

# The Use of Anthropological Approach in Municipal Strategic Planning

The article presents a theoretical concept of an anthropological approach in strategic municipal management as well as work of researchers in development of anthropological methodology in strategic management. Pursuing the aim to develop theoretical discourse, the results of the performed qualitative research which confirm the actuality of an anthropological approach and application possibilities in municipal strategic planning are presented.

**Keywords:** strategic management, applied anthropology, anthropological approach.

Straipsnyje pristatomas antropologinės prieigos strateginiame valdyme teorinis konceptas, mokslininkų įdirbis kuriant antropologinę strateginio valdymo metodologiją. Siekiant išplėtoti teorinį diskursą, pristatomi atlikto kokybinio tyrimo rezultatai, patvirtinantys antropologinės prieigos aktualumą, taikymo galimybes savivaldybių strateginiame planavime.

**Raktiniai žodžiai:** strateginis valdymas, taikomoji antropologija, antropologinė prieiga.

## Introduction

Public governance is being modernized in order to create the physical, economic, emotional, and social well-being for the country's society. In this process of reorganization, heavy responsibility rests on politicians and implementers of this aim – central and local state servants. Recent reforms in public governance have given greater attention to the competencies of civil servants and their responsibilities. The governments of municipalities, seeking to maintain and attract qualified population of the working age, are more responsibly planning the future, looking for contemporary exclusivity and better living conditions. As the external and in-

ternal migration of population is growing, the long-term strategic planning becomes problematic due to the lack of people with the required qualifications. Consequently, urban development plans that could have ensured a long-term development perspective have been delayed, often they do not meet people's expectations. To solve these problems, public policy implementers are looking for new, original ways and approaches how in the context of limited resources to find solutions that can ensure the growth of the quality of life in cities and municipalities.

According to researchers, one of such solutions could be an anthropological approach in strategic planning. This platform characterized by holistic thinking is

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based on the research of applied anthropology. Social anthropology shapes the alternatives to solutions in a particular field of research, evaluates specific local features. It can systematize social problems, show the sequence of their solution.

The coherence of anthropological science with the practical decisions of public governance has already been observed for several decades. This is seen in the studies of *urban anthropology*, *urbanization anthropology*, and *urban sociology*. This topic is addressed in the works by sociologists and anthropologists, when best practice urban strategies, such as the Barcelona Strategy, are analysed. However, there are only few attempts to look at the possibilities of anthropological science in the strategic management of cities and municipalities from the point of view of management science. In general, the issues of strategic management of public sector organizations, tools used in the development of municipal strategies or the preparation of plans are still rarely analysed in science (Jarzabkowski, Kaplan, 2015). In strategic planning, which has been recently launched in public governance, formalism is still observed in preparing long-term and medium-term plans, using the standardized models and planning strategies in the private sector (Seiverstov, 2009), where strategic planning is determined not by the real situation, but also by state legislation (Kerlinová, Tomášková, 2014). Researchers argue whether standard planning strategies are appropriate for the public sector, whose objectives are different, in comparison with the private sector (Katkalo, 2002; Whittington, 2007; Jarzabkowski, Kaplan, 2015). The publications on the topic of municipal strategic planning, which have been issued in this decade (Dutra,

Bustamante et al., 2015; Foged, 2016; Ladner, 2016; Rylkova, 2017, et al.), focus on the research of strategic planning process, without emphasizing the diversity of approaches. This situation presupposes a **scientific problem** – the lack of conceptualization of an anthropological approach in strategic planning of municipal activities. **The aim of research** is to introduce and develop further the concept of an anthropological approach in municipal strategic planning. **The object of research** is the anthropological approach in strategic planning. **Methods of research:** analytical content analysis of scientific literature enabling to expand the perception of an anthropological approach in strategic management; qualitative research, using an expert interview to enrich the existing theoretical concept with the specificity of Lithuania, to widen the view of its practical application and possibilities of public governance.

### **Actualization of the aspect of human well-being in strategic management of the city and organization**

In the discourse of strategic management, chosen by the institution as a tool for responsible planning and the regulation of resources in all cases (state, region, municipality, individual organization), the satisfaction of the needs of people (residents, workers), their well-being is one of the most important attributes. After perceiving *well-being* wider, not only as the supply of material (physical well-being) and spiritual values (emotional well-being), but also as an opportunity to actively interact with the environment, to become involved and to influence the well-being of others (social wellbeing) through social

relationships, it becomes clear that the content of the concepts *wellbeing* and *life quality* is multidimensional. By integrating macro (nationally) and micro (from an individual's point of view), tangible and intangible, objective and subjective components, the *well-being of society* and the *quality of public life* are difficult to measure. With limited resources, countries generally agree on measurable indicators. They are mostly economic, social, e.g., the indicators of human development (learning opportunities, average age of population and life expectancy, GDP per capita), birth rate, etc. In the case of a separate city, municipality, organization, other indicators are also needed that are in principle compatible with the state policy, but at the same time would satisfy the expectations of the narrower community.

Strategic management as a continuous process allows institutions to adapt to the environment, maintain a competitive advantage (Mainardes, Ferreira, Raposo, 2014). Agreeing on made decisions, to mobilize the strongest resources for long-term goals that are directed at human wellbeing (Dess, Lumpkin, Eisner, 2010). The strategic management process combines all actions that are influenced by the external and internal factors. The factors that influence strategic decisions are also agreed upon. The strategic management process has four common phases: *strategic analysis and planning*, *strategy formulation and strategic decisions*, *strategic choice*, and *strategy implementation* (Morden, 2016). They are not effective without each other (Thompson, Martin, 2010). The successful implementation of these phases allows to make optimal decisions, resulting in easier reaction to future changes, use of available advantages and beneficial aspects, neutralization of

negative phenomena, and development of favourable operating conditions. In the *phase of strategic analysis*, which includes analysis of the external environment resources of the retrospective period as well as the forecasting for the prospective period, the indicators related to human well-being are decisive: what issues and their solutions will become the main tasks of the strategy, what measures and resources will have to be foreseen? The strategy will not be effective if its developers do not perform careful analysis of the key goals, internal and external environment (Dess et al., 2010). In the *strategic planning* phase, the mission and vision of the municipality, organization are formulated, the main problems and the intended goals for solving these problems are identified. Also, the main values of the community, organization are established, the key strategic alternatives initially considered and only then followed by appropriate solutions, are identified. If different studies of a situation, best practices, diagnostics are very important in the phase of *strategic analysis*, in the *strategic planning* phase, the role of people involved in planning, their competence to combine small problems into bigger blocks, to have a deep understanding of social well-being and be able to see systematic decisions, increases. The *strategic planning* phase is a key part of the strategic management process, when decisions taken in the *strategic implementation phase* are carried out. Therefore, in a common language of politicians and functionaries, strategic management, which is associated with *strategic planning* and a clearly defined implementation of strategy, is treated as *strategic management*.

The process of *strategic planning* creates obligations. The systematic inclusion

of impact groups in the initial phases of the planning process, when the priorities for the institution's activities are established, conflicts are constructively solved, the communications and coordination activities are improving. *Planning* helps to reach consensus in many areas of activity and establish responsibility for implementing the plan within and outside the organization. For employees and impact groups, with certain responsibilities, it is easier to implement the plan. The basis of *strategic planning* can be considered as the ability to distribute resources, adaptation to the external environment, coordination and regulation, and the ability to assess the changes that will have to be implemented after the implementation of the strategic plan. Any organization is exposed to operate under the conditions of risk and uncertainty, so *risk prediction* (future prediction), *situation mediation* (anthropological research method) is equally important for the development of strategies and the preparation of strategy implementation plans.

Municipalities carry out their activities in accordance with mutually agreed planning documents, and the municipality residents are involved in their preparation, consideration and implementation supervision. The growing demographic challenges, competition for foreign investments, rising public needs for quality of life, require solutions for future, systemic vision. Therefore, according to researchers, the search for solutions to problems in the public sector requires the new, non-standard management practice activities of professionals and non-standard theoretical and methodological approaches and provisions of the representatives from academic area (Raipa, 2010). World-class strategic management pro-

fessionals (Drucker, I. Ansoff, H. Mintzberg, M. P. Porter, etc.) point out that to implement in the state the effective system of strategic management it is possible when the public elite actively engages in this process, more precisely, creative part of it. However, a prerequisite is necessary that the representatives of key areas of the elite – the leaders of politics, business, government, finance, education and science, health and social security, national defence and home affairs, culture, media, etc. would know the basics of strategic analysis, would be able to think creatively and strategically not only about their own professional area, but also would be able to forecast a vision not of a narrow field, but would be able to create a common “visibility of the universe” as a future goal (Smilga, 2005). In this way, there is a growing need to strategize the future of cities and individual municipalities by employing creative people who have systematic thinking.

### **The aspect of urban planning and strategic management in anthropology**

According to D. R. Pant and F. Alberti (1997), anthropology is essentially qualitative information, this is the information about people, their places of residence, communities, institutions, values, habits and aspirations. Any organization directly or indirectly related with people (groups, communities, institutions, etc.), cannot afford to ignore the culture of human factor, human behaviour and the organizations they have created. Applied anthropology, as one of the branches of anthropological science, is empowered to contribute to the practical handling of

various problems, to focus on social issues of society (Kedia, van Willigen, 2005), since the purpose of anthropological science is on the basis of field research to investigate the differences and similarities of human nature, lifestyle, behaviour and mindset in the overall (holistic) aspect in the historical and global comparative perspective (Čiubrinskas, 2007).

Anthropologists argue that today policy decisions and their implementation cannot be properly linked to variables, whose values and correlations are predetermined by an abstract model, and not within an ethnographic context. Although anthropology does not in itself have completely universal concepts, its dependence on ethnography is important in a rapidly changing world in order to help to explore variables and mark their relationships (Feldman, Wedel, 2005). The need for anthropological knowledge is encouraged by intensive intercultural contacts and encounters at various levels, transnational global problems in the economy and politics, pandemics and international terrorism, as well as incredibly fast-moving cultural changes and the search for cultural identities. Anthropology provides knowledge of the world and its global cultural upheavals, contacts and controversial issues. It presents knowledge of ourselves, because knowing *the other* means getting to know *yourself*. Anthropologists carry out such projects of applied anthropology that teach people to make decisions that are useful to them and to fight for themselves and their rights (Harris, 1998).

According to V. Čiubrinskas and V. Dargužytė (2011), contemporary anthropology by studying the processes of globalization, on the basis of applied projects, helps to solve their negative conse-

quences. Applied anthropology seeks to support the implementation of national and regional strategies for sustainable development policies based on cultural diversity and knowledge of its contradictions, the analysis of socio-cultural interests and the promotion of intercultural dialogue. Due to this reason, the knowledge of anthropologists is useful in a variety of sectors, such as public authorities, non-governmental organizations, independent research institutes and private companies at local and international level. According to G. Feldman, R. Wedel (2005), the influence of social anthropological analysis on public policy can help to solve the issues of ideological globalization, privatization and democratization.

In the last decade, anthropological science is undergoing a kind of renaissance, however, *urban anthropology* formed in the 7-8th decade of the last century and is linked to the studies of Chicago School of Sociology. In the opinion of the anthropologists themselves (Jones, Rodgers, 2016), *urban anthropology* will no longer be distinguished as a separate discipline in the future, since at present those who are called *urban anthropologists* should be called *social and political anthropologists*.

On the basis of a rather fragmented survey of anthropologists writing on the use of anthropological approach in urban governance (see Table 1), it is obvious, that a more active use of anthropological research in the formulation of long-term urban and regional development strategies in the long-term modelling would be beneficial:

- It would enhance the strategic analysis with ethical holistic approach, as it links scientifically based quantitative and qualitative research in

Table 1. The link between anthropological science and management of urban development

Authors	Statements from the texts
Feldman, Wedel, 2005	<i>The anthropology of public policy</i> can discuss the management models that have not reached the desired outcomes. This would strengthen both anthropological and interdisciplinary research of public management. Anthropologists can help to develop the variants of alternative political solutions, discuss on attitudes prevailing in public policy discourse.
Merry, 2006	<i>City anthropology, urban anthropology</i> investigates the social organization existing in the city and its social life through the institutional structure, including the aspects of bureaucratic management systems, city policies, social welfare, city renewal processes, economic conditions, and formation of local communities.
Gottdiener, Budd, 2005	<i>Urbanization</i> , as a social process, covers the modes of social activities, considering the interrelated processes of development and change of society.
Čiubrinskas, 2007	<i>Social anthropology</i> explores and on the basis of applied projects helps to solve societal problems arising from the contemporary global socio-cultural processes and their expression. Applying anthropological approaches and perspectives, it seeks to support the implementation of regional and national strategies of sustainable development policy, which is based on the emic (Gr. <i>emic</i> – from within) knowledge of cultural diversity and its contradictions, the analysis of socio-cultural interests and the promotion of inter-group-intercultural dialogue.
Juškevičius, Burinskienė et al., 2013	Each country and city identifies the unique urban problems, differently interprets the ways to their solutions: from the principles of sustainable development to the priority of aesthetic factors.
Račiūnaitė-Paužuolienė, 2011	<i>Urban research</i> covers four areas: territorial, demographic, economic, and social. All of them are interrelated. Territorial urbanization involves the issues of the increase of urban areas, the creation of new cities and towns, demographic urbanization involves the issues of migration of people, economic urbanization is associated with the issues of poverty. <i>Social urbanization</i> involves the changing of the lifestyle of people, as well as the penetration of urban life models into suburbs and villages, social stratification, social networks (structures), employment, etc. <i>Urban anthropology</i> focuses on practical issues, such as living conditions, family transport, use of space, management losses and infrastructure; it investigates the characteristics of social problems: offences, social disorder, poverty, homelessness and temporality.
Johnston-Zimmerman, 2018	<i>Applied anthropologists</i> now fill positions in business, marketing, design, and importantly, urbanism. Anthropologists also bring to the table specialized knowledge, they are guided <i>by the principles of ethics and provide scientifically grounded analysis</i> . It is difficult to integrate research into the standard urban planning or architectural practice but can provide not only an in-depth look into the human experience in a city, but also financial benefits to the larger design processes. This shift in thinking – the pursuit of a more humanistic approach to urban construction and management – is especially important nowadays, when more and more ideas related to technology-oriented “smart” cities, are coming up. It is important to re-evaluate our common ideals for the future of the city. It is necessary to apply anthropological approach to urban planning for the success of our future cities.

Source: compiled by the authors based on the researches listed in the Table.

different contexts. At the same time, it would develop interdisciplinary research of politics and public governance.

- It would help to identify unique urban problems, along with territorial, economic, demographic and social, it

would help to make priorities more perceptively.

- It would strengthen the discussions, by choosing models for implementing strategies.
- It would increase the effectiveness of the results of changes, etc.



- It would help to maintain a humanistic approach to urban construction and management.

By way of summing up, we employ the idea proposed by K. Johnston-Zimmerman (2018), that the work of creating more human-centred cities will only succeed if the urban environment is analysed by using anthropological approach.

An example of strategic management (planning), on the basis of anthropological approach, is Barcelona Strategy, which aimed “to improve the quality of life of citizens and reduce government’s spending, and to revive the entire community and create long-term economic growth, using high-tech innovation and entrepreneurship” (Mora, Bolici, 2016). According to S. Gonzales (2010), the “Barcelona model” emerged after the city authorities had combined the existing strategic planning knowledge with innovations – original syntheses related to the most advanced forms of international urban planning culture.

### **The relevance of anthropological approach in strategic management in Lithuanian science**

In Lithuania, scientific works devoted to the development of the concepts *an intelligent city, a smart city, an innovative city, a learning city* (Jucevičius, Liugailaitė-Radzvickienė, 2014, 2015; Jasaitis, 2013, 2014, 2017; Šiupšinskas, 2014, and others) express a humane attitude towards urban development. Also, they introduce the perception that creating such cities it is important to preserve identity, to use existing urban potential and development mechanisms enabling to create necessary knowledge and ideas. This is typical of the

*anthropological approach*. However, there is lack of works analysing the *anthropological approach* in the context of strategic management of cities and municipalities. On the other hand, in Lithuanian science, we have the studies aimed at improving the planning of settlements in rural areas, through *anthropological approach*.

In Šiauliai University, actively collaborating with sociologists from the universities in Kaunas, for more than ten years, the investigations on the development of remote regions of low urbanization level have been developed. The aim was to create an *anthropological methodology in strategic management*, which was aimed at the needs of population (Jasaitis, 2018). In this methodology, a human is treated as a unique person, whose meaningful being is determined by the indivisible complex of social orientations and expectations, and which is called ‘quality of life’ by the authors of methodology. This methodology was used to study the strategic management of areas with low urbanization levels, this was researched in Prof. Jonas Jasaitis’ publications “Anthropological Approach for Development of Hinterlands and Non-Urbanized Areas” (2010), “Development of the Countryside” (2014), etc.

According to this methodology, rural areas are treated as a part of unified area of the state. Any residential area has to provide the possibilities for comprehensive development of a personality. According to this approach, it is believed that the developed *anthropological methodology in strategic management* can be applied to urban strategic management.

*The anthropological methodology in strategic management* presented in J. Jasaitis’ works proposes to use and coordinate the approaches to social, natural,

technological and humanities sciences in the strategic management process. According to J. Jasaitis, in strategic planning, firstly, it is necessary to analyse the following issues:

- housing policy; whether it meets the interests of all social strata of society, whether it aims to ensure a comfortable and secure environment for local communities;
- promotion of economic development; whether it is based on advanced technology and whether there is the strict adherence to environmental requirements;
- implementation of healthy lifestyle; whether the work and rest time modes are optimally combined, and morbidity prevention programs and early diagnosis are implemented;
- formation of conditions for lifelong learning; whether they are optimal;
- formation of a value orientation corresponding to the highest standards of moral, fostering of ethnographic heritage and national identity, based on universal culture (Jasaitis, 2014).

According to J. Jasaitis (2014), these provisions must become a benchmark in shaping both long-term plans of the state and medium-term and annual plans of regional or municipal institutions. According to the author, the current methods of strategic planning, which have to be followed by municipalities, are not effective, without clear benchmarks, they are little linked with the changing geopolitical and national situation. The visions of cities and municipalities, strategies, which have been created, are confusing and not always comprehensible to the population. The list of anthropological aspects, introduced in the publications of J. Jasaitis in 2018, is longer: 1) housing, 2) diversification of work ac-

tivities, 3) healthy lifestyle, 4) continuous education, 5) formation of value systems, and 6) security of a person, his/her property and business, the protection of landscape and cultural heritage (Jasaitis, 2018).

The developers of the methodology consider that the four main programs would substantially improve the quality of life of people in the settlements:

1) *Modernization and development of homesteads and settlements*, allowing families to have a homestead, by excluding such measures as “social housing”. Designing new and modernizing existing residential areas, it would be focused on the economical use of energy resources, the development of renewable energy sources, the creation of cosy and secure environment;

2) *Full employment of population*, focusing on the improvement of the industrial sector and its infrastructure; the promotion of business, based on new advanced technologies, the development of individual and community entrepreneurship, the establishment of research centres, design and construction offices, enabling the recruitment of highly skilled professionals in a wide range of fields;

3) *Health protection and social welfare*, by forecasting the development of healthy lifestyle skills, creating the systems of disease prevention and early diagnosis, implementing quality access to all health care, nursing and care services, with a strong focus on the general practitioners’ institute, involving local communities in these activities;

4) *Formation of public education and value orientation*. This program includes general education, cultural awareness, ethnographic heritage and fostering of national identity, moral education and civic education measures that are not included



in the current municipal strategic development and action plans (Aleksna, Jasaitis, 2014).

Developers of *anthropological methodology in strategic management* believe that their methodology would help municipal employees to develop more concrete long-term strategy plans, expect faster results by meeting the most important needs of the community and optimally utilizing local resources.

Based on the works of the researchers who created the *anthropological methodology in strategic management*, published in 2010-2018, some practical recommendations for the developers of the strategies can be systematized and presented:

1. Long-term urban strategy should integrate anthropological approach.

2. The vision of the city and municipality should be clear, viable, the goals have to be realistic, oriented towards increasing the well-being of each citizen.

3. The strategy of urban development in terms of an anthropological approach is ensured in the functional strategies that show measures for the development of physical, economic, social, emotional well-being of the population.

4. Several main programs (ergonomic housing, full employment, health and social care, education and culture) should be developed in consultation with the public.

5. The system of inclusion of people in lifelong learning, self-expression possibilities should be seen in the strategies of cities and municipalities.

6. The preparation of strategies must preserve local identity, use it as resource for local development.

The work of Lithuanian researchers working on management issues in developing the strategies focused on human well-being, area planning concerning area

identities, is still rather fragmented, there are still no more comprehensive studies whether the applied recommendations have proved successful in practice. On the other hand, it is obvious that the authors of anthropological methodology of strategic management rely on the science of applied anthropology, see the need for the research of this science in order to create realistic, non-formal strategies of cities and settlements, realistic strategic plans.

### Qualitative research methodology

Having discovered that in developing the urban strategies, the *anthropological approach* is recognized as an increasing phenomenon of the effectiveness of strategies, a small-scale qualitative study has been initiated, by involving the researchers of the applied anthropology to join the discussion. Such researchers in Lithuania work at Social Anthropology Centre (SAC) of Vytautas Magnus University. The Centre was founded in 2005 and operates as a subdivision of the Research Institute of Socio-Cultural Anthropology of the Faculty of Social Sciences of Vytautas Magnus University. The main direction of SAC research is the anthropological analysis of socio-cultural change processes in the transition period from totalitarianism to civil society. Among five experts who agreed to take part in the research are doctoral students who were awarded a Master's degree in Socio-cultural Anthropology or a Master's degree in Cultural History, and who are now actively participating with foreign colleagues in applied anthropological research. The research areas of the experts include the following fields of research: Lithuanian social processes in the 20<sup>th</sup>-21<sup>st</sup> centuries, Lithuanian-Polish

relations in the 20<sup>th</sup> century; urban anthropology; poverty concept in different communities, cultural diversity and differences, migration studies and refugees, consumption and the consumer society, kinship, human rights, technological impact on society, service customization in the sector of the companies, sustainability, sustainable development (business impacts on sustainable development), applied and practicing anthropology, business anthropology, humanization of IT, culture's role in technologies, etc.

Expert interview, using a semi-structured interview method, was chosen. The following questions were provided to the experts: 1) *How would you describe an anthropological approach in public governance? How does this approach manifest?* 2) *How do you understand and would present the concept "an anthropological approach in strategic management?"* 3) *How would you explain the concept "anthropological approach in the strategic planning of municipal activities?"* 4) *How, in your opinion, does the strategic development of the state, based on anthropological approach, manifest?* 5) *How does the anthropological approach manifest in the strategic planning of municipality's activities?* 6) *What measures would help local politicians and civil servants to apply anthropological approach in local governance?* 7) *Share the experience of which cities, settlements in Lithuania, other countries strategic planning meets the anthropological approach.*

The experts agreed that their thoughts would be used to present the results of the research. We were interested in the possibility to extend the perception of the analysed object – anthropological approach in the strategic management of municipalities – from the position of researchers, therefore, by presenting the ideas of

researchers, they are not attributed to a particular author. In order to find out the peculiarities of the Lithuanian scientific position, the codes (subcategories) were searched in the answers, the significant categories were identified.

## Qualitative research results

***The concept of anthropological approach in public governance.*** Experts of the research consider that in the analysed context (public governance, strategic management of municipalities) the use of anthropological science knowledge and research methods should be better called *an anthropological approach, anthropological perspective*, and these concepts are related to the applied and social anthropological science:

*"Most likely an anthropological approach in public governance could be attributed to the field of applied anthropology, where using the anthropological methods and theoretical access the needs, latent tension are revealed, and the situation is mediated."* *"Depending on the context, I would translate the term "anthropological approach" as 'antropologinis metodas' (Eng. anthropological method) or 'antropologinė prieiga' (Eng. anthropological approach). <...> anthropological methodology is characterized by participant observation and this is the main and most important method of the anthropological field research where ethnography is conducted, when a researcher participates in society or community under investigation and observes the investigated community/society as well as records everything in detail, documents in order to understand the attitude, behaviour and perception of the*

local community. *Emic/etic perspective is important in anthropology as well.*"

*"The holistic and non-ethnocentric approach, which is typical of social anthropology, can allow to closer understand the circumstances, by approaching people, evaluating not necessarily the rational causes, deep conflicts, the needs not expressed in the public space or unseen for the outsider. <...> applied anthropology is practically trying to solve various problems, i.e. it can be applied as an integral part of anthropological knowledge, methods, and it can be used to solve various social and other issues or problems."*

It can be seen from the statements that the application of anthropological research helps to obtain a comprehensive picture, to deeper understand social problems of public governance, to meditate situations.

***Anthropological approach in strategic management.*** Analysing the possibilities of application of applied anthropological knowledge and research in strategic management, experts see them in all phases of strategic management (in analysing the situation, planning development and activities, involving population in strategic planning, evaluating the results):

*"...it is not enough to gather data in the field of research and to systematize them in strategic planning, using these methods (anthropological), it is important to look for the way of solving a research problem, using the observation method. Therefore, as far as strategic management is concerned, the role of anthropologist is important, as it can be as aid in making useful decisions related to strategic planning of activities or management in the public sector. Therefore, in the research, you can apply anthropological perspectives or approaches, and in this way as if to support the implementation of*

*municipality activity management strategies, which would be based on the emic perspective, thus ensuring the effectiveness of the strategy."*

*"The aim of the applied anthropology research is to obtain special practical results for both planning and decision-making."*

*"The anthropological research would help to uncover the need arising from the human perspective – about this how s/he sees one or another situation, both negatively and positively: not only what s/he wants, but what s/he does not want, not only what s/he says, but what s/he actually does. <...>The anthropological perspective also promotes to look critically at established concepts and approaches, often to raise uncomfortable questions about evident things or definitions. For example, the community category is very often used in the public sector. It is aimed to activate, involve, build them. However, the anthropologist first of all raises the question of what we consider the community to be? Can we talk about community presence in a particular area? Do people consider themselves a community, or maybe they are bound in a completely different relationship? Raising of such questions and finding answers can help understand why certain, seemingly good initiatives or strategies, do not always work, and sometimes give exactly opposite results than expected."*

In the statements provided by the researchers of Kaunas, ***the purposefulness of application of an anthropological approach*** (see Table 2) is outlined ***in strategic planning***. According to the experts, such approach is missed in the planning of cities and settlements. It would ensure a holistic approach, actualize the real situation and place, involve a greater diversity of the population, ensure a critical attitude to the established things.

***The expression of anthropological approach in strategic management.*** Concerning the practical manifestation of *anthropological approach in strategic planning*, researchers believe that the levels of state or individual city, municipality do not determine the methods because the same methods of anthropological research are used (see Table 3), only the context is wider at the state level:

*"It is important not to underestimate local knowledge, for example, to assess the situation broadly, including not necessarily rational and obvious circumstances", "...anthropology is a context and deep understanding of practitioners, namely, in different contexts. Depending on what the strategy is developing and what it is seeking, anthropological approach may manifest, but in the first place, it would be multiplicity. Anthropology seeks to uncover the voices of various groups of society / community. If for a long time our world has been created and represented only by the voice of a young white, upper middle class man, today's anthropology seeks to hear, understand and involve different opinions and needs in development and strategic planning."*

Researchers see different strategies and ways in which anthropological knowledge, research results and the initiatives of the anthropologists themselves can participate in strategic planning of municipalities. First of all, it is the implementation of the very perception that it is necessary to take into account various contexts: the counselling of strategy developers, the commission of anthropological research (quantitative and qualitative), participatory observation in communities from within, and deepening into hidden causes, etc. Researchers tend to believe that there

should be people in the municipalities who are familiar with *anthropological approach*. How to gain these competencies? Anthropologists see the simplest ways: trainings, interactive programs for self-taught learning, involving anthropologists in strategy development teams:

*"Municipal employees carrying out strategic planning and working with local communities should have training, seminars where they would at least be introduced to anthropological approach. An interactive program can be developed, training, that people can find online – thus saving a lot of money."*

#### ***Best practice of urban strategic planning using an anthropological approach.***

Asked about best urban strategies that were developed by employing anthropologists and *anthropological approach*, researchers could mention only Barcelona and Wrocław (a city corresponding to the needs of the disabled). In practice, researchers see more negative examples when a lot of money is spent on developed strategies, therefore, they are ineffective as do not meet the expectations of the majority of local population.

## **Conclusions**

The works of researchers over the past decade have shown the missed opportunities to strengthen interdisciplinary research on policy and public governance through an anthropological approach. This approach would contribute to more effective strategic management of the state, cities and municipalities. The methods of anthropological science in public governance bring criticism, raise practical problems from the bottom, require deep analysis of problems from

Table 2. The benefit of use of an anthropological approach in strategic planning

Category	Partial categories	Statements
<b>Ensured holistic approach</b>	The priority of people's interests	"First of all, it's a holistic approach, that treats people's interests as of primary importance..."
	Appropriate solutions for the majority	"...finding the right solutions for the widest range..."; "Namely anthropological approach would help to find out the real needs of different people, their groups and would help to solve their problems..."; "Applied anthropology offers the methods that, with the help of expert assistance, would cover all relevant groups of individuals."
	Analysis of invisible consequences	"...clarifying the obviously invisible consequences of possible solutions. Also, the mediation of existing or potential conflicts, after clarifying the anthropologically explored situations."
<b>Actualized "here and now" situation</b>	Matching policy guidelines with local position	"Considering the fact that anthropology focuses on the situation here and now, anthropological approach would give relevance to the strategic planning process." "Having information about the prevailing mood in society can help build public support for government decisions, because local people will see that their opinion is taken into consideration, their voice is heard..."; "For example, in city planning, pursuing for development and increasing well-being, at first glance, how quickly local inhabitants can adapt to changes, whether they can or do want to live in such city, are not evaluated." "Making hasty and top-down decisions, where 'it's known what is the best way for citizens to live', can endure resistance or cause unforeseen effects, for example, the choice as to construct skyscrapers in Šnipiškės or to cut down the city trees and replace them with seedlings. Before making strategic decisions, the anthropological research may allow to adjust, reduce resistance, and find compromise."
	Perception of priority issues	"The anthropological approach can help to reveal the prevailing mood and attitudes in the community. Which problems people consider to be priority and which are secondary."
	Information and proposals collected from "the bottom"	"Bottoms up alignment with top down, i.e. where not only solutions are given from the top, but information proposals are collected from the bottom, then the policy guidelines don't petrify." "Anthropological approach makes it possible to understand the existing processes and challenges of the grass root level in the local community. Understanding these problems, their subtleties, the opposition between different opinions and interests, it is possible to address them much easier and more efficiently..."
<b>Involvement of bigger part of population</b>	Involvement of "silent persons"	"...therefore, the anthropological perspective would contribute to the inclusion of a 'silent' voice, hence the individual experience is used to make decisions."
	Participation of anthropologists	"...since anthropologists have established links with the community, they may be committed to contribute to the implementation of such plan."
<b>Critical approach</b>	Critical approach to the established things	"The anthropological perspective also encourages a critical look at established concepts and attitudes, raising frequently uncomfortable questions about evident things or definitions."
<b>Lack of anthropological approach</b>	Digression from real situation	"There is a significant lack of this approach, because even if an attempt is made to think officially and strategically for the sake of the urban population, often bureaucratic mechanisms distract from real needs, experiences, potential tensions and conflicts."



Table 3. The expression of an anthropological approach in municipal strategic planning

Category	Partial categories	Statements
<b>Contextualization of state and EU policies locally</b>	Contextualization of the application of laws and strategies	"The anthropological perspective could and should be strongly expressed by contextualizing the national and EU strategic policy locally. Not only quantitative, but also qualitative research could be useful for understanding various local people's practices, realities of life and everyday life, as well as ensuring the diverse, multifaceted needs of local people in order to successfully implement this strategy. For example, there have been carried out a lot of studies, such as EU policy and development, that are a part of national strategies, but their use is problematic at the local level. Anthropology seeks to find out why this happens and, very often, the answer is that the application of uniform and non-contextual laws and strategies is not successful."
<b>Counselling for strategy developers</b>	by employing available knowledge	<i>"An anthropologist can advise on how to adapt this knowledge and to further develop projects through the use of already available scientific knowledge and studies."</i> <i>"...an anthropologist's role is important, as it can be helpful in making useful strategic decisions."</i>
	After conducting the search of solution by means of anthropological methods	"By using known methods of anthropology, to seeking solutions and present proposals can be done without a precise action plan."
	Working in a team with anthropologists	"Involvement of anthropologists in working groups, consulting with researchers."
<b>Anthropological research in the community</b>	Participatory observation	"Participatory observations are carried out – anthropologists 'merge' with the routine, everyday human activities and seek to perceive it from within, through the words, habits and traditions of related people. It's just the presence among people."
	Qualitative research	"Interviews are made, it can be communicated in the person's usual environment. Focus groups are performed – when it is communicated with a group of people and aimed that they would discuss on relevant topic." "Not only quantitative, but also qualitative research could be useful for understanding various local people's practices, realities of life and everyday life, as well as ensuring the multifaceted needs of local people, in order to successfully implement this strategy."
	Exact research plan	"The research is carried out according to the exact plan, using anthropological methods."
<b>Competencies of strategy developers</b>	Understanding of anthropological approach	"People working in a municipality and involved in strategic planning should be familiar with anthropological approach and maintain close contacts with the local community directly affected by their plans."

the perspective of different population groups, situation mediation, search of alternative solutions. The anthropological approach enhances the possibility of a more integrated, more humanistic approach to the development and management of a city, municipality.

Scientific literature analysis and the results of qualitative research indicate that there is lack of an anthropological approach in preparing the municipal strategies, strategic plans which are real and aim at the well-being of people. This is caused by the following:



1) The limited perception of the theoretical concept “anthropological approach in the municipal strategic planning” in practice and a rather passive interest of researchers in it as an integrating factor of the theories of management and anthropology sciences for more effective public governance;

2) The application of standardized, more appropriate for private business organizations, operational planning strategies in the public sector without considering the limitations of such models in municipalities with different objectives and conditions.

Presenting *the concept of an anthropological approach in strategic management*, it is obvious that *an anthropological approach* is a universal concept, it can be applied in many fields, and it is becoming a science-based approach suitable for interdisciplinary contexts. Researchers advocate in favour of the notion of *the anthropological approach and perspective* in strategic management, as contexts and methods used in anthropological science are important. The concept of *anthropological methodology of strategic management* is debatable, as only several works by Lithuanian researchers testify the attempt to create such methodology.

The use of an anthropological approach in municipal strategic management would ensure a holistic approach (priority of people’s interests, appropriate solutions for the majority, analysis of invisible consequences), actualize the actual situation and place (alignment of the state policy guidelines with the local position,

perception of priority problems, possibility of gathering information and proposals from the bottom), include a greater diversity of population (inclusion of “silent persons”, invitation of anthropologists), and ensure a critical attitude to established things.

Researchers see different strategies and methods, such as knowledge of anthropology, research results and the initiatives of anthropologists themselves who can take part in strategic planning of municipalities. First of all, by contextualizing the EU and national policies locally. Another possibility is to provide consultations for strategy developers (using already available anthropological knowledge, addressing issues using anthropological methods, working with anthropologists in a team). Finally, they may of course employ the results of community-based research, through quantitative and qualitative methods, participatory monitoring. Another possibility is that strategy developers should have minimal competencies of anthropological approach, which can be gained during trainings, working in teams with an anthropologist, independently deepening into the issue.

The conducted analysis of anthropological approach in municipal strategic planning makes it possible to raise the idea that there is lack of analysis of practical use of this interdisciplinary concept. Also, there is lack of knowledge of good practice from other countries that have been long questioning the limitation of the use of private sector planning strategies in the public sector.

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## ANTROPOLOGINĖS PRIEIGOS TAIKYMAS SAVIVALDYBĖS VEIKLOS STRATEGINIAME PLANAVIME

### S a n t r a u k a

Pastarojo dešimtmečio mokslininkų darbai liudija apie neišnaudotas galimybes sustiprinti tarpdisciplininius politikos, viešojo valdymo tyrimus antropologine prieiga. Antropologijos mokslo metodai į viešąjį valdymą įneša kritiškumo, kelia praktines problemas iš apačios, reikalauja giluminės proble-

mų analizės iš įvairių gyventojų grupių perspektyvos, situacijų medijavimo, alternatyvių sprendimų paieškos. Išsikeltam tyrimo tikslui – pristatyti ir toliau plėtoti *antropologinės prieigos savivaldybės veiklos strateginiame planavime* konceptą – įgyvendinti pasirinkti metodai: mokslinės literatūros kokybinė

turinio analizė; kokybinis tyrimas, taikant ekspertų interviu. Kokybiniu tyrimu siekiama praplėsti turimą teorinį *antropologinės prieigos strateginiame savivaldybių veiklos planavime* konceptą, įžvelgti tos prieigos praktinio taikymo galimybes viešajame valdyme.

Mokslo publikacijų (Feldman, Wedel, 2005; Jones, Rodgers, 2005; Gottdiener, Budd, 2005; Merry, 2006; Čiubrinskas, 2007; Račiūnaitė-Paužuolienė, 2011; Čiubrinskas, Dargužytė, 2011; Juškevičius, Burinskienė, 2013 ir kt.) analizė rodo, kad įvairiose taikomosios antropologijos srityse (viešosios politikos antropologija, socialinė antropologija, miestų antropologija ir kt.) dirbančių mokslininkų žinios yra naudingos viešajame valdyme. Mokslininkų darbai leidžia kelti prielaidas apie antropologinių tyrimų pasitelkimo rengiant ilgalaikės miestų rajonų plėtros strategijas, modeliuojant ilgalaikę perspektyvą, jų galimą naudą: 1) etiška holistinė prieiga sustiprintų strateginę analizę, nes susieja įvairių kontekstų mokslškai pagrįstus kiekybinius ir kokybinius tyrimus; kartu plėtotų tarpdisciplininius politikos, viešojo valdymo tyrimus; 2) padėtų greta teritorinių, ekonominių, demografinių ir socialinių problemų įžvelgti unikalias urbanistines problemas ir jas spręsti prioritetine tvarka; 3) sustiprintų diskusijas, renkantis strategijų įgyvendinimo modelius; 4) padidintų pokyčių rezultatų veiksmingumą ir kt.; 5) padėtų išlaikyti humanistinį požiūrį į miestų statybą ir valdymą.

Mokslo darbų, analizuojančių savivaldybių strateginį valdymą, planavimą, nėra daug, nes iš privatus verslo perimti strateginio valdymo modeliai viešajame valdyme, tuo labiau savivaldybių ilgalaikiam veiklos planavime, dar yra diegimo etape. Tai pasakytina ir apie sąvoką *antropologinė prieiga strateginiame valdyme, planavime*, kurios suvoktis jau liudytų, kad matoma skirtumų tarp strateginio privatus verslo ir viešojo administravimo organizacijos valdymo. Šiame dešimtmetyje pasirodžiusiose mokslo studijose, straipsniuose savivaldybių strateginio planavimo tematika (Dutra, Bustamante et al., 2015; Foged, 2016; Ladner, 2016; Rylkova, 2017 ir kt.) daugiau dėmesio skiriama strateginio planavimo eigos, proceso tyrimams, neakcentuojant požiūrių įvairovės derinimo, antropologinei prieigai būdingo nuodugnesnio išsiginimo į vietos klausimus aspektų.

Per pastaruosius 20 metų ir Lietuvos moksle buvo bandymų susieti antropologijos, sociologijos, vadybos mokslus, gerinant miestų, savivaldybių,

neurbanizuotų vietovių valdymą. Prof. J. Jasaičio iniciatyva, nuo 2010 m. kuriama *antropologinė strateginio valdymo metodologija* yra pirmas ir nuosekliausias bandymas panaudoti *antropologinį požiūrį* viešojo valdymo kontekste. Nors šio mokslininko komandos įdirbis kuriant daugiau į žmogaus gerovę, į vietovių tapatumą atsižvelgiančias vietovių planavimo strategijas yra dar gana fragmentiškas, dar nesama gilesnių šios metodologijos praktinio taikymo studijų, bet akivaizdu, kad *antropologinės strateginio valdymo metodologijos* kūrėjai remiasi taikomosios antropologijos mokslu, mato šio mokslo tyrimų būtinybę siekiant sukurti realias, ne formalias miestų ir gyvenviečių strategijas, realiai įgyvendinamus strateginius planus.

Kokybiniame tyrime dalyvavusių ekspertų (taikomosios antropologijos tematika rašantys Lietuvos jaunieji mokslininkai) pasisakymai nesukuria prielaidų, kad savivaldybių strateginiame valdyme galėtume išskirti specifinę *antropologinę strateginio valdymo metodologiją*. Jie linkę pritarti *antropologinės prieigos, perspektyvos, požiūrio* strateginiame valdyme sąvokai, nes svarbūs yra kontekstai ir antropologijos moksle taikomi metodai.

Kokybinio tyrimo rezultatai parodė, kad mokslininkai mato antropologinės prieigos naudą visuose strateginio valdymo etapuose: analizuojant situaciją, planuojant savivaldybės plėtrą ir veiklas, įtraukiant gyventojus į strateginį planavimą, vertinant rezultatus. Tokios prieigos praktikoje pasigendama. Antropologinės prieigos pasitelkimas užtikrintų holistinį požiūrį, aktualizuoatų realią situaciją ir vietą, įtrauktų daugiau įvairių gyventojų, užtikrintų kritišką požiūrį į nusistovėjusius dalykus. Mokslininkai mato įvairių strategijų ir kelių, tokių kaip antropologijos žinios, tyrimų rezultatai ir pačių antropologų iniciatyvos, kurie gali būti taikomi strateginiame savivaldybių planavime. Tai ES ir valstybinės politikos lokalus kontekstualizavimas, strategijų rengėjų konsultavimas, bendruomenėse atliktų tyrimų rezultatų pasitelkimas, valstybės tarnautojų kompetencijų antropologinės prieigos srityje gerinimas ir kt.

Atlikta mokslo minties *antropologinės prieigos strateginiame savivaldybių valdyme* analizė leidžia kelti prielaidą, kad moksle stokojama gilesnė šio tarpdisciplininio koncepto praktinio taikymo analizė. Taip pat trūksta kitų šalių, kurios seniau kvestionuoja privačiame sektoriuje taikomų planavimo strategijų naudojimo viešajame sektoriuje ribotumą, gerosios patirties šiuo klausimu pristatymo.