

About Opportunities Forming the Effective Public Management System in Russia of Sustainable Social and Economic Development of the Territories

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Abstract

Increasing the problems of social and economic development due to the insufficient level of efficiency of activity of central and local authorities require forming the public management system based on the principles of modern public administration. The strategic goal of the operation of public management system is providing sustainable development of the territories and improvement of quality of living of citizens. The methodological approaches to the formation of modern public management systems examined in this research, and on this basis the interdisciplinary approach is substantiated, it combine economic, sociological, anthropological, ecological, biospherecentric, political and legal approaches; paradigm and principles of public management in the context of the concept of sustainable development (strategic compliance, balancing social and economic processes, transparency, legitimacy, democracy, freedom and equality in access to information and knowledge, strategic partnership between the government, the public and businesses providing steady feedback and involvement in the process of management all interested parties). The implementation of these principles will ensure sustainable development of the regions and improving the quality of living of citizens. The directions of institutionalizing the relationship of public management entities in Russia with the development of information society and also such public management tools as e-government, e-budget, and the budget for the citizens are considered. However, maintenance of transparency and efficiency of activity of central and local authorities and increase the level of citizen participation in the management of sustainable social and economic development of the territories is possible only under the condition of overcoming mental limitations and creation new value orientations for all public management entities.

Keywords: public management system, efficiency, sustainable development, territory, quality of living.

INTRODUCTION

In the early 1990-ies of 20th century, Russia has entered a new development stage, declaring itself a social state in which the person, his rights and freedoms recognized as the highest value. Russia's integration into globalization processes, the need to ensure trust of the world community and citizens in public institutions determined the need to improve the transparency of public authorities and local self-government. In many ways institutional change processes caused the Russian unsatisfactory position in the international rankings at carrying out of cross-country comparisons by the independent organizations such as Transparency International, the World Bank, the World Economic Forum, etc. Some foreign authors hold the view that the reforms in the sector governance and the transition to a New Public Management (NPM) in the developing countries is largely due to the external pressure from the international organizations such as the World Bank, the International Monetary Fund, the World Trade Organization, the Asian Development Bank, the United Nations and etc. The public sector restructuring has been designated one of the conditions for granting loans within the framework of ongoing structural adjustment programs by these organizations. If the transition to NPM was driven by the internal causes for the advanced countries, then for the developing countries (which include Russia) – the external causes [1].

The fundamental basis for the formation of the public management system in Russia, essentially new on the qualitative content, is a Concept of long-term socio-economic development of the Russian Federation until 2020, the Edicts of the President of the Russian Federation dated July 28, 2007 No. 825, dated August 22, 2012 No. 1199 “On the evaluation of the effectiveness of the executive authorities of the Russian Federation”, and dated April 28, 2008 No. 607 “On the evaluation of the effectiveness of the local government of city districts and municipal raion”. The adoption of these documents was the starting point for the search for new models, methods and tools of the public management based on the principles of the international independent organization the Global Reporting Initiative (GRI), the methodologies of performance management, performance assessment (level of professional competence, social responsibility, etc.) according to the results and taking into account the increasing role of civil society in the state and municipal management.

The principles for Sustainable Development (the GRI Guidelines) were formulated in the Concept of Sustainable Development, adopted at the United Nation Conference on Environment and Development in Rio de Janeiro in 1992. The basis of the principles for Sustainable Development is a triad “economic sustainability - environmental sustainability - social sustainability”.

In Russia the Concept of transition to a Sustainable Development has been accepted in 1996 as response to external challenges. However, availability of this document was not marked by the positive developments in terms of solving economic, environmental and social development problems.

In order to develop and promote the principles for Sustainable Development at the turn of 21th centuries, the United Nations adopted the Millennium Declaration [2], in which it was pointed out to the need to change unsustainable patterns of production and consumption, and methods of human vital activity to ensure a high quality of life not only current, but also future generations, the decision on transition of the world community to Sustainable Development was adopted at the World Summit on Sustainable Development in Johannesburg

in 2002. In accordance with the plan of implementation of the summit decisions the task has been set for each country to contribute to sustainable development and to implement measures to strengthen the institutional framework [3] including regarding social responsibility and social justice.

It is obvious that all subjects of economy, in particular the corporate structures belonging to the public sector should be adhered to the GRI Guidelines. Provision of the non-financial reporting which including interaction indicators with society by the organizations primarily refers the GRI recommendations. However, as practice shows, the large corporations functioning in various sectors of national economy generally are engaged in creation of this kind of reports. There are no legislatively established requirements regarding terms, obligation and subjects of provision of the non-financial reporting.

The experience of developed countries proves that the sustainable development of the regions and improving quality of life of citizens is reached primarily due to ensuring balance of social and economic processes, on condition of forming of essentially new valuable reference points and close cooperation between all interested parties – government, business and civil society.

In Russia in many strategic documents the maintenance of quality of life at the appropriate level is considered as the main goal of the state and municipal management and the sustainable social-economic development of public legal formations as a way to achieve that. The activities of the executive bodies of central and local authorities is now focused on achieving a balance social and economic processes including through improving the quality of financial management of public finance, effective use of state and municipal property and other resources. The development of financial mechanisms, which are capable to create own resources for providing a sustainable development of the territories, is one of tasks that public authorities have to solve.

In achieving these goals in Russia for over ten years administrative, budget reforms are realized, a deliberate policy reducing administrative barriers in providing executive authorities and local government bodies of state and municipal services is carried out. Since 2011, Russia joined the number of the countries which have signed the Open Government Declaration on the United Nations General Assembly, the basic principles of which are proclaimed transparency of accountability to civil society, the use of information and communication technologies and innovations.

The modernization of the public management system and the processes of institutionalizing relations between the government, business and civil society aimed at overcoming the gap with the world leaders, providing a sustainable development and improving quality of life of Russians.

Considering the idea of sustainable development in relation to public management J.R. Bartl and J. Leuenberger noted that progress will depend on two changes: the orientation of public management for sustainable development and to establish of procedures for its implementation by public administrators [5, p.194].

The purpose of the research is to review the methodology of the formation of modern public management systems, analysis and assessment of directions of the institutional reforms in the state and municipal management system and on this basis to justify the approach to the formation of an effective system of public management of the sustainable social and economic development of the territory, the principles of its functioning and the possibility of its creation in Russia.

OBJECT AND METHODS OF RESEARCH

Taking into account that the object of research has determined the public management system of sustainable social and economic development of the territory, it is necessary to substantiate paradigms and principles of public management in the conditions of Russia's transition to Sustainable Development, what predetermines need of carrying out the analysis and synthesis of the existing methodological approaches to public management concepts in foreign scientific schools which formed later the basis of scientific research in the field of public management in our country.

The object of the research is the public management system of sustainable socio-economic development of the territory. The study is based on the methodological principles of public choice theory, corporatism, neocorporatism, cognitive and network approach. We will address their more detailed consideration.

Public choice originated as a distinctive field of specialization a half century ago in the works of its founding fathers, J. Buchanan, K. Arrow, G. Tullock, A. Downs, W. Niskanen, R.M. Nureyev, L.R. Orlov, V.V. Chekmarev, and others. The main objective is, as noted by John M. Buchanan, to correlate the behavior of people who act as voters, leaders, or political party members, bureaucrats who represent that other as "roles of public choice", with the results of their activities that we have observe or could observe [6, p. 11–22].

Public choice theory is based on three methodological principles: methodological individualism; the concept of homo economicus; politics as exchange.

From the standpoint of methodological individualism, the individual is regarded not as an organic unit (party, region, country, nation), whose behavior is explained in the policy from a line item of rational economic behavior and as the choosing and acting personality.

According to public choice, politicians support, first of all, those programs that contribute to the growth of their prestige and increase the chances to win the next elections.

Public choice theory uses models of economic theory based on the fact that people aim at maximization of their usefulness, and their own narrowly determined economic prosperity is an important component of this the usefulness that has caused acceptance as one of the methodological principles of the theory of homo economicus. Nureyev R.M. notes, in his work "New political economy" that everyone, from the president to the voters, guided in their activities primarily with the economic principle that is compare marginal benefits and marginal costs [7, p. 9].

Supporters of public choice theories consider politics as exchange which is based on a conceptual agreement. The constitutional order preceding some significant economic interaction is established exactly by virtue of it. J. Buchanan examines politics as a complex system of an exchange between individuals in which the last collectively strive to achievement of their private purposes as they cannot realize them with a regular market exchange [6, p. 11–22]. By public choice the purpose of the state is to care for the public interest. However, according to R.M. Nureyev, the people, acting in the political sphere, pursue their personal interests because "... there is no impassable line between politics and business" [7, c. 5-15].

Public choice was developed in the framework of such schools as the economic theory of constitutions (T. Gobss, Montesquieu, J. Locke and others.), the theory of post-constitutional policy (J. Buchanan and others), the General Possibility Theorem (D. Black, K.

J.Arrow); the theory of representation and electoral competition; bureaucracy theory (J. Buchanan, M. Crozier, E. Downs).

The questions limiting activities of the government were considered within the theory of constitutions. The theory of post-constitutional policy was engaged in studying of issues studying the issues of reconciliation the different individual preferences subject to the achievement the general results. The theory of bureaucracy considered behavior of the persons delivering goods and services on behalf of the state.

Bureaucracy was subjected to sharp criticism from the representatives of the public choice that suggested controlling its behavior through the elected bodies, the judiciary and the direct participation of citizens in governance. The conclusion about the need to ensure the direct participation of citizens in governance is one of the merits of public choice, and it is particularly valuable in the study conducted by us.

Public choice theory has played a significant role in the development of the science of public management. However, it should be noted that provisions of the theory don't consider mental restrictions that are associated with the peculiarities of individual behavior historically formed taking into account cultural, religious and other traditions. Besides, the theory does not address the impact of the institutional environment on the individual political preferences. The object of attention of the theory is not the responsibility of individual actors for the results of its activities to the public since the provisions of the theory is based on the promise of individual rational behavior. This circumstance is contrary to the concept of sustainable development which is a significant shortcoming of this theory.

One of characteristic signs of globalization is the growth of corporations. In this situation, according to A.B. Maksutov, the role of government lies in the fact that the use of all policy instruments in order to create optimal conditions for the development of priority directions of their production in the conditions of deep differentiated world market of goods and services " [8]. For this reason such models of the relations as "corporate interest and social movement", "corporate interest and state", "corporate interest and power", "corporate interest and political parties" cause a particular interest of economists, political scientists, sociologists.

The term "corporation" differs in variety of treatments. In the USA the corporation, in the substantial plan, is considered rather capaciously as any legal entity, the organization as whole, the participant of civil circulation [9, p. 634]. In more confined sense the corporation is determined in Japan as organized interest in the sphere of business.

As the scientific school of corporatism has arisen at the end of the 18th century. Already then scientists showed interest in such problems as modernization of society, the principles of settlement of the interclass relations (F. Shlengel, A. Müller, etc.). The modern theory of corporatism was created in the 70-ies of the 20th century. Its bright representatives are F. Shmitter, U. von Alemann, R. Heinze.

Corporatism, according to F. Shmitter, studies methods of interaction between government and socio-professional groups (representation of interests) that are monopolistically connected with industries of economy and production. The government eliminates the vast majority of the problems associated with the management of a particular industry [10, p. 112].

A. Kausson identifies three levels in considering the problems of corporatism: microtechnological as corporate strategy of separate firm and corporation; mesolevel as

political and economic strategy of cross-industry associations; macrolevel as actually political (“power”) strategy at the level of a formulation of public interests [11].

According to Holtmann corporatism is a plexus of civil society organizations in the policy in the form of “... “symbiotic” relation of state bodies and interest groups that makes possible the political decision-making” [12, s. 306]. Holtman regards corporatism as the most general concept covering all historical forms and options of corporate power technologies.

Such scientists as G. Lembrukh, A. Shonfield are convinced that corporatism arises only in the advanced capitalist countries where there is government regulation of the economy, where the organized labour and employers' organizations on an equal basis with the state to participate in the formulation of the national economic strategy [13, 14].

The new direction neocorporatism appears at the beginning of the 80-ies. Aleman considered neokorporatism as a new concept that is capable to capture the social development process [15].

Neokorporatism acquires politological measurement unlike representatives of corporatism who increasingly paid attention to issues of social and economic interaction between business and government. Ratio corporatism and democracy; opposition consideration corporatism-parliamentarism; institutionalization of corporatism; determination of the type of political regime in the corporate countries are the main range of the problems identified by F. Schmitter in the collector “Trends towards corporatist intermediation”, they are of interest to representatives of corporatism [16, p. 9-51].

H. Feltskov considers neocorporatism as liberal corporatism, distinctive feature of which is the inclusion of organized interests in politics and their equity participation in the formation and political decision-making "[quoting by: 8].

G. Lembruch relates the high level of institutional integration of the conflicting groups and a high degree of cooperation between these groups themselves in the development of public policy to the essential characteristics of liberal corporatism [17, p. 67].

At the same time in Russia today, the degree of citizen participation in political decision-making and public administration is still at an unsatisfactory level that was the cause of such a phenomenon as corporate and oligarchic organization of political power [18, p. 114-116].

The provisions of corporatism and neokorporatism theories in the process of justification of methodological approach to the formation of the public management principles and system of sustainable development of the territory represent theoretical value due to the fact that the actual practice of public management, especially in the socio-economic systems in transition, objective requires forming new concepts that would raise to a qualitatively new level of interaction between the state and civil society. Russia belongs to the socio-economic system of transitive type. The democratic socialization process is not yet complete. The development of the new in content type of social and political relations in the conditions of Russia's transition to sustainable development require the substantiation of a conceptual approach to the formation of public management system and its principles, the implementation of which will ensure a balance between economic and social processes, quality of life of every individual and just Russian society.

Institutional trends are very diverse. Originally such representatives of the institutional theory as T. Veblen, W. Mitchell, J. Commons, J. Bernard, L. Thompson regarded institutions as complexes of rules and regulation. Research tools expanded in the development of institutional theory. Using economic research methods along with sociological, legal,

politological, behaviouristic tools has served as an impulse forming the new directions of institutionalism: 1) the modern theory of private property and institutional mechanism for its protection (M. Skarzhinsky, R. Nureyev, V. Tambovtsev, E. Yasin and others); 2) the theory of the relationship between formal and informal institutions (G. Kleiner, I.V. Sitnova, A. Radygin, M.V. Kurbatov, S.N. Levin, etc.); 3) the theory of institutional traps and corrupt behavior (V. Polterovich, A. Radygin, V. Radayev, etc.); 4) the theory of an institutional transitional economy (L. Abalkin, P.A. David, B.V. Artur, E. Yasin, R. Kapelyushnikov, V.A. Noskov, N.O. Mikhalenok, O.V. Nosova, etc.); 5) the theory of social control over economy and its subordination to public concerns (J. Gobson, T. Veblen, U. Mitchell, J. M. Clark, J. Gelbreyt, G. Myurdal, R. Kouz, R. Heylbroner, etc.).

Identifying causes of institutional change, taking into account the transitivity socio-economic system of Russia, plays a significant role in the justification of methodological approach to the formation of the public management system of sustainable socio-economic development of the territory.

The analysis and generalization of scientific publications allowed the authors to identify the following substantiation of the causes of the institutional change.

1. Technological changes in production. Influenced by technological changes the group of economic actors, directly involved in the development and implementation of the invention, receives the distribution advantages in the new system of the existing rules [19]. Technologies are the causes of change of social interactions in society [20, p. 911-917].

2. Politicians' activities. Institutional changes are aimed at promoting the interests of the public and political elite [21, p. 104-113].

3. Interest of bureaucratic structures. Institutional changes allow the best way to ensure the interests of the bureaucratic structures [22, p. 205].

4. Interest of certain groups in redistributing the available limited resources. Institutional changes allow providing redistribution of resources for benefit of interested groups, not only economic but also legal methods [23, p. 6-24].

5. Changing social preferences. Institutional changes are caused by the impossibility of further reproduction of the institutions, as the society is willing and able to give these institutions [24].

6. Knowledge increment has essential pressure upon prices, preferences, and creates interest in change of the existing income distribution methods [25, page 8].

It is necessary to add one more reason of institutional changes to this list – lack of balance in social and economic processes that involves growing environmental problems. R. Heylbroner has designated an environmental problem as the most dangerous and difficult solved problem that has ever faced humanity [26, p. 270]. This circumstance requires appropriate institutional reforms in the public management system focused not only on the creation of a legislative and regulatory environment for sustainable social and economic development but also effective monitoring tools compliance with them by all subjects public management.

The important role in this matter belongs to forming the institutional environment capable to provide creation of clean technologies and their subsequent use in a production process of material benefits.

Cognitive personality structure (set of knowledge, beliefs, attitudes, opinions) is one of the basic concepts of the cognitive theories. As a subject of knowledge cognitive theory originally was considered in the context of the individual's compliance of its cognitive

structure with surrounding reality (F. Haider, T. Nyyuk, L. Festinger, Ch. Osgood, P. Tannenbaum). The main contradiction of this approach consisted in impossibility of knowing the complex and multifaceted world around only one individual. As a result, other people, social phenomenon, the social world in general were included the spectrum of these objects. The idea of communication is becoming one of the central ideas in the research, which is regarded as a mandatory component of the process of social cognition. The focus is shifting to such determinants of development as the role of social consensus and influence values during the analysis of cognitive processes as a result of strengthening social orientation. The idea of social consensus belongs to A. Teshfel [27] the essence of which is the recognition that the focus on certain information depends not only on individual experience, ability, cognitive style of the perceiver but also on the accepted models of the social phenomena interpretation in one or another culture, in one or another society or some part of society.

Effective public management of sustainable social and economic development of the territory is largely determined with a system concepts and moral values of all public management entities (the government, business and civil society) acting as participants of social and economic processes taking place in the public legal formations of a certain level. In this regard, the formation of public management system of sustainable development of the territory from the cognitive approach perspective leads to the structural study of these ideas and moral values with a view to its subsequent changes.

The representatives of the cognitive approach in management (L. Festinger, R. Axelrod, F. Roberts, I.V. Prangishvili, Z.K. Avdeeva, S. V. Kovriga, D. I. Makarenko, etc.) operate with such concepts as "cognitive dissonance", "management paradigm", and the content of management process connect with the representation system of management entities.

The difficulty in explaining a number of behavioral phenomena have prompted the representatives of many scientific fields and schools to introduce into their explanatory schemes some intermediate variables such as "mentality", "consciousness", "personal experience", "belief system" and others that have been used to explain the regularities of behavior. The cognitive approach is used to determine the problems and the formation of the development goals of semistructured systems (political, social and economic).

Now the development of the cognitive approach to management activity occurs in the following fields: 1) the use of formal methods for modeling situations based on cognitive maps; 2) solving practical management tasks in the semistructured systems.

The second field involves the study of the subject-dependent stages (formalization of ideas about a problem situation, goal-setting, and others.), in other words those stage that are performed by people, so they require consideration of human factors [28, p.192-196].

Using elements of the cognitive approach in the development of theory and methodology of public management of sustainable socio-economic development of the territories requires a change of the individual cognitive structure as a public management entities and society as a whole.

Formulated differently, a new value system, focused on the evaluation of its operating results as well as its role in the implementation of the provisions of the Concept of Sustainable Development, should be formed for each individual. The value using the cognitive approach in this research is also associated with the need to develop a new paradigm of public management in the context of the provisions of the Concept of Sustainable Development.

The network emerged in the 50-60-ies of the 20th century in the USA. During this period of time the state policy has been regarded as a product of interaction between the legislative authorities, civil society and other interested representatives. R. Rodes, D. Marsh, D. Knouk, J. Kuklinsky, T. Bertsel, M. Smith and other are the founders of this analysis [29; 30; 31; 32; 33]. In Russia, the first studies of problems of influence of political networks on transformation of modern approaches to public administration in respect of transition to practice of "management" (governance) belonged L.V. Smorgunov, A.A. Degtyarev and N.V. Ivanchuk [34; 35; 36]. In Russia, the first researches of the problems of policy network influence on the transformation from modern approaches to public administration in terms of the transition to the practice "governance" belonged to L.V. Smorgunov, A.A. Degtyarev and N.V. Ivanchuk [34; 35; 36].

L.V. Smorgunov identifies five methodological bases of the network approach:

– policy networks theory reconstructs the relationship between the state and civil society, the reduction of complexity of society for management is substituted for need of accounting, the reduction of society complexity for management is substituted for need of accounting the development trends, considering them as a basis for management decisions;

–the state and its institutes are recognized the important, but not the unique subjects participating in decision making process; the direct connection of government institutions with other political actors affirms and need of an exchange of resources between them is proved in the policy; a new type of control “governance without government” is replacing the hierarchical principle constructing public administration.

–network approach takes into account the moral and psychological dimension to the study of policy and decision-making process;

–the policy network theory places special emphasis on internal communications and relations as a key element of a network formations despite the recognition of the importance such concepts as "institution";

–the problem of the effectiveness of policy network theory is not considered with the ratio "goal - means", and the ratio "goal - processes" [34].

The relevance using the network approach in justifying the methodology creating an effective public management system consists the fact that in the choice of strategic objectives and the implementation of the state policy by central and local authorities, the context of globalization and the recognition of the concept of sustainable development as a basic platform by the international community, should take into account performance assessment and development of the country (the region) as the world community (Transparency International, The World Economic Forum, and the like), the supreme bodies of government management as well representatives of civil society that is the public and other interested parties.

Obviously, the growth of public management integration, the involvement to this process increasing quantity of interested parties requires developing fundamentally new forms of interaction between all public management entities.

The managerial approach based on the concept of a new public management appeared in the 80-ies of the past century abroad in the condition of declining public trust in the state institutions, acute criticism of costly policy. The managerial approach to public administration is used the most active in the UK, the USA, New Zealand, Canada, France, Germany, Scandinavia, Japan.

Using the managerial approach in practice of public management allows to provide: 1) implementation of a horizontal management style with increasing the independence and responsibility of middle managers, team work during realization of a project and evaluating its effectiveness; 2) to increase the professional competency level of public management entities; 3) implementation of the principles of economy, efficiency and effectiveness in the management process; 4) proximity to the consumer the state (municipal) services (public services), their high quality, the orientation to the fullest satisfaction of its interests; 5) the commitment to change (as the basis of development), the orientation of the management decisions to satisfy the public interest; 6) evaluation of the government management activities on the results being of value for the community residing in the territory of public legal formation; 7) strengthening feedback from civil society through its representatives.

Public management is effective if it provides the most complete satisfaction the needs of individuals and society, and consequently as a result improving the quality of their lives.

A content analysis of the existing methodological and theoretical approaches to public management allows the following conclusions. First of all, the considered approaches are focusing on various aspects of public management (correlating the activities of individuals in the public sector (politicians, voters, political party members, bureaucrats, etc.) with the results of these activities); civil society participation in administrative activity; the relationship between business and government, the coordination of their interests; participation of public associations in political and management decision making; the impact of the cognitive structure consciousness to political and administrative decision making, etc.). However, the diversity of the existing approaches and tasks to be solved by them requires the development of the methodological approach enabling to take into account the specificity and complexity of the chosen research object which acts as a public management system of sustainable socio-economic development of the territory, to justify the purpose and principles of its formation.

First and foremost the creation of the effective public management system of sustainable socio-economic development of the territory due to the need to overcome the existing problems and imbalances in the social and economic processes that prevent improving the quality of life of citizens as the most significant factor of the ensuring national security.

The interdisciplinary nature of the conducted research should be considered substantiating methodological approach to the formation of public management system of a sustainable socio-economic development of the territory. The methodological approach substantiation based on an interdisciplinary manner combining *the economic, sociological, anthropological, ecological, biospherecentric, political and legal* approaches is required in this situation [37].

An economic approach is based on the concepts of rational choice and rational behavior. G. Becker regards linked together assumption of maximizing behavior, market equilibrium and stable preferences as the core of the economic approach in his work "The Economic Approach to Human Behavior". The economic approach, according G. Bekker, is comprehensive and can be applied to every human behavior [38, p.8]. Model of homo economicus, whose behavior is based on the principle of economic rationality, its essence consists in comparing the marginal benefit and marginal cost, acts as the methodological basis of the economic approach.

The model of homo economicus is based on the following assumptions:

1. The quantity of available resources to homo economicus is limited. It does not allow homo economicus to satisfy all his requirements, and therefore, he is forced to make the choice.

2. The factors determining the choice are divided into two groups - the preferences and constraints. The subjective needs are characterized with his individual preferences, and restrictions - the objective possibilities.

3. The alternative choice is made on the basis of an assessment of their results in terms of their compliance with the preferences that determines availability of alternatives matching capabilities.

4. Homo economicus is guided in the process of choosing their own preferences, not the preferences of the counterparties or the norms accepted in society.

5. Rational choice is a distinctive feature of homo economicus according to which the variant that corresponds to his preferences or expectations to the fullest extent is chosen.

Optimization the results in resource-limited distinguishes the behavior of homo economicus.

In this regard, using the economic approach in the context of investigating the possibility of formation of public management system of sustainable socio-economic development of the territory is caused with natural scarcity. This circumstance is building a constraint system in terms of the most comprehensive satisfaction of the complex individual needs, and objectively determines the need to find radically new, domestic sources of sustainable development, including financial sources, coordination of private and public concern, smoothing differentiation at the level of individual income, the realization of the principles of equitable distribution and availability of public goods.

The political and legal approach to the formation of public management system of sustainable socio-economic development of the territory allows to focus on the formation of the institutional foundations for sustainable development, and on this basis to ensure the quality of life of citizens, the development and implementation of the main directions of the state (municipal) policy in the field of socio-economic development of public-law entity.

Homo sociologicus model focusing attention on freedom from the individual interests serves the basis of the sociological approach. The sociological approach is used in the study of social phenomena, social institutions and events occurring in society. The main feature of homo sociologicus model is the abandonment of the emphasis on the individual interests. The dominant role from the perspective of the sociological approach belongs to social institutions, norms and rules of behavior. In this regard, rational behavior of homo sociologicus interpreted from the point of its compliance with the social norms [40].

Homo sociologicus model offered by S. Lindenberg – SRSM (Socialized, Role-Playing, Sanctioned Man) describes homo sociologicus "... the person socialized, playing roles whose behavior is authorized by society" [41, p.99-113].

The main message of sociological approach (the abandonment from the individual interests to public) allows approaching a problem of forming of public management system of sustainable social and economic development of the territory from the point of the provisions of the Concept of Sustainable Development and the GRI Guidelines. Using a sociological approach enables to reveal the contradictory unity of the individual as subject and object of public management, the active participant of social and economic processes taking place in the territorial public-law entity and its role in sustaining territorial development. Acting as the active participant of social and economic processes the individual exerts impact on their

balance which can be not only positive, but also negative. On the other hand the role of the individual as a subject of public management consists precisely in ensuring sustainable socio-economic development of public-law entity. The sociological approach makes it possible to consider the differentiation of public-law entities in the context of the level of development of social and economic processes (equitable distribution of income and their average value attributable to the individual, life expectancy and others), which determines ultimately the different degrees of balance between social and economic processes and consequently the sustainable level of socio-economic development of a particular territory.

The anthropological approach has been used in relation to aspects of human life such as upbringing, educational knowledge, in the historical sciences, est. I. Kant, W. Hegel, Zh.-Zh. Russo, L.A. Feuerbach, N.G. Chernyshevsky, P.D. Yurkevich, N.I. Pirogov, E.A. Plekhanov have made an essential contribution to its development. The person from the perspective of the anthropological approach is viewed as the ontological beginning of life and the special creature being among creations of the nature that is pulling together and concentrating the main changes of the universe [42, p.9]. The use of the anthropological approach, within the research of a possibility forming public management system of sustainable social and economic development of the territory, enables to take into account the uniqueness of the individual in terms of its possession of certain knowledge, skills, competencies and forms a transition bridge to understanding the relationship of such important categories as quality of the human capital - individual quality of life - quality of the life of the community.

The ecological approach at formation of the public management system of sustainable development of the territory assumes the account of the provisions of the Concept of Sustainable Development and the GRI Guidelines and takes into account the impact of the effective activities of all public management entities (central and local authorities, citizens, expert communities, organizations, est.) on an integral component of sustainable socio-economic development of the territory (the environment) and to provide institutional regulation of the activity of all subjects participating in social and economic relations from the point of view increasing social responsibility for compliance with environmental standards and the results of its activities to society. The GRI recommendations concerning the compilation of corporate social reporting, reflecting performance indicators of the interaction with society emphasize on the need to assess the organizations impact on the stability of a specific geographical area, which may be not only positive but also negative [43, p. 3].

The methodological message of the biospherecentric approach (the founder – V. I. Vernadsky) is based on the consideration of the environment as a natural human environment. It means that sustainable social and economic development of the territory is restricted to limiting opportunities of the biosphere. V. I. Vernadsky pointed out the unique role of living matter in the transformation of the planet's image in his book “Biosphere and Noosphere”. It means that activities of individuals as subjects of the social and economic relations should be built with a view to ensuring the minimum intervention in environment.

RESULTS AND THEIR DISCUSSION

We are convinced that the theory, methodology and organization of public management are one of the most popular prospects of economics. Probably, before long many economists (managers, financiers, macroeconomists, etc.) will address this prospects which has interdisciplinary character and can be interesting to representatives of various sciences. People

on the ground who hold responsible positions in the government management system should also be interested this research. Especially since a lot of Western scientists who were earlier engaged in modern concepts of new public management try to apply their methodological approaches and concepts proving development methodology of the modern public management systems

The interdisciplinary approach proved above allows formulating the purpose, a paradigm and the principles of public management of sustainable social and economic development of the territory.

The main purpose of public management is to ensure the quality of life every person and the whole society. Effective management in the socio-economic processes and ensuring a balance is possible only if building the such public management system of socio-economic development of the territory, strategic objectives, principles and performance criteria which are based on a fundamentally new paradigm, at the forefront of which (not formally, but in fact) is person (as the subject of the public management system of socio-economic development of the territory) and quality of his life. It means that process of forming the national public management system should begin with the creation of an appropriate institutional environment aimed at creating new value orientations of the whole society and each individual, in our opinion, that is the key to Russian sustainable socio-economic development [44, from. 37-38].

Creating the public management system of sustainable socio-economic development of the territory, according to the authors, should be based on the principles taking into account the provisions of the Concept of Sustainable Development. The system of the above principles is composed: the principle of strategic alignment, balancing social and economic processes, transparency, legitimacy, democracy, free and equal access to information and knowledge, strategic partnerships and social responsibility of the authorities, population and business, sustainable feedback and engaging in the management process all interested parties. We have defined their contents in the context of the provisions of the Concept of Sustainable Development.

Implementing the strategic alignment principle is the need to ensure compliance the strategic opportunities of the public management system with aims and objectives of territorial socio-economic development. It is referred to the amount of available financial, human and other resources, necessary variety in the public management system (the public management system must meet the complexity of the managed object which acts as the territorial socio-economic development). The several problems and contradictions, including the low level of implementation effectiveness the of strategic planning documents at all levels of government (federal, sub-federal, municipal), the current legislation instability, a substantial differentiation of territorial socio-economic development, growing a social and economic stratification is indicative of failure to comply with this principle.

The adherence to principle of balancing in the social and economic processes indicates providing dynamic subordination social processes to economic. The social processes determining such important components of human capital, according to sustainable development, as knowledge, intelligence, management skills, should be developed more rapidly in relation to economic processes because they determine human capital development on an extended basis. The researches having carried out by authors demonstrate that this principle is not observed almost in the public-law entity at the sub-federal level [44; 45].

The principle of transparency ensures accountability to all participants of socio-economic relations the results of management function implementation by the central and local authorities by using the open government tool providing openness (publicity) of their activities (reports of the results and the main directions of government management activity, monitoring the quality of financial management at all levels of government management, the disclosure of information about the public-law entity budget and execution, est.).

The principle of legitimacy consists in recognition by society the legitimized managerial actions performing with the central and local authorities, their consistency with the strategic guidelines of sustainable socio-economic development in the public - law entities, improving the quality of life every person and the whole society.

The principle of democracy is realized through discussing the results of the government management activities in the context of achieving indicators (purposes) determining territorial socio-economic development and quality of life.

Implementing the principle of free and equal access to information and knowledge is a necessary condition realizing the constitutional rights of citizens to freely seek, receive, transmit, produce and disseminate information with any legal means. It means that the central and local authorities have to provide information transparency of its activities.

The adherence to principle of strategic partnerships and social responsibility of the authorities, population and business consists in the direct involvement the interested parties implementing the strategic planning documents regulating the territorial social and economic development (concepts, strategy, programs) taking into account the GRI Guidelines.

Public management based on the principle of sustainable feedback and engaging in the management process all interested parties, through using modern information and communication interaction forms and engaging in the management process all interested parties, is connected with the readiness of public management subjects to interact with society and to react the arising problems. The need to involve in the management process all interested parties (government, business and civil society and others) is based on the provisions of the concept of interested parties allowing through the implementation with multi-loop feedback mechanism to public management entities to ensure sustainable territorial socio-economic development and improving quality of life of citizens [45, p.21].

The conceptual basis in the formation process of the public management system of sustainable socio-economic development of the territories is the transition from cost management to results management that is natural given the limited resources and especially finance. The human capital which quality in many respects determines a possibility of forming the effective public management system of sustainable social and economic development of the territory serves as a key strategic resource. Managerial decision-making process in public management should be based on the results evaluating the balance between economic and social processes, quality of life. The quality of the developed predictive estimates, strategies for socio-economic development, the results of functioning the national economy sectors, segments (industries) are the subject of analysis in this situation.

The availability of reliable information to the public management entities is very important for carrying out objective estimates and adequate management decisions making. The official data of state authorities and local self-government, the state statistical observation bodies, the results of monitoring socio-economic development and quality of life are the information sources. We emphasize that monitoring should be carried out with the

involvement of civil representatives in order to increase objective evaluation of government management activities.

The sustainable social and economic development of the territory, the reached life quality level, the level of human capital development, the life quality standards, the level of satisfying the individual requirements are serving as criteria for the functioning of the public management system, that assumes objectively implementation with monitoring the specified indicators.

We have formulated the basic concept of public management based on objective economic laws, objective patterns, international and domestic theory and practice, international standards and recommendations in the field of public administration, public finance, management, using information and communication technologies in the public administration. In our opinion, *a public management of social and economic development in the public-law entities should be understood the activities of the central and local authorities aimed at implementing established with regard this type of public-law entities and providing standardized government (municipal) services based on the principles of strategic alignment, balancing social and economic processes, transparency, legitimacy, democracy, free and equal access to information and knowledge, strategic partnerships and social responsibility of the authorities, population and business, sustainable feedback, the active engagement of civil society in the management process being undertaken in the conditions of application to modern information and communication methods ensuring the interaction between all parties interested in the efficient public administration in order to provide sustainable territorial development and quality of life.*

Globalization processes, formation of information society, emergence of e-government and e-budget, impact on the political and administrative decision-making by the external actors (the international and national NGOs, self-regulatory organizations, business community, etc.), a growing need to attract resources from a variety of sources to implement strategic and tactical public policy objectives, developing integration levels of public management (involvement in this process not only the central and local authorities and experts but also public associations and civil society actors) is demanded creating the fundamentally new interaction forms between public management entities. This fact was discussed in the developed countries in the middle of the 20th century.

Globalization processes, Russia's integration into the global social and economic space, the modernization policy of socio-economic processes and the government sector, information society development, active using information and communication technologies in the field of public administration and the public finance system have effect on the main trends and directions developing the national public management system.

The above analysis of condition and trends of the institutionalization relations between government, business and civil society suggests that today tools, allowing to ensure the transparency of government management activities and to increase the degree of citizen participation in the management of socio-economic development in public law entities, are being actively implemented into the practice of public management.

First and foremost the Internet development and increasing demands on the part of the President and the Government of the Russian Federation to providing the transparency implementation of the central and local authority functions and improve the quality of public services determined creating the official sites of public law entities, central and local authorities and using the information and communication technologies during their work.

The reform, having conducted in 2004-2010, has identified a significant number of redundant and overlapping functions having implemented by the central and local authorities. According to data of the Ministry of Economic Development of the Russian Federation about a half of functions of federal executive authorities have been recognized redundant or duplicative in 2004. It should be emphasized that the evaluating process of implemented functions, checking redundancy, did not influence the sub-federal and municipal level.

In order to improve the quality of public services for each executive body, the administrative regulations (legal acts establishing procedures and standards their provision) are developed, basic and specific lists of public services are shaped. The time required to obtain the public service is determined one of the criteria of the qualitative government (municipal) services in the administrative regulations.

Efficient public management of social and economic development of the territory requires ensuring transparency in public financial flow movements. Extensive work aimed at the implementation of information and communication technologies in practical activities of the central and local authorities preceded the development of "e-budget" model (as an integral part of the modern public management system).

The first document regulating the conduct of such work was the Strategy of the development of the Information Society in the Russian Federation (approved by the President of the Russian Federation on February 7, 2008), which was the basis for the preparation and clarify doctrinal, conceptual, policy and other documents defining the objectives and directions of government management activity as well as the principles and mechanisms of their interaction with organizations and individuals in terms of information society development.

Following the Information Society Development Strategy, the concept of building an e-Government of the Russian Federation until 2010 was approved by the Federal Government. e-Government, as new form of public sector organizations, can provide a wide variety of benefits including more efficiency and savings for governments and businesses, increased transparency, and greater participation of citizens in political life.

The objectives of the formation of the Russian Federation e-government are:

–to improve the quality and accessibility of public services for organizations and citizens, simplifying procedures and reducing the time of their delivery, reducing administrative costs for citizens and entities obtaining government services, as well as the introduction of uniform standards of services to citizens;

–to enhance the transparency of information about the activities of government bodies and to expand the ability to access it and to enhance direct participation of organizations, citizens and civil society institutions in the procedures of formation and examination of the decisions taken at all levels of government;

–to improve the quality of administrative and management processes;

–to improve information and analytical support for decision making at all levels of government so as to ensure prompt and complete control over the effectiveness of the activities of government bodies and to provide the required level of security of e-government in its functioning.

The decision to establish the state automated information system “Administration” (SAS “Administration”) was adopted by the Decree of the government of the Russian Federation dated December 25, 2009 No. 1088. SAS “Administration” is a unified distributive state information system for collecting, recording, processing and analyzing data contained in

state and municipal information recourses, the official state statistics data and any other information needed to support administrative decisions in the sphere of public administration.

In October 2009, the Government of the Russian Federation approved the Plan for transition to the public services provision and the public functions performance in the electronic format by the federal executive authorities (approved by the Decree of the government of the Russian Federation dated October 17, 2009 No. 1555-r). The consolidated list of priority of public and municipal services provided by the executive authorities of constituent entities and local government bodies in electronic form as well as the services provided in electronic form institutions and organizations of the Russian Federation subjects and municipal agencies and organizations was approved by the Decree of the government of the Russian Federation dated December 17, 2009 No. 1993-r. The relations arising in connection with provision of the state and municipal services are regulated by The Federal Law of the Russian Federation from July 27, 2010 No. 210-FZ "About the organization of provision of the state and municipal services".

The state programme Information Society for 2011-2020 is implemented in the Russian Federation since 2011. The programme is aimed at giving individuals and companies opportunities to use the benefits of information and communication technology. The state programme includes several sub-programmes among them "E-government and effective state governance" is aimed developing services to simplify the procedures between citizens and the government through the use of IT. Within The state programme Information Society for 2011-2020 of the Russian Federation the Ministry of Telecom and Mass Communications of the Russian Federation realizes the Concept of regional informatization (approved by the Decree of the government of the Russian Federation dated December 29, 2015 No. 2769-r) (<http://www.inforegion.ru/>).

The objectives improving procedures and methods of public administration determine requirements new mechanisms and tools for the organization of information flows in the area of public finance management. Compliance with these requirements is possible to be ensured only by means of information technology development, transfer them to a qualitatively new level of data collection and processing.

The concept of creation and progress of the state integrated information control system by the public finance "The Electronic Budget" was approved the Decree of the government of the Russian Federation dated December July 20, 2011 No.1275-r.

Domestic and international experience of creating vertically integrated systems was taken into account during the development of "The Electronic budget" systems. Two approaches are allocated in this experiment:

- 1) the centralized approach providing the greatest possible unification and integration of the functional management areas;

- 2) the decentralized approach focused on using local systems.

The main objective creating and developing "The Electronic Budget" system is to ensure transparency, openness and accountability of the government management bodies as well as improving the quality of financial management of the government entities through forming a single information space and using the information and communication technologies in the control public finance field.

Developing "The Electronic budget" system allowed providing a Russia's high position in the international ranking Open Budget Index formed in accordance with the Code of good practices on transparency in the fiscal area of the International Monetary Fund on the basis of

integral indicators of information transparency about public finances. In 2015, Russia occupied the 11th place in the ranking Open Budget Index (<http://survey.internationalbudget.org/#rankings>).

The essential condition for raising the budget spending efficiency is providing interactive communication citizens and organizations with the central and local authorities for the timely provision of accurate and relevant budget information. Approval of uniform standards and regulations by the subjects of the public administration sector the reliable, complete and accessible information about the activities in the public finance management field is provided on the first stage implementing the Concept.

The important direction forming "The Electronic budget" system is the creation and development of a single portal of the Russian budget system (<http://www.budget.gov.ru/>), ensuring the available information about financial and economic activity of public legal entities and government extrabudgetary funds for all consumers categories. However, to date the single portal of the Russian budget system operates in a test mode.

Creating a unified information system of the Russian Federation in the field of procurement (<http://www.torgi.gov.ru/>) in the framework of the provisions of the Federal Law dated April 5, 2013 No. 44-FZ (as amended 09/03/2016) focused on ensuring efficiency, effectiveness, openness and transparency in procurement procurements of goods, works and services for ensuring state and municipal needs, decreasing corruption in this field.

The limited budgetary resources on the one hand and the need to ensure sustainable social and economic development of public law entities and improving the quality of life of citizens determine the need for new instruments evaluating the effectiveness of using budgetary resources.

For increasing the effectiveness of budget expenses and providing an ability to estimate them in a reliable way, the conditions for developing and implementing of programme budget have been created in Russia by 2011. The list of state programmes of the Russian Federation was confirmed with the Decree of the government of the Russian Federation dated July 20, 2011 No. 1950-r. At present time the planning of budget expenses is carried out in the following directions: 1) new life quality; 2) innovative developing and modernization of the economy; 3) ensuring national security; 4) balanced regional developing; 5) effective state. Since 2014 the federal budget was planned with a glance of programme principals of budget planning. It is obvious that such a practice should be applied in subfederal and municipal budgets planning.

All that was written above let us say that Russia tries rapidly to catch the developed countries in the sphere of creating the conditions of functioning the public management system, which provides the effective cooperation between authorities, business and civil community. However, it is a question whether citizens are ready to take the responsibility of participation in public administration on the principals of public management? The answer may be negative. Although there are some positive tendencies. For example, *Russian public initiative is a mechanism representing public proposals of using the Internet for discussing in the Government of the Russian Federation the issues which were supported by more than a hundred thousand Russian citizens per year.* This conception was worked out in the frame of Russian public initiative thanks to the Edicts of the President of the Russian Federation dated May 28, 2007 No. 601 "About main directions of upgrading the system of state management". The realization of this initiative also can be regarded as the public management system tool. It

would be great not to see this Russian public initiative as one more formal tool of the public management system tool.

Open Data Charter, approved during the summit of G8 on June 2013, became the basic document for government committee of coordinating the open government in the creating The Plan "Open data of the Russian Federation" on December 2014. As one of the indices of the target goal in this plan is the Russia's 15th place in Open Data Index by Open Knowledge Foundation in 2016. There is the information about the budget in the list of open data.

At present the most part of Russian territorial subjects and municipal organizations are related to this information preparation process about budgets. In 2014, 77 of 85 Russian territorial subjects prepared such information for their citizens.

The Ministry of Finance of the Russian Federation is engaged in a generalization of best practices in budgeting for the citizens in the area of federal, regional and local budgets for citizens [47]. The assessment is carried out in such directions as completeness coverage of budgets for the citizens at the stages of the budget process; assessment of approaches to the description of the general parameters of the regional budgets; available information about the directions of regional budgets allocated under target programs of the Russian Federation; available information about costs budgets for the implementation of the Presidential Decree dated May 7, 2012 and others.

A lot of approaches and standards that are applied in other county in the public and corporate sectors are already used in the concepts, models and instruments of the public management system including the Russian e-government and e-budget. That is, for example, the ISO Standards, AA1000SES (the International Stakeholder Engagement Standard), international statistical and financial reporting standards, risk management, est. [48].

To sum we can conclude that in Russia today there is the institutionalization of relations between the authorities and civil society focused on sustainable socio-economic development of the territories and improving quality of life of citizens. The list of institutional changes is extensive; the only question is whether they can be effective. D. Nort has rightly pointed out "... the institutions are created by men, people develop and change the institutions, so our theory (institutional - the comment the authors) should begin with the individual" [49, p. 21]. Indeed the control of the institutional functioning is carried out by men. The success creating and developing the national public management system, essentially new on the qualitative content, depends on whether this control will be effective.

It is extremely difficult to create a modern national public management system integrating the government (municipal) management and public finance functions, but it is even more difficult to overcome the prevailing Russian mentality, change consumer psychology both officials and the population, and organize within public management system the effective interaction between stakeholders - government, society (population) and business.

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