and the application of the principle of sociological interpretation of problems in management, the solution of the main tasks of the work and is as follows.

- The design of the system of state strategic management is proposed, which is based on the organization of a sociological description and explanation of social reality.

The system of state strategic management is brought into line with the condition of modern Russian society by solving scientific management problems: (1) the organization of the system of state strategic management, (2) the functional suitability of strategies for rationalizing social relations, (3) the adaptation of the structure, functions and methods of strategic management to the conditions of different temporality of socio-economic and socio-cultural development of cities and regions of Russia, (4) technologization of the process of state strategic planning and synchronization of strategies at the Federal, regional and municipal levels of government.

- The objective nature of the existence of state strategic management as a collective phenomenon of society's vital activity is revealed. Elements of state strategic management are described: authorities,

scientific / consulting organizations, informational, expert systems, and the population. It is clarified that "interaction" acts as an integrating factor, through which parts are combined into a specific type of integrity – the system of state strategic management. It is proved that the integrity of the state strategic management system is achieved by ensuring the operational isolation of organized and spontaneous social processes.

The author identifies and describes the structures of state strategic management through which organized processes of social development are channeled: spatial (administrative-territorial units), temporal (asynchronous development of territories, social time), spatial-temporal (dynamics of social changes), functional (authorities and local self-government). It is proved that the differences and content of these structures are determined by the level of socio-economic and socio-cultural development of cities and regions of Russia.

A new sociological fact has been introduced into the problem field of management sociology – state strategic management as a collective phenomenon of society's life activity that has stable and regular forms.

- The social mechanism of formation of the subjective factor in the state strategic management is explained. Based on the theoretical reinterpretation of the results of empirical studies of "life plans" and "life strategies", the phenomenological properties of spontaneous social processes are revealed. It is shown that the element of "desired future" as an intention determines the direction of individual and group behavior, filling with meaning and content the processes of interaction of the individual with the social structure, personality and culture of society, citizen and authorities (life strategies). The number of social connections and relationships that arise in this case reflects a collective phenomenon in the life of society – the phenomenon of "social strategizing". It is proved that the conditions and resources provided by society and the state, their set and configuration lead to changes in the amount of energy, resources and time spent by an individual or social group to implement their own life plan, and as a result, an increase / decrease in the pace of modernization of Russian society.

It has been found out that the essential properties of "social strategizing" are implemented through: spatial (local communities), temporal (asynchronous development of local communities, social time), spatial-temporal (dynamics of social changes) and functional structures (social institutions, authorities and local self-government).

A new sociological fact – social strategizing-has been introduced into the problem field of management sociology. A phenomenon that is a collective phenomenon of social life that has stable and regular forms.

- It has been analytically proven that the processes of society development are controllability. The relativity of the processes of social transformation and development of society to regulation and strategic management is determined, and their correlation with social self-organization and organized processes is clarified. A sociological regularity is proved – the social management system that has developed in each particular region ensures the controllability of social development processes, but only up to a certain threshold of complexity of social integrity, rules or situations. The complexity is not in the array of information about States, factors and changes, but in the differences between one social integrity and another, which are formed in the process of transformation or modernization of society.

The dependencies recorded in the management relations confirm that the levels of socio-

economic and socio-cultural development achieved by groups of regions are a context for differentiating the structure and content of the functions of government bodies for strategic planning and the set of regulatory mechanisms used. Accordingly, there are differences in the forms of managerial influence, such as direct influence (subject-subject, subject-object relations), regulatory influence (laws, forecasts, strategies, etc.) and controlled interference in the natural processes of society's life (institutional, normative-value management, macrotechnology).

It has been proved that the measure of managerial influence for achieving the planned results of social development, increase / decrease the pace of socio-economic, socio-cultural development of cities and regions, macroregions is determined by: (1) the permissibility of certain innovations for the local community, (2) the achievability of the planned results on the territory of the city / region / macroregion, (3) the consequences of changes for the country as a whole (including geopolitical).

- An original concept of institutional management of social changes has been formulated. Elements of the structure of institutional management have been specified: social institutions, normative-value mechanism, system-containing social space, and their functional and organizational relationships are analytically justified. An algorithm for designing institutional systems that form a system-containing social space is developed.

- An original solution to the problem of increasing the complexity of the state strategic management system has been proposed, given the different temporality of socio-economic and socio-cultural development of Russian regions. It has been empirically proved that differences in the level of modernization of regions are the context for differentiating the structure and content of the functions of government bodies in strategic management and information for determining the appropriate regulatory mechanism (from management, resource management to normative-value, institutional management).

- The necessity of introducing a new observation unit into the field of management sociology research – a system of distributed situation centers of government bodies (SC), as a strategic management infrastructure designed for collecting and processing large amounts of information and solving management problems in a group. The methodological limitations and potential of the SC system for the organization of scientific and analytical, information support of state strategic management have been determined. The need for personnel support of the SC by specialists in the organization of expert activities, the process of strategic planning in the information environment has been indicated.

- A combined structure of state strategic management has been proposed, which establishes organizational and functional links between government authorities and the information and analytical system - distributed situation centers, the level of political decisions and the level of management decisions.

The technological process of strategic management, the algorithm and content of the procedures for developing strategic planning documents implemented in the information environment of the SC have been justified. The role of the scientific / expert community in the process of strategic planning has been formalized, which is determined by the function of producing forecast information (forecasts, concepts, strategies) and translating it into management decisions (draft decrees, resolutions, legal acts, proposals to the Government's activity plan, budget and target programs, methodological recommendations, etc.).

- A set of tools for sociological diagnostics has been proposed for (1) scientific support of

updating the structure, organization, functions and methods of state strategic management in the context of differences in the temporality of socio-economic and socio-cultural development, the achieved levels of modernization of Russian regions, and (2) the choice of management measures that correspond to the functional dispositions and characteristics of social groups.

- A method of formalization of spontaneous social processes has been developed for the study of poorly perceived, unformalized social processes at the macro, meso and micro levels of the social system, including: research of functional interactions of social institutions, modeling the sensitivity of the selected social integrity to managerial influence and assessment of the consequences of management decisions.

Provisions for defence of the thesis.

As the result of the study the following provisions of a sociological approach to the organization of the state system of strategic management are submitted for defence:

1. Characteristic of modern society, permanent social change, increasing complexity and increasing importance of the subjective factor in management entail a corresponding increase in cognitive complexity in the organization of public strategic management.

Sociological constructs in describing the multidimensionality of social reality and explaining the phenomena of management provide the establishment of the necessary to bring the structure, organization, functions and methods of strategic management in accordance with the state of modern Russian society.

2. Social reality is created projectively and covers all levels of the social system through goal-setting and goal-achieving activities of many individual and collective social actors. On the surface of social life, it manifests itself in the form of spontaneous social processes and organized processes that correspond to the natural-artificial structure of society.

Operational isolation of organized processes and social self-organization is a condition for achieving manageability of the development processes of Russian society.

3. State strategic management as a sociological fact is a collective phenomenon of society's life activity, derived from purposefully organized processes and processes of social self-organization.

The regularities of operational isolation of organized and spontaneous social processes in the system of state strategic management are explained by the following functional relationships:

- The spatial and temporal structure of state strategic management reflects the social management systems that have developed at the regional level, which determine the dynamics of transformation of local communities (recursive development) and society as a whole. Space-time flows are generated by movement, provided that the organized processes are manifested in the natural processes of society, i.e. in social self-organization.

- The spatial and temporal structures of state strategic management determine the measure of managerial influence, namely: permissible, necessary and sufficient regulatory influences to achieve certain properties of social processes at the micro -, meso-and macro levels of the social system.

- The functional structure of strategic management – authorities and management, ensures the relationship of organized and spontaneous social processes through institutional management, information transformation of social reality. Through the production and implementation of strategic

planning documents, deliberate changes in the functions and goals of social institutions, new cause-and-effect relationships are introduced into social relations, joint productive activities of many social actors at the municipal, regional and Federal levels are programmed / rationalized, which ultimately forms the properties, scale, scope and quality of social development processes.

4. The phenomenological feature of spontaneous social processes is subjectively meaningful reality in the form of life plans and free will for their practical implementation, which determine the nature of the interaction of the individual with the social structure, personality and culture of society, citizen and authorities.

The sociological fact is that the typicality of life plans and the typicality of behavior models (life strategies) set by the normative-value construct of a particular society and learned in the process of socialization is manifested on the surface of social life in the form of poorly perceived, unformalized processes-flows that constitute a prerequisite for self - movement at the micro- and meso-level of the social system and self-development as properties of the societal system. Thus, the phenomena of people planning their own future and implementing life strategies are confirmed as a phenomenological property of spontaneous social processes and the fundamental universal of society development-the phenomenon of social strategizing.

The processes of spontaneous formation of complexity and social order are implemented through spatial (local community), temporal (asynchronous development of local communities, social time), spatial-temporal (dynamics of social changes) and functional (social institutions, authorities and management) structures.

5. The basis for establishing the controllability of the processes of social change and the choice of measures for controlled intervention in the natural processes of society is the form of the processes of social transformation and development. Development is a process defined by the presence in the social system of completely new forms of social structure and stratification, organization and technology, and the results of quantitative and qualitative changes in the social system are evaluated by the form of implementation – progress or regression. The transformation process is based on the dialectical overcoming of existing elements of the old order, the development of new goals and the formation of new specific ways to achieve them. This is a process of self-organization characteristic of the adaptive algorithm of social changes. Changes in system parameters do not violate the contours of the whole system, but only reflect long – term trends-the growth of quantitative and qualitative changes in individual elements of the structure of the social system.

It is possible to assert the managed development of the society if the condition is met. (1) the Dominant direction, mechanisms for implementing goals and achieving planned results of society's development correspond to social strategizing (macrotechnology). Authorities (2) stimulate the growth of quantitative and qualitative social changes (transformation), (3) keep the processes of socio-economic, socio-cultural, technological development in certain parameters (scale, properties, volume, quality), and after the transition of the social system to a new state (5) manage the results of changes.

6. Institutional management of social changes is carried out by purposeful structuring of social space, in which the system of social institutions is generating rules and resources for individual and collective activities to implement their own life plans. The invariant of behavior, social interactions and relationships that exist at a certain time and in a certain social space, set by the system of social

institutions, is manifested through such practices (life strategies) in the natural processes of life.

This pattern is explained by the following functional relationships:

- Purposeful changes in the goals and functions of social institutions change the properties, volume, quality and scale of spontaneous social processes occurring within a specific system-containing social space.

– The form and content of the system-containing social space is set by the normative-value mechanism that provides functional interaction of social institutions.

- Positive or negative feedback in strategic management can be applied to achieve the projected scale, properties, volume and quality of social development processes in the presence of a collective social entity operating within a certain social space.

7. The basis to adjust the structure, functions and mechanisms of regulation (macrotechnology, institutional, normative and value management, management) in the system of public strategic management are differences in the level of modernization, temporality of socio-economic and socio-cultural development of the Russian regions and established systems of social control.

The sociological regularity consists of the fact that the social management system that has developed in each particular region ensures the controllability of social development processes, but only up to a certain threshold of complexity of social integrity, rules or situations. The complexity of a social system consists not in an array of information about its States, factors and changes, but in the differences between one social integrity and another, which are formed in the process of transformation of society.

8. To overcome the existing gap in the tools of knowledge about social reality, collection and processing of significant amounts of information necessary for the preparation of strategic planning documents and management decision-making, it is possible to combine the potentials of sociology and the system of distributed situation centers of authorities.

Selection and production of forecast information and knowledge about social reality, its explication in strategic planning documents sets the active role of the scientific, expert community and information and analytical systems in managing the development of society.

The theoretical and practical significance of the thesis is that it forms a new paradigm for setting and solving theoretical and applied problems of state strategic management. The author's proposed sociological approach to the construction of a theoretical and applied model of state strategic management overcomes the limitations of existing concepts – "new management", "effective management" and "big society" by introducing: (1) the concept of the natural-artificial structure of society and the interaction of spontaneous social processes and organized processes, (2) the concept of institutional management of social changes, (3) methods for studying problems in management, (4) modern information-analytical and communication infrastructure, (5) a set of competencies of state civil and municipal employees to organize the strategic planning process in the information environment.

Scientific results provide a theoretical and methodological basis for further development of independent research included in the program of fundamental research of the Russian Academy of Sciences for 2013-2020 under the section "Social Sciences" (p.82-93), including: development of theoretical and methodological foundations of strategic management, the concept of socio-economic strategy of Russia for the period up to 2050, research of socio-economic foundations of modernization of Russia (p.82), situational modeling of the socio-economic development of Russia and its regions,

development of a criteria system, methods and procedures for assessing the social and demographic security of the region, models of regional and sub-regional interactions, tools for strategic management in new formats of spatial development (p.83), development of the theory of designing socio-economic institutions and their role in the processes of modernization of the Russian economy, principles of forming a balance of technological and social projects and programs implemented at different levels of management (p. 83-84), development of a unified system theory and tools for modeling the functioning, evolution, and interaction of socio-economic objects at the nano-, micro-, and meso-economic levels (theory and models of socio-economic synthesis), and methodology for forming the institutional foundations for building interactive regional development management systems (p.86), developing a strategy for the transformation of the socio-economic space and territorial development of Russia (based on the principles of ecological-economic and ecological-social balance), defining and describing the boundaries, principles and mechanisms of state regulation of transformation processes in the social space of Russia (p.87), studying the prospects for strategic consent and socio-political development of modern society (p.93).

Theoretical and methodological provisions provide justification for multidisciplinary research in solving problems of social development management, and ensure the integration of knowledge into various social and humanitarian sciences. Significant amounts of information about social reality, structured under a certain analytical sociological model of social reality, can be obtained and processed in the information environment of the situation center with the participation of expert groups, which radically changes the situation of inclusion of sociology into the system of public administration.

The theoretical provisions and conclusions of the dissertation research, brought to the level of the technological management process, special research methods and scientifically based recommendations for organizing the activities of expert groups in the information environment of the SC can be used in the practice of public authorities for (1) organizing the activities of situation centers and project offices and (2) information and analytical support for government decision-making in the field of strategic planning, budget planning, synchronization of strategic planning documents, national projects at the federal, regional and municipal levels of government; and in the practice of higher professional education institutions for (3) professional development of state civil and municipal employees, (4) professional training of analysts.

The validity and reliability of research results are provided by:

- the clarity of the methodological position, using modern theoretical approaches and concepts, appropriate goals and objectives of the research, proper nature of the phenomenon under study and data base; representativeness of research sources; reproducibility of the developed methods of outside research groups;

- consistent implementation of general scientific knowledge, provisions of general sociology, theories of the average level, which made it possible to verify a hypothetical model of the social system (general theoretical provisions) using empirically measured social facts, phenomena, processes, and structures within the subject of sociology.

The content of the dissertation is reflected in 46 publications of the author, the total volume of 88.6 printed sheets, including: 3 monographs, 21 articles in journals included in the list of the higher attestation Commission, 1 article in the Explanatory and applied dictionary "Sociology of management",

in an article in Polish language and in a report in English published on the UN Internet resource.

Results and main provisions of the dissertation research were presented to the scientific and expert community in a number of reports:

experts: UN ECOSOC (CSocD53, New York, 2015), World Bank (2005, 2012, 2013), International forum on security issues "InterSecurityForum" (2015, 2016); Rossotrudnichestvo (2016), the Public Chamber of the Russian Federation (2017), Council of Federation of the Federal Assembly of the Russian Federation (2018),

at the International scientific conferences and national scientific conferences organized by leading scientific organizations of Russia.

The dissertation is structured as a consistent solution of research problems and consists of: introduction, four chapters, twelve paragraphs, conclusion, list of references (601 sources). The total volume of the dissertation is 412 pages (46.7 printed sheets).

«10» September 2020 V. A. Kornilovich