Social Dynamics in the Krasnoyarsk Krai and the Presidential Decrees of 7 May 2012 no 596–606 (2013, 2016)

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Abstract. This article considers the social dynamics in the Krasnoyarsk Krai in 2013 and 2016. The legislative initiatives of federal and regional government to improve citizens’ quality of life entail a number of specific social changes. This initiated and enacted impact on social dynamics is complemented by self-organisation (spontaneous) aspects. The authors propose a study of social dynamics using a dynamic symbolic model. This model is a reflection of social reality in the information space that meets the following requirements: conformity of the representation to the method of social world organisation; conformity of the language used in the modelling process and the language of the modelled theory; conformity of the theory and the social world. The authors analyse mass media materials on the implementation of the Presidential Decrees of May 7, 2012 no 596, 597, 598, 599 and 600 in 2013 and 2016. The authors also describe and classify the social changes in the region during the periods indicated, using a three-level classification. Firstly, they describe three macro-hierarchical levels according to the methodological model. Secondly, the authors analyse the types of social changes at seven levels of society. Thirdly, they classify the social changes according to the role of the authorities: those that were provided for by the Presidential Decrees of 7 May 2012 no 596-606, and those that arose spontaneously. The authors formulate conclusions about the relationship of spontaneous programmes of social change and those initiated by the state.

Keywords: Social change, social dynamics, symbolic model.

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Social dynamics across the country and its regions are determined by the activities of government bodies, i.e. the work of both federal and regional executive and legislative agencies.

Vladimir Putin, the President of the Russian Federation, signed several Decrees on the day of his inauguration, 7 May 2012. These Decrees addressed and promoted the presidential election programme. They reflect the indicators determining the development of the RF. The documents outline a number of changes at management level and at other levels of society.

The development of modern society is influenced by many factors. A. Giddens identifies the physical, political and cultural factors of social change [2: 318–319]. Russia, having undergone only in the 20th century two basic transformations and three stages of general modernisation, is a multifaceted object for the study of social dynamics.

The acceleration of technological, social and political changes in Russia and around the world complicates the perception and acceptance of change by the members of society. The formation of stable social well-being requires interpretation and understanding of the changes occurring in the world. This is a complex task, as people are not prepared physiologically and psychologically to process the volume...
of information involved. The problems of an adequate response to social change lead to increased confusion in mass consciousness.

On the one hand, the social changes over the first sixteen years of the 21st century have been dynamic and nonlinear. On the other hand, this period is often interpreted as a time of stability in various spheres of Russia’s existence.

The modernisation of the social, economic and other spheres which began in Russia in the late 20th century continued under various government programmes. In 2005–2007, changes announced by the authorities were carried out within the framework of priority national projects. Presidential Decrees (no 594–606) defined basic modernisation measures on 7 May 2012. The Russian Government approved new versions of the state programmes which became the main instrument to achieve the targets defined by these Decrees. The Decrees identified the main trends in the country’s development, e.g. in economics and social policy, housing construction, development of the RF’s Armed Forces, measures for the implementation of foreign policy, and population policy.

The modernisation measures stipulated by this legislation have become an important part of social dynamics. In the Krasnoyarsk Krai, the regional government pays great attention to the execution of the presidential Decrees. Their relevance and importance is determined by pressing social problems, including a shortage of kindergartens and schools, high accident risk in the facilities of state schools, problems in vocational (technical) education, lack of central district hospitals (CDH) and rural health posts in the provinces of the territory. V. A. Tolokonsky, the Governor of the Krasnoyarsk Krai, specified all these problems in a report [16].

The correspondence of social dynamics with government programmes is becoming a pivotal issue in research. The social changes incorporated in the programmes involve changes at other levels of public life, sometimes unexpectedly for the authorities. The changes envisaged and initiated as a part of the regulatory legal acts bring about further changes within society. Spontaneous changes can be interpreted as a complement to those initiated. These characteristics of social dynamics can be explained by drawing a “social synergetic paradigm through the principles of the self-organisation and self-extension of society” [8: 99].

The interdependence of spontaneous social changes and those stipulated by government programmes means non-linear responses by society to the activity of the authorities. The juxtaposition of these phenomena is, however, inappropriate, as the authorities are also a part of society and social development, and the social changes initiated are a response to community requests. Thus, Vladimir Putin said in his address,

“Four years ago, the Decrees in question set aims in economics, the social sphere, demography, science and education and other areas. We have taken on a great responsibility and should work without any reference to today’s complexity and external impediments. I want to emphasise that we should assess the results of the completed work not by the number of deregulated orders or the volume of written reports; we have learned to do that perfectly. People need to feel a real change for the better. They must realise, for example, that it has become easier to build a business, to place a child in a kindergarten, to move to new, more comfortable housing, to receive high quality medical care. And these are certainly basic things that determine the well-being of millions of Russian families. <...> I note that All-Russia People’s Front activists monitor the situation at local level. They register obvious problems and alleged results that exist only on paper. Such control, civil rather than bureaucratic, has proven its effectiveness and relevance; it has become an example of true partnership between the state and society in the implementation of the country’s development strategy” [15].

The monitoring of social dynamics and changes became an urgent need for the entire period of the Decrees’ implementation. The social changes stipulated by the state programme are reflected in the social structure as a whole, thus, classifying them by social levels seems reasonable. The study of social dynamics using the method of symbolic simulation is appropriate [9: 3].
The present social dynamics study was conducted using a dynamic symbolic model. The information space, represented by media reports, was seen as a field to create a dynamic symbolic model [8: 98] which focused on various aspects of the execution of the aforementioned Presidential Decrees [9: 13].

The study of the media as a social institution involves the analysis of its social functions. The importance of the media in covering the aspects of social dynamics is undeniable. The media participate in social processes, directing and covering them. The information about the world and its changes are internalised by society and its members through information channels. Consequently, mass media, on the one hand, are something of a “tool for social change”, and on the other hand, they reflect the objectives and needs of each specific socio-historical situation [9: 13]. It is hard to argue with the opinion that “the nature of this social institution is that the mass media are an extremely mobile and universal system regulating the life of society” [1: 246].

Traditionally, the study of media space materials is conducted using content analysis. In general terms, this method is aimed at studying texts to identify, describe and interpret the social phenomena they reflect. It is reasonable to use the analysis of mass media messages for the study of social dynamics in general, and social change in particular. In the present study we have applied the analysis procedure formulated by E. Bubby and lately developed by P. V. Young [9: 14].

The object of our study is the social changes in the Krasnoyarsk Krai in 2013–2016. Usually, the explanation of social development becomes one of the main aspects of each sociological research school’s work. The factors affecting social dynamics are identified and classified to interpret the structure of society and social reality as a whole. V. G. Nemirovsky examines the dynamics of society in the framework of the universal post non-classical paradigm [5: 7].

Yu. M. Plotinsky formulates social change as “any change in the characteristics of an observed social object” [7: 109]. Nemirovsky examines changes in society in the context of more specific processes [6: 55].

In the present study, the units of the analysis are social changes in general, including the changes supposed by the state programmes. Thus, the survey units are the social changes reflected in the media coverage of the implementation of the Presidential Decrees.

The study of social dynamics in the Krasnoyarsk Krai during the execution of these Decrees is based on three kinds of typology of social change.

Firstly, according to the post non-classical approach, there are three levels of society: a real-energy level, a functional-organisational level and an information level [4: 14].

Secondly, there are seven types of social change within the levels of society [3: 196–197].

Thirdly, the classification of social changes with regard to the authorities’ actions, i.e. those set out in the framework of Presidential Decrees no 596–606 of 7 May 2012, and those that arose spontaneously [8: 98].

We studied the initiated and spontaneous changes during the execution of these five Decrees. The choice of these Decrees is due to the fact that issues regarding their implementation attracted the attention of the Krasnoyarsk Krai media most often. Other Decrees were mentioned much less frequently, limiting the potential for their analysis.

The present article presents data for 2013 and 2016. The selection of the study period reflects the following objective: to establish the spontaneous social changes that were linked in the media with the Decrees in the year after their Decrees’ signing (2013) and more recently (2016).

The analysis revealed that in 2013 the media discussed most frequently the following:

1. The Presidential Decree on measures of state policy in education;
2. The Presidential Decree on state economic policy;
3. The Presidential Decree on the implementation of social policy measures.

In these years, the media paid most attention to the following laws, regulations and related government programmes:

1. The Presidential Decree on measures in the field of education;
2. The Presidential Decree on housing provision and improving housing and utility services;
3. The Presidential Decree on state economic policy.

The latter is associated with the following levels of social change:
— the production sector;
— control systems.

In 2013, 15.39% of spontaneous changes in the total number of representations of social dynamics were recorded (Table 1). These are demographic changes and changes in the social structure. The two levels are associated with the creation of highly productive jobs, which was set out in the Decree. The demographic changes covered by the media are changes in migration flows. The changes in the social structure are changes in the employment sectors of the region’s population.

In 2013, the symbolic model represented 39.18% of the total number of social changes enacted by the state programmes, i.e. changes in the control system and in the production sector. In 2013, there were fewer changes in the former than in the latter. It seems logical that changes occur primarily at management level in the early stages of implementation of the Decree. The control system at the beginning of the implementation of the state modernisation programme changes its management level. The advances in the control system in this case affect such areas as law-making, development and implementation of government programmes, changes in financial algorithms (public-private partnership), the creation of new organisations, etc. [10]. The changes in the production sector are as follows: “the creation and modernisation of highly productive jobs, increasing the share of high technology economic sectors, an increase in labour productivity, etc.” [10].

In 2013, the media covered more changes in the production sector than in any other.

In 2016, the coverage ratio of the state programmes implemented and spontaneous social changes differed from 2013. In 2016, 17.64% of spontaneous changes were recorded in the total number of changes. Representations of the social dynamics of population change (related to the spontaneous level) were more prevalent than in 2013. This level of changes is still characterised by the description of labour migration flows. In contrast, advances in the social structure are fewer.

In 2016, the symbolic model represented 29.41% of the total number of social changes enacted by the state programmes. All the changes registered relate to changes in the administrative sphere. Changes in the production sector (related to the level initiated by a body of state power) are not registered.

Thus, in 2013 and 2016, during the implementation of the Decree on long-term state economic policy, there were more initiated changes than spontaneous ones. In addition, changes in the control system played a key role.

The Decree is related to the following levels of social changes:
— control systems;
— the production sector;
— social organisation;
— social structure;
— culture.

As Table 2 shows, the media did not cover spontaneous social changes in 2013. Changes in the control system took a leading role among those initiated by the bodies of power. In fact, more than half of the social dynamics reflections were linked to changes at management level. It is worth noting that most of the measures identified during the study of the Decree related to changes in the management system. Reflections of changes in the social structure are almost 4 times fewer. We can conclude that at the beginning of modernization, changes at management

<table>
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<tbody>
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<td></td>
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<td>2013</td>
</tr>
<tr>
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</tr>
<tr>
<td>2</td>
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</tr>
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<td>4</td>
<td>Production sector</td>
<td>23.8</td>
</tr>
<tr>
<td>5</td>
<td>Social structure</td>
<td>7.69</td>
</tr>
<tr>
<td>6</td>
<td>Social organisation</td>
<td>0</td>
</tr>
<tr>
<td>7</td>
<td>Culture</td>
<td>0</td>
</tr>
</tbody>
</table>
level were more important. The production sector and culture began to change later than the control system, as reflected in the media in 2016.

There were no registered spontaneous changes in the media coverage of social advances related to Decree no 597 [11] in 2016 or 2013. Changes in the management system continued to play a major role in social dynamics. On the other hand, they were half as prevalent as in 2013. This can be interpreted as reconstruction of the management level for effective implementation of the Decree over two years. Advances in social structure were 3 times fewer than in the control system, and twice as few as in 2013. Changes in the production sector were covered less than the others. 2016 was characterised by a growth in the proportion of culture coverage. On the one hand, the Decree and state programmes stipulated and developed such growth. On the other hand, it is interesting that the Decree’s impact in this area gradually increased, and changes in culture over the period determined for its execution were possible.

Thus, social changes initiated by the Decree played a key role during the period studied.

The Presidential Decree mentioned in Table 3 (below) is associated with the following levels of social change:
— demographic;
— the production sector;
— culture;
— control systems;
— social structure;
— social organisation.

In 2013, coverage of the Decree’s execution [12] reflected only the social changes enacted by the document and indicated in state programmes. Advances at the management level played a key role, just as in the previous cases. The amount of coverage these changes received was twice as large as any other. The media also addressed demographic changes and changes in social structure. In 2016, the only social changes associated with this Decree and represented in the media were changes at management level. It should be noted that representations of social changes linked to the execution of the Decree on modernisation of the health sector were substantially fewer than those of changes in social policy and education.

Thus, social changes initiated by the authorities dominate within the framework of the implementation of the state programmes for the improvement of public health policy.

The Decree in Table 4 (below) is associated with the following levels of social change:
— culture;
— control systems;
— demographic;
— the production sector;
— social organisation;
— social structure.

The media linked the implementation of Decree no 599 [13] with all the levels of social change stipulated. Spontaneous advances were not registered, as in the coverage of the previous Decrees. The distribution of the representations of social change levels is

| Table 2. Representations of the social changes in the process of implementation of the Presidential Decree of 7 May 2012 no 597 [11] (%) |
|---|---|---|
| No | Social change level | Social change representation |
| 2013 | 2016 |
| 1 | Spontaneous | 0 | 0 |
| 2 | Demographic | 0 | 0 |
| 3 | Control systems | 76.9 | 35.3 |
| 4 | Production sector | 0 | 5.88 |
| 5 | Social structure | 23.8 | 11.76 |
| 6 | Social organisation | 0 | 0 |
| 7 | Culture | 0 | 11.8 |

| Table 3. Representations of the social changes in the process of implementation of the Presidential Decree On the improvement of public health policy of 7 May 2012 no 598 [12] (%) |
|---|---|---|
| No | Social change level | Social change representation |
| 2013 | 2016 |
| 1 | Spontaneous | 0 | 0 |
| 2 | Demographic | 7.69 | 0 |
| 3 | Control systems | 15.4 | 11.8 |
| 4 | Production sector | 0 | 0 |
| 5 | Social structure | 7.7 | 0 |
| 6 | Social organisation | 0 | 0 |
| 7 | Culture | 0 | 0 |
interesting. In 2013, changes at management level played a key role. Demographic changes were also quite noticeable. They were represented, first of all, by the provision of places in kindergartens. Changes in culture were equally prevalent.

In 2016, there was no media coverage of changes at management level, but demographic changes accounted for more than half of the reports describing social dynamics. Changes in the production sector and culture were covered 5 times less.

Analysis of the media coverage of the implementation of the Decree on measures to implement the state policy in the sphere of education and science shows the domination of social changes initiated by the authorities.

This Decree (Table 5) is associated with the following levels of social change:

- control systems;
- social structure;
- demographic;
- spontaneous;
- the production sector.

In 2013, Decree no 600 [14] was represented in relation to demographic changes and changes in the management system. The two levels of change were considered in the context of the implementation of this Decree. It is worth emphasising that demographic changes and changes in the administrative sphere were represented in roughly equal proportions among all the representations of the implementation of this Decree. These demographic changes were mostly migratory flows. The management changes concerned not only the restructuring of the municipal sphere of the control system, but also a new mode of financing comprehensive repairs of residential houses.

In 2016, the Decree on the provision of housing for citizens and improving the work of public utilities was covered in the context of demographic changes, control system changes, changes in social structure and changes in the production sector. Demographic changes and changes in the management system, as in 2013, were represented equally. The advances in the social structure reflected changes in a variety of social groups related to the modernisation of public utilities. It is worth noting that transformations in the production sector were represented in small proportions.

The representation of the measures linked to the Decree’s implementation is similar to the coverage of other state programmes. Representations of spontaneous changes in the dynamic symbolic model are not registered.

We have analysed the number of representations of initiated and spontaneous changes linked to the implementation of the five Presidential Decrees of 7 May 2012, no 596 [10], 597 [11], 598 [12], 599 [13] and 600 [14]. These Decrees concern the utilities sector, economics, health, education and social services. The measures to improve the work of public utilities, housing and programmes of economic transformation contribute to the security of the country and its citizens. The Decrees on health, education and social services, on the one hand, focus on

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<td>23</td>
</tr>
<tr>
<td>3</td>
<td>Control systems</td>
<td>30.77</td>
</tr>
<tr>
<td>4</td>
<td>Production sector</td>
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<tr>
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</tr>
</tbody>
</table>

Table 4. Representations of the social changes in the process of implementation of the Presidential Decree On the measures to implement in the field of education and science of 7 May 2012 no 599 [13] (%)
changes in society, while, on the other hand, reflecting the objective to modernise the control system.

Dynamic symbolic model analysis of social changes linked to the execution of the Russian President’s Decree of 7 May 2012 allows the identification, delineation and classification of the major social changes and their dynamics. Summarising the study results, we can draw conclusions about certain common aspects of social dynamics in the execution of the Decrees.

Social changes occur in the process of the Decrees’ implementation [8: 99]. The modernisation measures are characterised by the dominance of control system changes. A common feature of all the above-mentioned state programmes is the desire to change the social system at the functional-organisational level. The rationale is the fact that in the first phase of the introduction of social changes, the social dynamic is most distinct at the management level [9: 17]. The control system, having started the implementation of the state modernisation programmes, changes the level of management, as reflected in legislation, funding strategy and the creation of new administrative structures.

**CONCLUSION**

It is worth noting that the social dynamics during the implementation of the above-mentioned Decrees differ from those we studied in 2001–2005 [9]. In the early 21st century, the spontaneous social changes in the reforms of the healthcare, education and pension systems were smaller than the changes stipulated by the legislation [9: 16]. In 2013 and 2016, a small number of spontaneous changes were visible in the media coverage of each of the studied Decrees’ implementation. Perhaps the authorities implemented the proposed changes effectively over the specified period, and there is now no need to complete them with the help of spontaneous changes. It is also likely that current state programmes, written with the help of analytical and prognostic methods, include more levels of prospective changes than at the beginning of the century. Accordingly, some changes that could be classified as spontaneous are now classified as changes stipulated by the regulations. The third hypothesis is that spontaneous social changes will manifest themselves in other stages of the modernisation programmes studied.

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14. RF Decree of 7 May 2012 no 600 “O merah po obespecheniyu grazhdan Rossiyskoy Federacii dostupnym i komfortnym zhilyom i povysheniyu kachestva zhilischno-kommunalnyh uslug” [On the Measures to Ensure Russian Federation Citizens with Affordable and Comfortable Housing and Improving the Quality of Housing and Communal Services]. Rossiyskaya gazeta – Stolichnyy vypusk, no 5775(102).
