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**PRIORITY RANKING OF SOCIAL SYSTEMS IN MANAGING  
THE SOCIO-CULTURAL PROCESSES: PUBLIC OPINION**

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**Abstract**

The paper presents the results of a sociological study of the contradictions in the management system in culture. The aim of the study is to identify the characteristics of the perception of problems of various social groups existing in the modern management system in culture. The main method for this work is a longitudinal sociological research allowing to identify trends in cultural management processes in course of a certain period. The results were obtained by the authors of sociological research in the field of culture in the Republic of Bashkortostan in 2001-2002 and 2016-2017 in the form of a questionnaire survey of 2400 respondents. It was revealed that in the early XXI century, the majority of respondents believed that the culture development issues should be mainly coped with at the regional level (46%), while the federal level was given just over a fifth of the votes. Currently less than one third of the respondents prefer the regional level, and almost half - of the federal (47%). Conclusion: there occur an active transformation of ideas about the structural elements of the management system and their correlation; the public opinion about levels of management in the sphere of culture, which has important theoretical and practical significance, is also changing.

**Keywords**

Social management – Culture – Public opinion – Regional policy – Management levels

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## Introduction

The relevance of studying management problems in general and management problems in the sphere of culture in particular are due to the need for the knowledge about the nature and depth of changes in public views on management in culture. These changes in turn are caused by transformational processes in the spiritual and cultural states of society.

The problem is that theory and practice of management in troublesome field of management relations continue to exist in parallel worlds: management theory is working to improve management efficiency in various fields of the social system, identifying the reserves for further progress towards improving the structure of the management subsystem, perceiving it as a "management subject". The managed subsystem is interesting to researchers mainly as an "object of control", which is a priori needs to be managed and will be managed, blindly obeying the will of the subject of management. The sad result is that management decisions are developed and adopted, many of them have the status of law at the state level, the ignorance of which is no excuse. However, neither the decision nor responsibility for non-fulfillment often don't come at various levels of the management hierarchy, or are fulfilled partially. The field of culture is not an exception.

However, the scientists highlight the problem of relations between the rulers and the ruled, for example, between government and the population. The Canadian Professor L. Pal writes that state policy is a guide for both civil servants and the population<sup>1</sup>.

The aim of the study is due to the recognition of the extreme need for further learning, first of the theoretical and methodological aspects of management, secondly, in intensified searching of ways to improve the mechanisms of managing complex processes occurring in society at the current development stage, taking into account the reflection of the situation in the minds of social and social professional population groups.

The research tasks are "made" of understanding the special significance of the cognitive system of contradictions existing in the system of management in the sphere of culture:

- contradictions between the natural and the social in the management of the development process of material and spiritual culture;
- contradictions between the individual/personal, group and the social in the management of the processes of production, distribution and consumption of material and spiritual wealth between the "center" and "periphery" of the socio-territorial systems in the social space, etc.

The study of management problems in social sphere are of special interest from another viewpoint of knowing the cognition of essential parties to the management as a social phenomenon. First, management in this system "...can not be rigid and can not focus on quantitative indicators. It is rather deep analysis of the state of spirituality, identifying trends and predicting possible changes in the production of spiritual values"<sup>2</sup>. Second, all people in society, no matter they like it or not, they are aware or not, are involved in these processes and affect them, for "every social phenomenon or event are related to each other,

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<sup>1</sup> L. A. Pal, Analysis of public policy (Kiev, Osnovy, 1999).

<sup>2</sup> Zh. T. Toshchenko, General course in sociology. Moscow. 1994).

i.e. there are no completely separate, unique or isolated phenomena and events"<sup>3</sup>. In this regard, the problem of the macroeffect of microevents, as well as the opposite problem (microeffect of macroevents), requires a thorough and deep study<sup>4</sup>. The third aspect is the relationship to the management process as a subject-subject process. In other words, it is the antithesis to the often used in practice control method of unambiguous a priori advantage of the management subsystem over the managed one. Subject-subject approach to management here is not someone's desire or the result of a theoretical construction of social reality, it is an objective need. This attitude towards the management process is due to the current stage of social development, where "...management is not a unilateral impact of the managing social system on the managed one, but a dialectic interaction between the management subject and object, consisting of a variety of direct and reverse ties between them"<sup>5</sup>. In other words, the sentient object of control, possessing certain experience and purpose of operation, simultaneously acts as a subject, since it has the qualities necessary for organizing the management and governance processes. It can be said that the subject controls the object only to the extent to which the object allows to be controlled<sup>6</sup>. Moreover, the object of control under certain conditions not only can adjust the management impact of "subject control", but starts to dictate their will to the "subject", to control it. It is the relevance of the problem related to the social consequences of the level and quality of the relationship between "object" and "subject" in the management of social processes in general and the management of the cultural sphere in particular. We see the examples everywhere we go: the resolution of conflicts through multi-colored revolutions taking place in the post-Soviet space; the breakdown product of these relations in the form of allocated "energy of decay, which can exceed the energy of creation"<sup>7</sup>, the formation of a "junk culture"<sup>8</sup> in a variety of forms, particularly "...when society affects the individual more than the individual in society, the degradation of culture begins... The demoralization of society occurs"<sup>9</sup>.

The authors imagine managing the cultural sphere to be a process of mass communication that includes the following elements: information source, communicator, product, communication channel, consumer, social and personal filters and feedback. Managing culture as a social process is a complex and multidimensional phenomenon, which is carried out continuously. Moreover, it is not only effected in the sphere of culture and its institutions, but in other organizations within the infrastructures of various social institutions. In order to organize the processes in the field of culture, one need to control other sectors of social production, like construction, education, agriculture, etc. Here management is very complicated, due to the fact that "culture is the variety of the unique and the mass, mutable and immutable, rational, and emotional"<sup>10</sup>. The consumers of a broad range of cultural products are members of society. The impact on consumers is made by the communicator represented by state and municipal authorities in culture via communication channels. These channels are producers of cultural values. Here, communication channels in case of both direct link and feedback is inanimate objects (book,

<sup>3</sup> P. Shtompka, *Sociology of social change* (Moscow: Aspekt Press, 1996).

<sup>4</sup> G. V. Atamanchuk, "On the question of the correlation of subjects and objects of social management, *Voprosy filosofii*, num 7, 31 (1974).

<sup>5</sup> R. T. Nasibullin & E.Yu. Bikmetov, *Sociology of management* (Ufa, 2005).

<sup>6</sup> O. Yanitsky, "Sustainability and Risk: The Case of Russia", *Innovation. The European Journal of Social Sciences*, num 13 (3) (2000).

<sup>7</sup> M. Castels, "Materials for an Exploratory Theory of the Network Society", *British Journal of Sociology*, num 51(1) (2000).

<sup>8</sup> A. Mol', *Socio-dynamics of culture* (Moscow, 1973).

<sup>9</sup> A. Shveytser, *Reverence for life* (Moscow, 1993).

<sup>10</sup> A. Shveytser, *Reverence for life...*

painting, etc.), and animate participants (drama groups, musical ensembles, teachers at music schools, etc.). Social and individual filters provide the difference in the structure of preferences of the communicator, the communication channel, and the consumer, in the structure of their goals, objectives and priorities of the industry development and opinions regarding the activities of each element of the communication process. One of the most important efficiency indicators of the decisions made by the communicator is feedback, which also has many forms of its expression.

In terms of content, in cultural management there are three aspects: target, tactical and applied<sup>11</sup>. The target aspect involves determining the values and ideological priorities of cultural management, tactical - developing the plan, and applied – implementing of elaborated plan based on the selected priorities. To some extent, especially concerning the Russian society, this approach is aligned with T. Parsons' classification. It says that social systems are located at four levels of social organization<sup>12</sup>: primary level (the level of direct interaction of individuals and various subcultures in the sociocultural process at the municipal level), management level (management in the sphere of culture of the region), institutional level (national cultural policy), societal level (social policy).

This paper focuses on studying confidence of consumers of cultural products to the communicator, i.e. the ranking of communicators depending on their levels - municipal (primary), regional (managerial) and federal (institutional) in determining the priority for implementing cultural policies.

### **The methodology and reliability of research methods**

The longitudinal sociological study of the problems in managing the cultural sphere development was conducted in 2001-2002 and in 2016-2017. In fact, it was a single trend study, since the research program, methodology, and instruments were similar. This fact allows analyzing the issues in their dynamics with minimal losses. The sociological research in its first stage (2001-2002) and in its second stage (2016-2017) involved 1200 respondents each.

Concerning the purpose of the study, the statistical population consisted of the population of Bashkortostan aged 14 to 65 years. The statistical population did not include people from penitentiary and health institutions, orphanages, people doing military service in armed forces of the Russian Federation, as well as people without permanent residence in the Republic of Bashkortostan (RB). The reason is that the basis of selection was consisted of the households, and the survey was conducted at the place of residence of the respondents. The authors used the model of multi-stage stratified territorial probability sampling with setting quotas at final stage of selection to form the sampling of the households of the RB.

#### *Sampling structure and its reliability*

The starting point for sampling was the data of the All-Russian population censuses of the years 2000 and 2010, as well as the Demographic Yearbook of the Republic of

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<sup>11</sup> A. G. Kolesnikova; A. V. Matetskaya & S. I. Samygin, *Sociology of culture*. Ed. Epifantseva, S.N. (Moscow: KNORUS, 2017).

<sup>12</sup> T. Parsons, "Current state and perspectives of the systematic theory in sociology", *Informatsionnyy byulleten' SSA*, Vol: 6, num 4 (1968): 1-34.

Bashkortostan. According to these data, the territory of Belarus has 82 administrative-territorial districts, which are by default divided into the following types in government statistics: districts within the cities with district division; the districts-areas with their settlements; districts-cities (without district division) of regional, provincial, national or federal jurisdiction, excluded from the administrative-territorial districts where they are physically located.

This work performed the following transformation<sup>13</sup> of the administrative-territorial districts for more efficient use of spatial sampling: the city-areas excluded from the territories were included into those administrative-territorial districts in which they really are located. The authors combined the areas in the cities with district division into a single unit.

After these changes, the list was obtained from 1006 “sample” areas that were correlated with 5 of the selected homogeneous strata formed mainly based on geographical factors and level of urbanization: large city (over 1 million inhabitants); medium city (100–500 thousand inhabitants); small city (10–100 thousand inhabitants); workers settlements and urban-style settlements; rural councils (settlements, villages, hamlets, etc.).

Stratum #	Stratum name	The total population of RB (thousand)	The proportion of the RB population in the stratum	The total population of RB (%)
1	large city	1083.3	0.27	26.55
2	medium city	651.9	0.16	15.98
3	small city	708.9	0.17	17.37
4	workers settlements and urban-style settlements	230.5	0.06	5.65
5	rural councils	1405.6	0.34	34.45
	total	4080.2	1	100

Table 1  
Distribution of the population of the Republic of Bashkortostan by strata

The strictly probabilistic selection at the first stage for the second, third and fifth strata was replaced by a target one. The second and third strata in their composition were so small (the volume of the second stratum was 4, and the third stratum - 16) that using randomization at this stage of the research was meaningless. Moreover, the small cities of RB, being members of one stratum, are geographically uneven (their density in the North and the South-East of Bashkortostan is quite low), and using probability sampling involves including only the cities that are roughly in the same socio-economic zones of the RB, primarily located in western, central and north-western regions. Besides, Ufa as the only element of the first stratum because of its size (the region accounts for approximately a quarter of the total RB population) and significance, forms self-representative stratum. Thus, the sampling for the RB will have so-called “flux” towards the respondents living in the capital<sup>14</sup>.

<sup>13</sup> This transformation increases the degree of heterogeneity between administrative-territorial districts, as required by the theory of sampling. Moreover, this is important for spatial sampling: all administrative-territorial areas turn into natural geographic ones. This transformation reduces the magnitude of the standard errors and also reduces the field costs of the survey.

<sup>14</sup> While using standard procedures, it is impossible to build a sample that does not include this prime territorial unit. Such practice due to the technical reasons (a high percentage of the unattainability of respondents in large cities) also leads to a decrease in the value of the standard error.

Regarding the features of natural-economic conditions and resources, the industry structure and areas of industrial specialization in the domestic and intradistrict differentiation of labour, the second and the third strata included the cities of Neftekamsk, Ishimbay, Tuymazy and Sibay respectively.

The remaining 985 districts were grouped on the fifth stratum in accordance with the selected characteristics.

Then, in each of these strata the authors randomly selected 6 districts using the selection method with a probability proportional to the size, i.e. the probability of choosing the district in this stratum was directly proportional to the number of people living in it. As a result, administrative-territorial units included in the sampling were the following districts: Duvanskiy, Zilairskiy, Krasnokamskiy, Sterlitamakskiy, Chishminskiy, and Sharanskiy.

The administrative-territorial units in the fourth stratum included in the sampling of the above mentioned 6 districts were one of the largest (by population) workers settlement/urban-style settlement (if they do not exist in the selected district, the authors studied the center of the relevant village council) together with two randomly selected villages included in the respective village councils. The target sample size equaled to 1200 units.

### Sampling by strata

#### *I-stratum: large city*

Regarding that the objective for Ufa was to become a self-representative stratum, the first task was to calculate the sampling size within this layer. The authors used this formula (\*) to calculate sampling size.

$$n = \frac{N Z_{1-\frac{\alpha}{2}}^2 \sigma^2}{N \Delta_{\text{äiv}}^2 + Z_{1-\frac{\alpha}{2}}^2 \sigma^2}, \quad (*)$$

where

$\sigma^2$  - dispersion of characteristic for the sampling calculated during the pilot project implementation;

$\Delta_{\text{äiv}}$  - the maximum allowable error value of the sampling determined in view of the research objectives;

$Z_{1-\frac{\alpha}{2}}$  - the confidence coefficient corresponding to the confidence probability  $(1-\alpha)$ .  $Z_{1-\frac{\alpha}{2}}$  determined by the table of the standard normal distribution, the probability  $\alpha$  selected in advance<sup>15</sup>.

<sup>15</sup> Most commonly used values  $\alpha = 0,01;0,05;...;0,1$ . The corresponding levels of confidence figure  $(1-\alpha)$  are  $0,99;0,95;...;0,9$ . The listed probability levels correspond to the values of the confidence coefficient and equal to  $2,58;1,96;...;1,65$ .



In the course of the pilot study the authors calculated the dispersion  $\sigma^2 = 0,26$ .

Based on the objectives of the research, the maximum allowable value of sampling error was set at 5%, the corresponding confidence coefficient was  $Z_{1-\frac{\alpha}{2}} = 1,96$ . Inserting the original values in the formula (\*), the resulting sampling size is  $n = 399$ . However, the practice of conducting surveys in metropolis shows that the level of unattainability of respondents was at least about 15% of the total sampling size. Therefore, in order to reduce sampling errors, the authors had to increase the sampling size by 20%. Thus, the obtained excess sampling size was 460 people.

When designing the sampling of the Ufa urban population, the authors proceeded from the following considerations: socio-spatial differences in the conditions and lifestyle of large city population is determined by the diversity of human and economic resources, as well as differences in the level and pace of socio-economic development, urbanization, etc. Only modelling the sampling of the urban population with the use of the stratification reflects these differences and allows significantly increasing the efficiency of sociological research.

The Ufa as a major metropolis has a complex geographic location that stretches from South-West to North-East for more than 60 km, consists of 7 main areas, all this significantly affects the choice of method of sampling.

The first stage of sampling was the division of the city into a qualitatively homogeneous and equal on the area figures (squares) in order to make a list of the plots. The number of these plots turned out to be 765. In order to divide the city into equal plots, the authors drew a grid on the map of Ufa. The grid size approximately coincided with courtyards and blocks.

The second stage was the plots sampling itself using stratification and proportional allocation. During the stratification, the territory of the city was divided into three strata. The characteristics/factors of the stratification were: types of residence (private, high-rise), regarding also the remoteness from the center of the city; the central part and bedroom suburbs of the city, from the point of view of their prestige; peripheral areas – the industrial part of the city. The target sampling size was determined as 21 plot (7 plots in each stratum), which generally corresponds to the well-known Student's distribution for small sampling ( $5 < n < 30$ ). Using the random number generator, the authors produced a random sampling within each layer. The sampling size within each layer was calculated in proportion to the size of the whole population of the administrative-territorial districts within the city.

The third stage was the sampling of households and respondents. To select households within the "sampling squares", the authors used route (systematic quasi-random) sampling with the sampling step equal to 5. The interviewer had to visit every fifth private house or apartment within the "sampling square" until they got the required number of interviews. If the selected unit found houses with communal apartments or rooms occupied by separate households, the latter were considered as separate dwellings.

Next, the interviewer selected the respondents within the households according to a predetermined procedure. In case the interviewer had no prior information about the family composition, the selection decision was made only after contacting the family. The interviewer was required to make an alphabetical list by name of all members of the family

residing in the taken household to select for interview a family member caught in the beginning or at the end of the list. For each address, the interviewer filled out the contact sheet with the results of each contact with the family.

Since surveys in metropolis show a high level of unattainability of some of the respondents, associated with various aspects (high level of mobility of the urban population, the problem of “tough people”, etc.), the interviewers had to make a double visit to some households. It should be noted that interviewers were not allowed to do any kind of replacement of dwellings or households.

The inaccessibility of certain parts of the population were taken into account during the calculation of the sampling size with the introduction of 60 additional sampling units. However, this step does not fully eliminate the problem. In this regard, the authors had to use a special method (“sampling the sampling”). During the first visit, a certain part of the missing respondents were visited repeatedly, the results of which were rescaled given weighting coefficients.

**II - stratum:** the procedure of sampling in Neftekamsk had the same stages that that of Ufa. A qualitatively different composition of the general population (more homogeneous compared to the capital) and the difference in the resident population of nearly 10 times have made minor adjustments to the sampling calculation.

The sampling size for this stratum was proportional to the population size and was of 160 units. The stratification characteristic was the type and quality of residence. This resulted in the formation of 2 strata – areas of dilapidated housing (barrack-type and private houses without facilities) and landscaped areas with well-developed infrastructure, houses and apartments “with all amenities.” The survey was conducted in 5 selected districts. In Neftekamsk there are no intraurban district division, the decision was made to distribute 160 units into the equal (32 units) number in the “sampling squares”. Thus, each sampling square provided 32 respondents for an interview. The authors carried out the sample adjustment in accordance with the weighting factors.

**III and IV - strata:** the sampling size for the third stratum was 170 households, and the fourth sampling counted 50 households. The sampling design in the third and fourth strata (small cities and workers settlements/urban-style settlements) was carried out according to the same pattern:

Stage 1 – drawing up a list of all city streets, of which they randomly selected any 6 streets of small towns or 2 streets from a workers settlement/urban-style settlement;

Stage 2 – selecting the households within the taken streets by route selection with the step equal to 10 or 3. The interviewer had to question the respondent in every tenth or seventh household. The selection step was set so that on the one hand, the households on the surveyed area would not be concentrated in one point, but covered a certain part of the settlement, and on the other hand, the interviewer, while moving along the route, would not have to walk more than 2 km. The selection step depended on the type of building. In cities with multi-storey buildings the selection step was 10 households. In cities with prevailing private sector, as well as in the villages, the selection step was of 3 households. Further sampling adjustment was carried out in accordance with the weighting factors.

**V - stratum:** the total sampling size was 360 respondents. The sampling consisted of two stages of selection:

1st stage – selecting households in each settlement: The authors selected two streets (if the settlement consisted of a single main street, the survey was conducted on the main street);

Stage 2 – selecting the respondents. The authors selected every third household (the step of selection equal to 3) on selected streets using route sampling. However, there was a selection held in the households of all individuals included in the quota. Quota assignment was calculated in advance on the basis of existing statistical information on districts. The quoted characteristics were gender, age and nationality. At this stage of selection, the special attention was drawn to the basic theoretical principles of interviewing, in particular, some family members were not allowed to influence the responses of others. Rules of selection step application were described in detail in the interviewers' instructions. The number of households corresponding to the selection step was calculated only after a successful interview. If nobody were home in the selected households, or refused to participate in the survey, the interviewer addressed the next (in the list) apartment.

The use of quota sampling in the selection of respondents complicated a proper organization of the repeated visits, especially in remote locations, where interviewers had to go. To avoid systematic offsets towards the increase in the proportion of retired people and the proportion of women, the authors had to use this method. However, in practice this led to quite acceptable results.

Thus, the sampling of the RB population was designed on the territorial principle. An important role in this process was played by a geographical location of the RB subjects and the qualitative composition of the resident population. The total sampling size in each study was 1200 respondents, of which 480 were in Ufa. The sampling consisted of 23 settlements, including 5 cities, 2 urban-style settlements and 16 villages.

The statistical error for RB and separately for Ufa did not exceed 5%. All actions of interviewers in the selection of households were strictly regulated and controlled. A route task for interviewers mentioned the street name; house number, which the route began with; a selection step for the households; the sampling size on the route, as well as the respondents selection pattern for the households.

Since the survey was conducted in summer, in order to reduce the cost of repeated interviews, the special attention was drawn to the duration of field work. The authors considered the experience of sampling studies conducted by Russian and Western sociologists, which revealed the dependence between the duration of the interview and the degree of unattainability of the respondents. Thus, surveys in the rural settlements were conducted on Saturday in the first half of the day and on Sunday, while in cities it was conducted in the evening on weekdays.

## Results

One of the main issues, as it was noted above, was to study the opinion of the population about which level was primary in the cultural sector management. People's ideas are essential for management in the sphere of culture, since most of the problems related to the production, distribution and consumption in the spiritual realm are accumulated at the bottom of the social pyramid, and the resources accumulate at the top. The authors emphasize that socio-economic and socio-political processes in recent decades have left their special impact on public opinion in the palm of victory of managerial impact on the cultural sphere: in public opinion management level prevailed over the institutional one.

Research data in 2001-2002 indicate that at that stage, almost half of respondents (46%) believed that the development of culture mainly needed to be resolved at the regional level; 21% - at the federal level; 18% at the local (township) level; 15% at municipal (district, municipal) level. Differences in responses by gender were significant: women put the local level in second place, while men preferred federal level, accounting for 25%. The study showed that age, marital status, and place of residence did not significantly influence the views of the respondents. Definition of priority in the decision-making in the development of culture depended on the social status of the respondents. The higher was the social status (middle manager, senior executive), the greater was the proportion of respondents who believed that cultural issues should be resolved at the regional level. The respondents' views were significantly influenced by their nationality and ethnicity. The analysis showed that among the three main ethnic groups living in Bashkortostan, the primacy of the issues of development of arts and culture was first given to the regional authorities, then to federal, and then to local and district (city) levels. More than 50% of the Bashkir and Tatar population chose the regional level, among Russians this indicator was 37%. It is interesting that the representatives of other nationalities were more than a quarter of respondents - 27%. They believed that the cultural issues should be resolved at the regional level. Most of them (32%) chose the local level in 2001-2002. It can be explained by the fact that it is easier to meet the spiritual needs of people living compactly on a single territory at the local level.

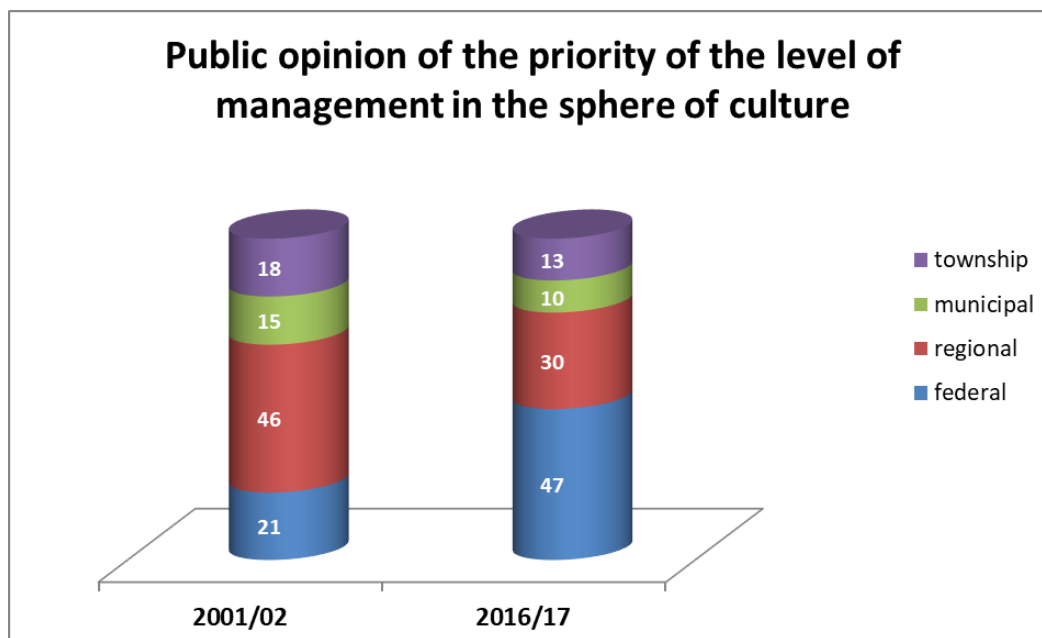


Fig. 1

Public opinion of the priority of the level of management in the sphere of culture

The results of studies in 2016-2017 show that currently the public opinion has changed dramatically. 47.5% of the respondents would assign the federal authorities with the development of cultural sphere of culture, 30% - the regional, and less than a quarter would assign the municipal and township at the same time.

It should be noted that only the marital status of the respondents showed no impact on the answers, except for the category who were not married. They preferred the federal level with the index of 56%, which exceeded the average by almost 20%. The authors think it is due to the fact that the majority of members of this group are young people who are not fully familiar with federal and regional legislation on the subjects of reference, and, perhaps,

they believe that everything is decided "up there". In addition, young people are more skilled in using "gadgets" and obtaining information. With their choice they can focus on achievements in the cultural life of Moscow, where, naturally, first and foremost, the latest information technologies in the sphere of culture (the creation of electronic libraries, virtual exhibitions, shows and concerts, etc.) are introduced. A definite confirmation of this hypothesis may be seen in the analysis of the responses, depending on the number of children in the family. The families with no children answered "federal level" much more often than respondents with children – 56% vs. 45% respectively (they mostly were single). In contrast to the results of the research in 2001-2002, the data obtained in 2016-2017 show that the residence started to affect the answers. Almost a third of the villagers preferred the primary level, while among the townspeople, there were not more than 19% of the same answers. Moreover, if urban residents have the order of priority like "the institutional level – administrative – primary", the villagers have "institutional – primary management". It can be assumed that rural residents more frequently identify management decisions with the municipal or local authorities due to the fact that a sufficiently large number of institutions of culture and art of republican subordination are located in cities of the Republic (especially in Ufa). The differences depending on the gender of the respondents became more distinct. Thus, among men, the proportion of those who chose the federal level amounted to more than half, while the percent of women with the same answer was 43%. Same as in the first study, the male half of the population prefer the municipal level least, while women give this level a second place. In other words, the trends are repeated. The only new thing is that the republican and federal levels of decision making swapped places in favor of the federal level. The repetition of certain trends is visible after the analysis of the educational level of the population. In studies of 2001-2002, dependence of the responses to this question by educational level could be clearly traced: the higher was the education level, the greater was the difference between those who believed that the cultural issues should be resolved at regional and federal levels. The repeated studies showed that the lower the education, the greater the number selecting the primary level of decision-making (from 17,1% in people with higher education, and 49% of people with secondary education). It seems that legal literacy of the respondents and understanding of the processes of formation of budgets on different levels plays its role.

## Discussion

The culture has been in the focus of public intelligence for all times. The analysis of the problems of its development is addressed in numerous works from the epoch of antiquity to the present days. There is no sense to try to review even briefly the entirety of points of view, theoretical and empirical studies of human culture and society in this work. The reason is that the mere enumeration of authors of publications of different level and of different denominations would be much more beyond the scope of this paper. In Russian science, the scientific analysis of processes of cultural development in the pre-Soviet, Soviet and post-Soviet times is taking place rather actively. A more detailed analysis lies in the earlier publications of the authors<sup>16</sup>.

The problems of this paper determine the research directions of two types. Studying culture as a social phenomenon, and cultural management (culture) in the framework of the state cultural policy. Moreover, the latter were not lucky to be studied. For example, even in

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<sup>16</sup> S. T. Sagitov, "Culture: from soil cultivation to the social development", *Izvestiya Natsional'noy Akademii nauk Kyrgyzskoy Respubliki*, num 1 (2016): 74-79 y S. T. Sagitov, "Culture as an object of sociological knowledge", *Vyshee obrazovanie segodnya*, num 4 (2018): 33-39.



works on culturology, while making a fairly detailed analysis of the theoretical concept of the Soviet culturology, the authors are limited to considering the activity, axiological, dialogical and structuralist concepts<sup>17</sup>. Even in the fundamental works of famous scientists, for example, Toshchenko Zh.T.<sup>18</sup>, Tikhonov V.A.<sup>19</sup>, in the fundamental coursebooks on management sociology<sup>20</sup>, the analysis of sociological problems of managing the sphere of culture, the correlation of the of the situation assessment of the "object" and "subject" of control is of insignificant interest.

## Conclusion

1. The above mentioned changes are a reflection of the processes taking place in practice in Russian society. Many questions, not only in the cultural-spiritual sphere, were raised to the federal level in recent years. Reduction of the regional level, actually, is not surprising. Most funds are located in the center, therefore, there are much more control levers at the institutional level. Moreover, in the late XX and early XXI centuries, the cultural policy in the Russian Federation was given almost entirely to the regional level. The current time can be traced to the active position, as, for example, in bringing the wages of workers to 100% in the region, the development of support programs (including federal funding) for the film industry, professional art, library, and club business.

What else can be said about the municipal level of management, which has a large field of responsibility in accordance with the current legislation, but has no financial framework (again, due to the current legislation). The tradition to "suck" the life force from the lower socio-territorial communities in favor of the higher ones, and when relevant problems are "dumped" from the higher level to the lower-level, has started a long time ago and seem to have no end. Of course, the centralization of management in the sphere of culture is a trend, the value of which is beyond the sectoral significance and has far-reaching social consequences.

2. The consumers of cultural products, and communicators often do not take into account that culture, being a self-regulating sphere of public life, has its own logic of development and its specific internal intentions. In this regard, the management of culture would be productive as long as it does not interfere with the inner self-realization of cultural life. It should be noted that, on the one hand, "...each country, in virtue of its traditions of cultural and political life, has a certain character and style of government regulation in the sphere of culture, typical for a given society"<sup>21</sup>. These processes needs regulation, because the opposite may lead to the situation of complete atrophy, exhaustion, and neglecting the historical past and the major opinion from the "mankurts"<sup>22</sup>.

Agreeing that "scientific, technical, and economic progress is not accompanied automatically by social, socio-political, and spiritual progress, but vice versa, a high level of

<sup>17</sup> V. V. Sil'vestrov, Culture. Activity. Communication (Moscow: «Rossiyskaya politicheskaya entsiklopediya» (ROSSPEN), 1998).

<sup>18</sup> Zh. T. Toshchenko, Sociology of management (Moscow: Tsentr sotsial'nogo prognozirovaniya i marketinga, 2011).

<sup>19</sup> A. V. Tikhonov, Sociology of management (Moscow: «Kanon+» ROOI «Reabilitatsiya», 2007).

<sup>20</sup> A. I. Kravchenko & I. O. Tyurina, Sociology of management: a fundamental course: Coursebook for students of higher educational institutions. 2nd ed., rev. and ext. (Moscow: Akademicheskii Proekt, 2003).

<sup>21</sup> G. L. Tul'chinsky, Management in the field of culture (Saint Petersburg: Lan', 2001).

<sup>22</sup> Zh. T. Toshchenko, Phantoms of Russian society (Moscow, 2015).

material welfare in society may be accompanied by moral loss, growth of spiritual impoverishment, the increase in social deviance, risks and threats. These threats are directly due to the social behavior of people pursuing their interests and goals..."<sup>23</sup>. It can be assumed that culture can be managed, but only through the subject-subject approach, when the communicator, the communication channel and the consumer establish the dialog. In other words, when this process is not driven by "decrees from above", blind adherence to "cheesy" demands of the majority, and constant experimentation when working with material that is understandable to a narrow group of "elite".

3. The process of "mass communication" can never be equated with a unilateral influence "communicator – communication channel – consumer". One needs to consider the relationship of the communicator, the communication channel and the consumer as the interaction between equal parties. Of course, this approach causes some trouble, namely the complexity and amorphousness of the consumer, the diversity of communication channels and hidden (implicit) nature of the response of the consumer to the cultural values, as well as in the hidden nature of the effects and results of activities of the consumer, as for the channel, and the communicator. However, it allows to identify management problems with the greatest accuracy possible, by setting what kind of element is the "weak link" in the process of mass communication, and what is the most efficient one, and what would it take to eliminate the negative effects and increase positive results. Considering the culture management as mass communication, the authors give communicative relations special place in the control system, expressing its solidarity with the existing view that the transformation of science management in an intensive and effective management activity "...implies a sharp increase in the share of communication links, which are essential to the process of developing new ideas" <sup>24</sup>.

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<sup>23</sup> G. V. Osipov, *Problems of including sociology in the system of scientific management of Russian society* (SOTSIS, 2012).

<sup>24</sup> V. V. Sil'vestrov, *Culture. Activity. Communication* (Moscow: «Rossiyskaya politicheskaya entsiklopediya» (ROSSPEN), 1998).

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