

Modernization of Management: Social and Socio-Cultural Aspects

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ABSTRACT

The relevance of the topic is determined by the new challenges faced by the Russian state in modern conditions that have a significant impact on public administration, which entails the need for its comprehensive modernization. In this regard, this article is aimed at the disclosure of social and socio-cultural aspects of the modernization of management as the most important part of it. Leading method to the study of this problem is the expert interviews, which allowed to reveal comprehensively the main factors influencing the possibilities of modernization of the public administration both in positive and negative ways. The article presents the basic models and approaches to the public management, identifies and studies opinion of the expert community on the issue of modernization of management in the present situation, bases the necessity of a multifaceted study of possible consequences, and develops social and sociological figures and indicators to reflect the dynamics of social impacts in the context of modernization of public administration.

KEYWORDS

modernization, public management, socio-cultural challenges and threats

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Introduction

The system of government and public administration can consider a complex of systemic factors appearing in different spheres of public life as serious challenges. These factors include: a distortion of industry structure of economy towards commodity sector, corruption, degradation of science and education, technological lag, problems in moral and spiritual spheres, the crisis of social bases of the society (Smolin, 2006; Masalimova & Chibakov, 2016). There is a reason to assume that these factors have a lasting impact on the socio-economic processes in the country. That is why the scenario of social development is closely connected with the selected project of modernization of the public management and the mechanism of its implementation. Thus, the

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basis of the effective innovative development of the country and the social stability is a social policy based on modern standards of public welfare (Malysheva et al., 2016).

Without the social consolidation of the society around the state the strategic breakthrough and innovative development are not possible. The authority of the government agencies and the trust to the government bodies are formed by its role and place in the system of social control, that is why it is necessary to determine the fundamental approaches to the social problems' solving that are now clearly run counter to the declared principles of the welfare state (Aron, 1993). The concept of the welfare state involves the implementation by the public administration of the key functions "the state for the society," which are based on the principle of solidarity in social development. This approach in theory means the refusal of the excess of the authorization and centralization of the public management, adoption of the responsibility for the balanced development of the country and society, as well as the elimination and smoothing of the social counteractions and imbalances (Batanov, Podberezkin, Zorkaltsev, 2005). In practice, all depends on the concrete situation and the distribution of socio-political forces which define the existing balance of interests, social and public aspirations. In many respects, the problems of modernization of management, because they affect the fundamental basis of public stability and social order, are extremely delicate in nature and there are many controversial issues around them which are in the need of scientific study (Pykhtin, 2004; Levashov, 2005)

Methodological Framework

Basic models and approach

Today there are different approaches to the definition of the public management's social efficiency and quality.

For example, for the managerial approach the value of public management is to obtain conceived and planned socio-economic result. The effectiveness and efficiency of public administration is considered in the context of achieving the stated objectives, while maximizing the use of existing capacity and reproduction of the necessary resources.

The legal approach to the public management is based on the effective implementation of the principle of the rule of law, which makes its value. It entails the protection of human rights through the implementation of effective mechanisms and institutions, equality, non-discrimination and abuses of power.

For a political approach the basic value of public management is a clear expression and embodiment of the national interest and strict adherence to the chosen political course. High quality of the public management within the political approach is evaluated in the context of the development of mechanisms for political participation, articulation of public interests, negotiating positions and other aspects of the development of the political process.

A socio-cultural approach means to overcome the decomposition and disintegration of the society, the embodiment of the principles of social self-organization based on trust and solidarity, moral and social qualities of the citizens, harmony of social relations. At the socio-cultural approach to the assessment of the public management the indicators of quality and efficiency are

most often the indicators of the spiritual and moral climate in society, trust in authorities, development of social partnership and civil society institutions, responsibility to the society and involvement of citizens in state and public affairs.

Described approaches reflect a set of key principles and objectives of the public management in terms of political, legal, managerial and socio-cultural contexts, giving a multidimensional assessment of this phenomenon. However, in our opinion, in practice, socio-cultural (anthropological) dimension of the control's quality is still insufficiently expressed. In this semantic key a basis of the efficiency and success of public management will be the implementation of the rooted potential in the society taking into account the socio-cultural specifics and the social nature.

About the insufficient accounting of a socio-cultural factor of management also says the fact that if the criteria for the evaluation of the public management used in managerial, legal, political approaches are utilized in an analysis technique of quality of management of the UN (The world Bank report "the Quality of governance: Indicators of governance in the countries of the world over the 1996-2013 ye) , then the criteria of socio-cultural approach expressing essence of the social relations in the society remain still poorly studied. Let's remind that in this methodology developed by the World Bank six components are used:

1. Opinion of citizens and accountability of the government institutions.
2. Political stability and the absence of violence.
3. Efficiency of the government and the quality of the state services.
4. Development of the legislation.
5. Supremacy of law.
6. Corruption suppression.

From these criteria it is evident that the spiritual, moral, ideological side of the socio-economic and political processes in the society in fact has nothing to do with issues of the state and public control and is less considered in the estimation of the social efficiency and quality.

Theoretical aspects of the study

In theoretical terms, it seems to us that the basis of the problem is the differences of such concepts as "modernization" and "reform" of the public management. The main difference between these concepts, in our opinion, is that modernization does not involve the restructuring and radical change of relationships at different levels of government, administrative and state structures, the regulatory framework, which are often linked to changes in the political and economic systems of society. It is a manifestation of the implementation of the pre-designed set of actions planned for the areas of improving the work of the state apparatus, implemented with a stable political system.

As you can see, the term "modernization", including semantic context, as it is served, as opposed to the concept of "reform" does not imply such actions, which could destabilize the political system and to cause the formation of conflict potential in the society.



Thus, modernization of control is a certain development of the social system based on economic, political, moral and spiritual cycles of operation of the society through which it passes during its evolution. Modernization of public administration aimed at creating an effective economic and political institutions to respond adequately to the challenges using different approaches to the social regulation. In certain situations and spheres of social activity the tools of centralization and mobilization of resources, the mechanisms of social integration, aimed at strengthening consolidation efforts, can be effectively used. In other cases, the greatest effect can give liberal institutions and management methods, contributing to the liberation of social energy, increased social activity, creative potential, giving a powerful impetus to the development of systems of social self-organization.

The existing historical features and laws of the society development, its economic and political institutions determine in a key way the orientation and the essential nature of the modernization of the public management system.

Showing and revealing the essence of the phenomenon, many scientists agree that the modernization is primarily makes conditional upon the transition from the traditional society to the modern forms of its organization and functioning (Potekhin, 2010). This emphasizes the key importance of the modernization of the public management system aimed at the development of qualitatively new characteristics of the society that are associated not only with the appearance of new technologies and management methods, but also with the formation of the modern socio-cultural behavioral models of life.

In conditions of social transition from traditional to modern society, as the experience of Russian modernization shows, the underdevelopment of many social and cultural aspects of life of the society leads to the fact that the artificially implanted in the social cloth of the social organism political and economic institutions that have proven successful in other countries, in the Russian situation, stop working and do not give the expected effect. This situation indicates the absence of an effective model of modernization of the public management, disregard for social, economic and political transformation of many important historical and socio-cultural peculiarities of formation, functioning and evolution of the Russian society. With this modernization there is a high probability "of modernization failures".

Methodological aspects of the study

Currently, everyone is more interested in the socio-cultural, anthropological approach to the study of global cycles of the development (Dementyev, 2009). Its essence is to explain the directionality and strength of the influence of certain socio-cultural parameters of social development, which give impetus to the economic activity for a certain sufficiently long time period. Its founders include W. Buhl (1989) with his ideas about socio-cultural dynamics of social transformations, generating a fluctuation, economic and political systems, as well as K. de Greene (1988) with his model of the explanation of Kondratiev (1989), cycles of evolution and structural changes of different spheres of public life, to explain social and cultural factors .

In the framework of the cyclical development model de Greene (1987) examines the patterns of social and cultural dynamics as a "locomotive" for the constant movement of society from one state to another. The socio-cultural characteristics of society require an adequate mechanism to the cycle of social

and public administration. Each public state must comply with its own management model, which minimizes the risks associated with a particular development cycle and reveals emerging opportunities. The control and direction of its modernization must meet these conditions. At the same time in the theory of recurrence, there are many controversial issues. To a certain extent they are connected with certain measure of inevitability of cycles, their sequence and duration. Also there are questions concerning the evaluation of situations when the crisis in some spheres of life is accompanied by the increase and the development of others and can we talk about progress as the vector of human society's development.

Definition and study of social and cultural cycles allow us to identify turning points of changes in different scenarios of the modernization of the control and to find the most adequate methods and ways of regulation, corresponding to the various cycles of historical development of society (Giddens, 2005). As considers V. Tsyganov (2010), for the successful and effective public management, it must comply with different cycles and phases in the development of social systems, clearly define which ones in a particular historical period become a priority, and which on the contrary lose their social significance.

Results

A serious obstacle to the modernization of the public management, currently are: diminution of the importance of the social policy, inadequate attention to the problems of the development of science and education, the deformation of the basic social values and life principles that are the basis of the public consent.

As the results of sociological research conducted by members of the ISPR in 2013 under the auspices of the Fund for scientific research on the problems of formation and functioning of the managerial elites (ruling class) in the period of the relatively stable development of Russian society significant changes have undergone in the mood of the society in the public management (Fedorenko, 2014). The study was conducted on a representative nationwide sample survey of the population and the experts, who included the heads of administrative bodies at different levels, media, experts, scientists dealing with the problems of public management. All were interviewed on a formal questionnaire 1100 respondents among the population and 350 people – among experts.

The survey showed that the existing system of the governance was estimated extremely low by the respondents.

The survey showed that a significant number of Russians negatively perceive the existing system of control of different aspects of the life of the Russian state (table 1).

Table 1. Assessment of the main directions of the actual policy of the Russian state (from the total of respondents, N = 1100)

	Positive	Neutral	Negative
Foreign policy	31%	51%	18%
Domestic policy	36%	31%	33%



Эconomic policy	23%	35%	42%
Social policy	14%	22%	64%
Policy in the sphere of education, science	16%	26%	58%
Migration policy	10%	37%	53%
Cultural policy	18%	35%	47%

As it can be seen from the above data, despite the support of the overall domestic and foreign policy of the Russian Federation policy in the social sphere, in the sphere of culture, education, science, economics are rejected by the majority of Russians. Especially negatively perceived are social policy and the management of those areas of public activity, where there is a human capital and potential for the future development of the nation. For Russians become more and more obvious that the Executive authorities, despite its assurances, actually neglect many of the social and socio-cultural aspects of the public management. When assessing the quality of the public management, the main emphasis is on the managerial approach, where the basis of efficiency is formed either by the purely economic criteria, or by the evaluation of social effects and indicators of development which is given to the mercy of the ruling class and its bureaucratic structures.

In spite of the absolute in the system of the management managerial technology and the quality standards, however, the ruling class has failed, as it is shown by the survey results, to achieve good results in enhancing the effectiveness of their managerial activity. For example, on the survey question: "How effectively in your opinion the ruling elite of the Russian society runs the country and the social life (from the point of view of the ratio of effort and cost outcomes)?" were received the following answers:

- quite effectively – 5%
- more effective than no – 18%
- rather than effectively – 37%
- not effective – 28%
- difficult to answer – 12%

The data show that the population assesses the effectiveness of the governance very low in general. That is why it is very premature to talk about a major shift in the quality management over the past years, starting with the civil service reform and administrative reform. They obviously slip and do not reach their goals. Substantially, from our point of view, it is defined not so much by the shortcomings of the management approaches, but by their discrepancy to real socio-cultural characteristics of the ruling class which, in fact, is not capable to realize this approach fully, first of all, because of its civil, social, business and professional qualities

The inefficiency of public administration is determined primarily by socio-cultural characteristics of the subject of management activities that clearly do not meet the requirements of the society.

Important components of the overall image and reputation of the managerial elites, the level of their management culture are manifested in their activity by the high civic, social and moral qualities. Analysis of the data showed that, according to the respondents, the necessary and socially demanded

qualities are on an extremely low level. For example, at a critically low level, according to experts, there are many key qualities of the ruling class, which are necessary for the formation of the public confidence in the authorities. This is particularly evident in the following expert assessments that display a serious distortion of social and civil qualities of the ruling elite. First of all, such as: integrity, honesty (79% of experts indicated a very low level of their manifestation); the desire for equality (75%); honesty and responsibility for their words (74%); concern for the welfare of the population (71%); the pursuit of social justice (70%); democracy (66%); responsibility for the fate of the country (65%); adherence to the law, legal compliance (60%).

A massive survey conducted by the national sample also showed that the manifestation of high social, civil and moral qualities is unusual for a "ruling class" phenomenon (its prevalence is estimated in the continuum 8-16% of the total respondents), and negative social qualities generally form the image of the managerial elite. As it may be seen from the results of a survey, among social qualities which in the highest degree characterize the ruling class of modern Russia, respondents most often noted the following: the desire for enrichment, luxury of life (60%); lack of faith in people, scornful attitude (57%); populism, giving promises that you do not intend to carry out (37 per cent); disregard of the law, the recognition of the right forces (35%); cronyism, nepotism, reliance on relatives, friends and acquaintances (34%); the cynicism, the lack of moral principles and civil position (34%); low level of managerial culture, the use of old methods of leadership (33%).

A negative image of the managerial elites erodes social relations, increases the conflict in the society, undermines trust in the authorities, reduces the legitimacy and effectiveness of the entire system of public administration.

Data of the studies have shown that the formation of a new managerial class with other social qualities and focused on creating an effective social state becomes the main goal of modernization of the control system. As it is represented, today first of all the responsible social policy connected with a certain redistribution of the material values and the benefits made by society, recovery of social justice, smoothing of social contradictions and economic disparity, observance of the rights and freedoms of the person is required.

Currently, the modernization of the public management needs to be more focused on improving the social management efficiency, under which the desire for equality, justice and freedom of self-well-being for everyone may be understood. In a modern scientific discourse in case of the assessment of the social efficiency of the public management the emphasis is generally placed on the determination of the quantity, quality, availability of the social services provided by state bodies. Primarily in the areas of health, culture, education (Olkhovaya et al.,2016). It is important to note that the managerial (pure instrumental) approach to assessing social efficiency of public management is largely obscures the nature and content of the concept of the welfare state, largely wrapping up its social functions to the level of provision of social services (Rudenko et al.,2015). In this regard before the modern social science there is an important theoretical and methodological task of more accurate interpretation and conceptualization of a concept of social efficiency.

Discussion



Socio-cultural aspect of modernization of management attracts today the attention of many scientists (Vasiliev, 2007). This is largely due to the two main reasons. The first, the fear of losing in the process of modernization the "national identity" and the relationship with the Russian tradition of the governance based on the ideology of statism. The second, serious fears of the dehumanization of the modern system of governance, the emasculation of its many social and human aspects in favor of economic efficiency, the increase sustainability and adaptability of management processes, the strengthening of the administration of different aspects of human relations.

V. Vasilenko (2010) connects the main concerns of the modernization of management with such epicenters of the state reforming such as the implementation of business technologies, the commercialization of a number of the state functions, the withdrawal of the state from many traditional fields of regulation. All this leads to a decrease in state identity, weakening of the idea of the welfare state, reducing government legitimacy and the loss of confidence on the part of the population.

R. Pichas (1999) fears that the modernization of the state management and the introduction of innovations will run counter to the socio-cultural traditions and will be rejected by the society, as well as by a significant part of the ruling elite, as not meeting the national mentality.

N. G. Kozin (2006) and N. N. Yurchenko (2010) in the socio-cultural context see the danger of the modernization of management in the decomposition of the basic values of the national identity and the destruction of the mechanism of reproduction and articulation of the national interests in the power of the erosion of the statist ideology of the ruling class.

The similar scientific discourse demonstrates that recently in the context of the socio-cultural analysis the tendency of strengthening of the statist nature of modernization of the public management has considerably amplified. This finds its expression in the adoption of the key role of the state in society, requiring the subordination of the interests not only of individuals but also of social groups, public unions and organizations of the national-state interests. A consequence of the recognition of an imperative of active intervention of the state to all spheres of the public and private life makes demands of strengthening of a paternalistic orientation of public administration, its further centralization and strengthening of the administration of all parties of social and economic life that conflicts to the democratic and self-managerial tendencies of the development.

At the same time, such aspects of modernization as democratization of governance, the increasing role of self-organizing beginnings in the life of society, the development of the local government increasingly are stepping back because of the claims that such modernization is at odds with the logic of historical development of Russia and jeopardizing its integrity and stability. In the research context of the socio-cultural analysis we believe it is necessary to allocate in the first place at this stage of scientific discourse on this issue due to the above settings, inconsistencies of moral and civil qualities of the ruling class to its historic mission and facing the country to the challenges of the development of such aspects of the process of modernization and the decentralization of management and creation of conditions for self-organization of the society. Unfortunately, at present, these aspects of modernization and administrative reform were on the periphery of scholarly attention. And these

aspects of modernization of management bear in themselves, in our opinion, the most powerful impulse of the innovative development of the society and will promote strengthening of the new statehood based on the principles of a priority of human rights, equalities of everyone before the law, the social justice based on the subsidiary model of the social relations.

Conclusion

In applications that require a quality assessment of the state management system, there is an urgent need for the further methodological and methodical development of the system of criteria, indices and indicators of social efficiency of public administration. At the same time, we believe that it is important to associate the concept of "social efficiency" and "social effects of management activities such notions as "social justice", "social welfare", "rights and freedoms of men." Modernization of management activities is presented to us as a reversal of the authoritarian, centralized system of public administration aimed at "national interest" in the new management model, focused on social efficiency. Not so much in its economic and technological, but in its socio-cultural and anthropological dimension.

In this semantic context, a key task of sociology of management is the search for the turning points from the traditional, largely archaic model of governance to the modern management of the Russian society based on the search for new socio-cultural framework and self-organizing principles in social life. For this it is necessary to create institutional conditions that will fundamentally change the process of formation and functioning of the ruling class and will enhance the social, civic and moral qualities of the managerial elites. This will allow you to move to a new level of social responsibility of the ruling class and enhance the level of social efficiency of state management by modifying provisions of the state bureaucracy.

In the modern societies, despite all the turbulence reaching change, gradually breaks the way the process of privatization of the sphere of control, which leads to the expulsion of the government officials from different spheres of management of economic and social life of society, are increasingly passing regulatory and managerial functions of the institutions of the civil society. In place of the "ruling class" is gradually "creative class." It brings to life new models of management activities aimed at the development of the social partnership and a high level of civil responsibility, social effectiveness and social transformation.

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