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**POLICY OF STRATEGIC DEVELOPMENT OF URBAN AREAS IN  
THE CONTEXT OF DIGITALIZATION:  
THE EXPERIENCE OF ST. PETERSBURG**

Scientific specialty 5.5.2.

Political institutions, processes, technologies

Thesis for a degree of Candidate of Political Sciences

Translation from Russian

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Professor, Doctor of Economics,  
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Saint Petersburg

2023

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## INTRODUCTION

The profound transformation of economic, social and political relations that humanity has been experiencing over the past quarter century due to the ultra-rapid development of digital technologies could not but affect almost all spheres of public life. Parallel to the process of technological development (cyber revolution) was the process of new globalization, on the one hand fueled by digital technologies, and on the other constantly stimulating their emergence and development. The new globalization has resulted in challenges and threats that humanity has never faced in such an acute form before. Communicative proximity, the erasure of administrative and physical boundaries has led not only to an unprecedented increase in the dynamics of social interactions and the elimination of the factor of distance and space, but also to increased competition for limited material and human resources. Competition, in which not only national states, but also transnational corporations, macro-regions, megacities, etc. become key actors. All this in addition to the emergence of new ones (the COVID 19 pandemic, cyberterrorism, the digital divide, the transformation of the employment structure, etc.) leads to the aggravation of «old» problems: the deterioration of the environmental situation, ultra-rapid urbanization, the loss of clear value orientations in society, etc.

All these processes have had a particularly acute impact on the management of almost all types of political, social or business organizations. The loss of manageability and instability of social systems poses both practical managers and the scientific community with an impressive list of tasks, the solution of which cannot be postponed until tomorrow. For both the political elite and ordinary citizens, the feeling of confidence in the future is becoming increasingly rare and expensive, but at the same time remains one of the defining characteristics of the quality of life in any country.

In this context the chosen research topic seems relevant for a number of reasons.

Firstly the current type of economic relations and the management system of the public sector of the economy that is adequate to them, as well as new political and administrative mechanisms for coordinating business and government interactions within the framework of decision-making procedures that maximize the public good, remain insufficiently studied and defined.

There are more than a dozen definitions of the model of the modern economic system alone today. In addition to the already familiar and even trivial ones: «knowledge economy», «digital economy», «information economy», many new ones have appeared. As accurately noted by the Canadian economist and sociologist N. Srnicek: «Before our eyes, the terms multiplied rapidly: gignomics, sharing economy, on-demand economy (the on-demand economy), the new industrial revolution, the economy of total surveillance (the surveillance economy), the economy of mobile applications (the app economy), the economy of impressions and attention («attention economy»), etc.»<sup>1</sup>. Hence, the situation with the definition of the key characteristics of the economic system of modern society and their impact on the transformation of the system of political governance in general, as well as the segment of territorial development management, in particular, requires significant clarification and systematization.

Secondly we can note a clear imbalance in modern studies of strategies and mechanisms of territorial development in favor of an economic approach. Here you can point to the works of such modern foreign authors as: Amdam R.<sup>2</sup>, Burinskiene M.<sup>3</sup>, Rudzkiene V., Medeiros E.<sup>4</sup>, Novarina G, Zepf M.<sup>5</sup>, Ratti C., Claudel M.<sup>6</sup>, Sandra P., Sennett R.<sup>7</sup> and others.

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<sup>1</sup> Srnicek N. Capitalism platform. M.: Publishing house of the Higher School of Economics, 2020. - 128p. p.43.

<sup>2</sup> Amdam R. Sectoral Versus Territorial Regional Planning and Development in Norway, *European Planning Studies*, vol. 10 №1, 2002 pp. 99-111

<sup>3</sup> Burinskiene M., Rudzkiene V. Future insights, scenarios and expert method application in sustainable territorial planning // *Ukio Technologinis ir Ekonominis Vystymas*, vol. 15, №1, 2009, pp. 10-25

<sup>4</sup> Medeiros E. Spatial Planning, Territorial Development, and Territorial Impact Assessment // *Journal of Planning Literature*, Volume: 346 №2, 2019. pp. 171-182

<sup>5</sup> Novarina G, Zepf M. Territorial Planning in Europe: New concepts, new experiences, *disP - The Planning Review*, vol. 45, 2009, pp. 18-27

<sup>6</sup> Ratti C., Claudel M. *The City of Tomorrow: sensors, networks, hackers, and the future of urban life*. Yale University Press, 2016, 248 p.

<sup>7</sup> Sandra P., Sennett R. *Designing disorder: Experiments and Transgressions in the city*. – Moscow: Publishing House of the Gaidar Institute, 2022. - 280 p.

Among domestic economists, we can highlight researches: Seliverstov V.E.<sup>8</sup>, Druzhinina A.G., Shuvalova V.E.<sup>9</sup>, Pyatkova N.P.<sup>101112</sup>, Khodachek V.M., Yelsukov M.Yu.<sup>13</sup>, Yushkova N.G.<sup>14</sup>, Molchanova M.Yu., Petrova E.V.<sup>15</sup>, Urmanov D.V..<sup>16</sup>, Dianova V.A.<sup>17</sup>, Anisimov I.A.<sup>18</sup> and others.

Among the dissertation studies defended on this subject, the works of the following authors are distinguished: Kulakova A.E.<sup>19</sup>, Melnikova E.Ya.<sup>20</sup>, Shershunov V.A.<sup>21</sup>, Tabakaev P.V.<sup>22</sup> and others.

At the same time, it should be noted that political researches on this problematic are clearly insufficient today. Among the most striking works we note:

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<sup>8</sup> Seliverstov V.E. Myths and reefs of territorial development and regional policy of Russia Region: Economics and Sociology. 2008. No. 2. pp. 194-224.

<sup>9</sup> Institutional Modernization of the Russian Economy: Territorial Aspect Vol. Issue 3. - Ser. Interregional research in Social Sciences (MION), Rostov-on-Don 2004. 264 p.

<sup>10</sup> Pyatkova N.P. Features of the formation of the mechanism for the implementation of the state policy of territorial development // Economy. Management. Innovation. 2019. No. 2 (20). pp. 29-33.

<sup>11</sup> Sviridova N.D., Pyatkova N.P. Main types of regional policy of territorial development // Znanstvena Misel. 2019. No. 37-1 (37). pp. 31-34.

<sup>12</sup> Pyatkova N.P. Indicators taken into account in the development of territorial development policy // Chronos. 2020. No. 7 (44). pp. 81-85.

<sup>13</sup> Socio-economic policy and management of territorial development collection of scientific articles / Russian Academy of State Services under the President of the Russian Federation, Federal State Educational Institution of Higher Education. Prof. education "North-Western Academy of State Services" ; [under the general editorship of V. M. Khodachek, M. Y. Yelsukov]. St. Petersburg, 2006.

<sup>14</sup> Yushkova N.G. Territorial planning and state policy of regional development // Bulletin of the Volgograd State University of Architecture and Civil Engineering. Series: Construction and Architecture. 2013. No. 30 (49). pp. 365-387.

<sup>15</sup> Molchanova M.Yu., Petrova E.V. Budgetary and tax regulation of territorial development Perm, 2013. – 230 p.

<sup>16</sup> Urmanov D.V. Formation of mechanisms of stability of regional socio-economic systems in the conditions of polarized development of the Russian space. Krasnodar, 2013. - 182 ppp.

<sup>17</sup> Dianova V.A. The concept of integrated urban development as an imperative of strategic management // Innovations in science. 2012. No. 8-2. pp. 35-38.

<sup>18</sup> Anisimov I.A. Strategic planning of sustainable functioning of local territories as a basis for innovative development of management practices of social and economic systems // Power and management in the East of Russia. 2013. No. 2 (63). pp. 35-40.

<sup>19</sup> Kulakova A.E. Improving the tools for implementing the federal policy of territorial development of subsidized regions: dissertation for the degree Candidate of Economic Sciences: 08.00.05 Tambov, 2015.- 186 p.

<sup>20</sup> Melnikova E. Ya . Social policy of the state as a factor of development of administrative-territorial units of the Russian Federation dissertation for the degree Candidate of Economic Sciences: 08.00.05 , 2009.

<sup>21</sup> Shershunov V. A. Management of investment and innovative development of the territory: on the example of the Kostroma region : dissertation for the degree Doctor of Economics : 08.00.05.- Moscow, 2005.- 325 p.

<sup>22</sup> Tabakaev P. V. State regulation of territorial development in conditions of transformation : dissertation... Candidate of Economic Sciences : 08.00.01 Moscow, 2007, 134 p.

Vulfovich R.M.<sup>23</sup>, Tsvetkova O.V..<sup>24 25 26</sup>, Glushakova O.V., Vaisberg Ya.A.<sup>27</sup>, Tugacheva L.V., Sakharova S.M.<sup>28</sup>, Prokhorov D.V., Tslaf V.M.<sup>29</sup>, Shchitinsky V.A.<sup>30</sup> and other authors. The amount of thesis defended in political science specialties within the framework of the problems of strategic territorial management and development is also small. According to the most approximate estimates the overall ratio of political science works to the pool of economic research is 1 to 10. Among this we can highlight the works: Rezvan I.V.<sup>31</sup>, Usyagin A.V.<sup>32</sup>, Ovcharenko A.N.<sup>33</sup> and others.

Such a situation cannot be recognized as adequate to the needs of modern management practice, since the methodological narrowness of the study of the problems of modern territorial development, closure on organizational, technological and econometric issues and tasks clearly prevents a comprehensive consideration of the problem of ensuring the effectiveness of the territorial development management system and improving the quality of life of the population. Moreover the challenges that have become more acute in recent years (the growth of global political

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<sup>23</sup> Vulfovich R.M. Problems of improving the management system during the development and implementation of the strategy of socio-economic development of St. Petersburg until 2030 // Managerial consulting. 2014. No. 2 (62). pp. 100-107.

<sup>24</sup> Tsvetkova O.V. The system of public administration as an element of the political-territorial structure // Power. 2014. No. 11. pp. 101-104.

<sup>25</sup> Tsvetkova O.V. Comparative analysis of models of territorial-state construction // Vector of Science of Togliatti State University. 2014. No. 2 (28). pp. 135-138.

<sup>26</sup> Tsvetkova O.V. Center and periphery in regional development: theories of territorial policy Historical, philosophical, political and legal sciences, cultural studies and art criticism. // Questions of theory and practice. 2014. No. 7-1 (45). pp. 189-192.

<sup>27</sup> Glushakova O.V., Vaisberg Ya.A. On the transformation of architectonics into strategic architecture of the system of public management of socio-economic development of the territory: theoretical and methodological approaches // Continuing professional education and the new economy. 2018. No. 1 (2). pp. 104-124.

<sup>28</sup> Tugacheva L.V., Sakharova S.M. Strategic directions of state management of socio-economic development of the territory of the Arctic zone // Bulletin of the Academy of Knowledge. 2021. No. 4 (45). pp. 263-270.

<sup>29</sup> Prokhorov D.V., Tslaf V.M. The importance of interaction of state and municipal authorities with local communities for the socio-cultural development of the territory // Bulletin of Samara State University. Series: Economics and Management. 2015. No. 9-2 (131). pp. 328-334.

<sup>30</sup> Shchitinsky V.A. "Strategy of spatial development of the Russian Federation" - innovation in public administration of Russia // Managerial consulting. 2015. No. 7 (79). pp. 35-44.

<sup>31</sup> Rezvan I.V. Modern state policy in the sphere of territorial planning and development (based on the materials of the South of Russia) dissertation for the degree of Candidate of Political Sciences / North Caucasus Academy of Public Administration. Rostov-on-Don, 2009

<sup>32</sup> Usyagin A.V. Territorial administration in the political system of the Russian Federation. Abstract of the dissertation for the degree of Doctor of Political Sciences. N. I. Lobachevsky National Research University. Nizhny Novgorod, 2006

<sup>33</sup> Ovcharenko A.N. Strategic management in political activity: theoretical and methodological foundations. Abstract of the dissertation for the degree of Doctor of Political Sciences. Humanities University. Yekaterinburg. 2007.

competition and destabilization caused, among other things by the unprecedented sanctions regime against the Russian Federation, the COVID 19 pandemic, the erosion of the value foundations of politics, the «uberization» and «precarization» of the labor market, etc.) prove the need to shift the emphasis specifically on the introduction of pro-active social and political governance practices, development of comprehensive strategic plans for territorial development, balanced from the point of view of accounting as socio-economic, so is the political and cultural component of governance.

In connection with the above the author formulated the following purpose and objectives of the research.

The main purpose of the thesis is to identify and analyze the main social and political aspects of the transformation of strategic management of urban development in the conditions of the current stage of digitalization of the unified public authority system in Russia, as well as to determine the role, significance and functions of creative spaces in the structure of digital development strategies of urban areas.

This goal will be achieved by solving the following research tasks:

- to identify and analyze the specific characteristics of the current stage of digitalization of the economy and politics in global and national contexts;
- to reconstruct the content of strategic management of territorial development in the context of digital transformations;
- to determine the place, role, socio-economic and socio-political effects of the development of creative spaces in the structure of strategies of territorial development of modern megapolis;
- to identify the specific characteristics of the strategic management of the territorial development of cities in modern Russia, in the context of the formation of a new system of public power;
- to analyze the weaknesses and strengths of strategic planning for the development of St. Petersburg in the 1990s-2000s;
- to determine socio-economic and socio-political effects of the development of creative spaces in St. Petersburg in the 2000s;

- to develop practical recommendations for improving the system of strategic planning of the urban area.

The author formulates the main hypothesis of the research as follows: in the conditions of increasing instability and uncertainty of the external political and economic environment, caused, among other things, by the digitalization of all spheres of public life, a strategic approach to the development of urban areas based on the fundamental principles of synergetics and a network model of building communications between the state and society, becomes critically important. At the same time, the role of urban creative and public spaces as drivers of socio-economic development and increasing civic engagement is increasing.

In accordance with this hypothesis as well as the above-mentioned goal and objectives of the study the author presents the following provisions for defense.

1. Deepening digital transformations of political, social and economic relations leads to the emergence and growth of new challenges and risks: digital divide and inequality, deformation of the labor market structure and weakening of the social protection system, loss of control over the self-development of new technologies (primarily artificial intelligence), narrowing of the resource base, devaluation of the value system, etc. These new challenges and risks are the main sources of instability of modern social systems, including systems of political and administrative management at both national and supranational levels.

2. In the context of growing digitalization and technologization of politics and social relations, the role of cities (especially global megapolis) is changing, which are turning into hubs of the most complex networks of social, economic and political communications in their architecture.

3. Digital networking of political, economic and social spaces entails the expansion of the use of a strategic approach to planning the development of urban areas in general and the need to develop new models of strategizing based on the principles of a synergetic approach, in particular.

4. As the experience of St. Petersburg shows, the complexity of the system of strategic development of the urban area is largely determined by the multidimensional



brand of the city itself, which includes, among others, the most important creative component.

5. The creative spaces of modern Russian cities represent not only points of growth of creative capital and a source of increasing indicators of socio-economic development in the face of unprecedented international sanctions and reduced investment opportunities, but also an important tool for ensuring socio-political stability and communication stability of cities and regions.

**The practical significance of the research results** lies primarily in the fact that they can be used in the development of regional and urban development strategies, to optimize the selection of strategic goals and benchmarks, as well as tools for achieving them.

In addition, the results of the study can be used in the educational process for the content of the courses on the master's degree program «Public Policy in modern Russia».

The structure of the dissertation research consists of an introduction, three chapters, each of which is divided into two paragraphs, conclusions and references.

The main content of the dissertation is reflected in the following publications of the author:

Babyuk I.A. Investment policy in the conditions of economic sanctions (on the example of St. Petersburg) // Political expertise: POLITEX, 14(1), pp. 68-76, <https://doi.org/10.21638/spbu23.2018.106><sup>34</sup>;

Kurochkin A.V., Babyuk I.A. Investment policy in a knowledge-based economy: new tools and value bases // Management consulting № 2, 2018 pp. 8-14 DOI 10.22394/1726-1139-2018-2-8-14<sup>35</sup>;

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<sup>34</sup> Babyuk I.A. Investment policy in the conditions of economic sanctions (on the example of St. Petersburg) // Political expertise: POLITEX, 14(1), pp. 68-76

<sup>35</sup> Kurochkin A.V., Babyuk I.A. Investment policy in a knowledge-based economy: new tools and value bases // Management consulting № 2, 2018 pp. 8-14

Kurochkin A.V., Babyuk I.A. Civic participation in the system of designing the development of a modern city: a synergetic approach to analysis // *Creative Economy*. – 2022. – Volume 16. – № 8. pp. 2963-2974<sup>36</sup>;

Morozova S.S., Babyuk I.A. The development of creative spaces as a source of growth of social capital in the digital age // *Creative Economy*. – 2023. – Volume 17. – № 2. – pp. 527-540<sup>37</sup>;

Morozova S.S., Budko D.A., Babyuk I.A. Features of political communication in virtual communities in the context of global challenges and risks // *Political expertise: POLITEX* – 2023. – Vol.19 – №. 2 – pp. 230-243<sup>38</sup> ;

Kurochkin A.V., Dedul A.G., Shalev L.S., Babyuk I.A. Digital systems in public policy and urban planning: lobbying, examples and recommendations for further application // *Bulletin of the Peoples' Friendship University of Russia. Series: Political Science*. - 2023. - Vol. 25. - № 3. - C. 647-662. doi: 10.22363/2313-1438-2023-25-3-647-662<sup>39</sup>.

The main conclusions formulated in the provisions submitted for defense were tested during the author's speech at the following international and Russian conferences and seminars:

IX International Youth Scientific Conference «Image of the Future: 2030», St. Petersburg, St. Petersburg State University, April 20-21, 2018. (Babyuk I.A. Digital economy and investment policy: new tools for the development of regions // *Image of the future: 2030: Collection of abstracts of the IX International Youth Scientific Conference*. — St. Petersburg: Scythia-print, 2018. -257 p.)<sup>40</sup>;

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<sup>36</sup> Kurochkin A.V., Babyuk I.A. Civic participation in the system of designing the development of a modern city: a synergetic approach to analysis // *Creative Economy*. – 2022. – Volume 16. – № 8. pp. 2963-2974

<sup>37</sup> Morozova S.S., Babyuk I.A. The development of creative spaces as a source of growth of social capital in the digital age // *Creative Economy*. – 2023. – Volume 17. – № 2. – pp. 527-540

<sup>38</sup> Morozova S.S., Budko D.A., Babyuk I.A. Features of political communication in virtual communities in the context of global challenges and risks // *Political expertise: POLITEX* – 2023. – Vol.19 – №. 2 – pp. 230-243

<sup>39</sup> Kurochkin A.V., Dedul A.G., Shalev L.S., Babyuk I.A. Digital systems in public policy and urban planning: lobbying, examples and recommendations for further application // *Bulletin of the Peoples' Friendship University of Russia. Series: Political Science*. - 2023. - Vol. 25. - № 3. - C. 647-662

<sup>40</sup> Babyuk I.A. Digital economy and investment policy: new tools for the development of regions // *Image of the future: 2030: Collection of abstracts of the IX International Youth Scientific Conference*. — St. Petersburg: Scythia-print, 2018. -257 p

X International Youth Scientific Conference «St. Petersburg – the City of the future: a new urban policy in Russia and the world», St. Petersburg, St. Petersburg State University, April 25-26, 2019. (Babyuk I.A. The role of the Investment Committee in the strategic development of St. Petersburg // Collection of abstracts of the X International Youth Scientific Conference «St. Petersburg – the city of the future: a new urban policy in Russia and the world». – St. Petersburg: 2020, pp. 200-204)<sup>41</sup>;

XIV International Scientific and practical conference «Mechanism of implementation of the strategy of socio-economic development of the state» Dagestan, Dagestan State Technical University 21.09—22.09.2022 (Babyuk I.A. The role of creative spaces in the strategic development of the city);

XIII International Youth Scientific Conference «The World at the point of structural Fracture: Politics in conditions of global instability», St. Petersburg, St. Petersburg State University, 11/26/2022 (Babyuk I.A. Creative clusters as a source of social capital in the context of new global challenges).

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<sup>41</sup> Babyuk I.A. The role of the Investment Committee in the strategic development of St. Petersburg // Collection of abstracts of the X International Youth Scientific Conference «St. Petersburg – the city of the future: a new urban policy in Russia and the world». – St. Petersburg: 2020, pp. 200-204

## **CHAPTER 1. KEY CHALLENGES TO TERRITORIAL DEVELOPMENT POLICY IN THE ERA OF DIGITAL ECONOMY AND NEW GLOBALIZATION**

### **Paragraph 1.1. The formation of the global digital economy: distinctive characteristics and socio-political effects**

The process of formation of the digital economy is determined by the complex nature of transformations affecting both the state and business as a whole, as well as individual citizens. In a general sense, it is understood as a set of socio-economic and administrative reforms initiated in the process of mass introduction and assimilation of digital technologies<sup>42</sup>, such as: cloud computing, artificial intelligence, Internet of things, big data, blockchain technologies and machine learning. These technologies are usually combined as part of large technological platforms, defined as «sets of compatible technologies, products and channels for their distribution, as well as ecosystems for their distribution and use»<sup>43</sup>. Platforms act primarily as «a basic infrastructure mediating relationships between different groups ... the platform (1) is located between users and (2) acts as a platform on which they interact, which allows the platform holder to receive privileged access to the registration of this interaction»<sup>44</sup>. Thus they «position themselves as intermediaries connecting various users: buyers, advertisers, suppliers of services and goods, manufacturers and even physical objects»<sup>45</sup>.

The pace of development, improvement and implementation of new digital technologies as the elementary components of platforms is increasing exponentially: «In the next five years, digital transformation will affect a quarter of the world economy. Its main task is to radically improve the efficiency of companies, industries, and countries. Digital transformation is changing traditional business models,

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<sup>42</sup> Sakhanevich D.Yu. The role of digitalization in the development of socio-economic systems // Scientific notes of the Tambov branch of RoSMU, No. 20, 2020. pp.63-73

<sup>43</sup> Srnichek N. Capitalism platform. M.: Publishing House of the Higher School of Economics, 2019. 128 p., p. 11.

<sup>44</sup> Same place, p. 41-42

<sup>45</sup> Same place, p. 41-42

completely new players are emerging in established areas of the economy»<sup>46</sup>. However contrary to the expectations of many liberal-minded politicians and experts, the state not only does not lose its role and functions in this process, but also acquires new ones. Digital updating of the content and technologies of public administration is carried out both inside the system of political and administrative decision-making, and outside, in the relations of business and civil associations.

In the first case we are dealing primarily with the introduction of an e-government system and elements of e-democracy.

In the second we are faced with a wide range of tasks, among which we should highlight:

- formation of a legislative framework adequate to the new economic and social conditions;
- stimulating and actively participating in the creation of technology platforms within individual industries;
- establishment of new technological standards and control over their implementation;
- initiation of new educational standards involving the development of digital competencies and training in new specialties that are most in demand in the digital economy;
- stimulating the development of new technologies through state order;
- ensuring equal competitive conditions for business in the market of digital technologies and services;
- ensuring the necessary level of cybersecurity for businesses and citizens;
- tax incentives for the development and implementation of new digital technologies by companies;
- promotion and legal protection of national technologies in foreign markets.

It is important to note that digitalization contributes not only to improving the efficiency of public and municipal management technologies, it makes a decisive

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<sup>46</sup> Same place, p. 2

contribution to the growth of manageability in general: «Manageability as a network effect of digitalization of public administration is based both on the number of opportunities for interaction and on the propensity to communicate with citizens. It is supported by a fair consensus procedure based on the capabilities of the blockchain algorithm for institutions of reciprocity, equality and autonomous organization»<sup>47</sup>.

It should be noted that despite the relative novelty of digital transformations, many global problems generated by them have already been discussed in the conceptual works of the classics of postindustrialism, in particular, D. Bell drew attention almost 50 years ago (1973) to the aggravation of the problem of coordinating interests and value systems in postindustrialism: «[such coordination – approx. author]... should be carried out through group or communal instruments on specific issues requiring solutions, in contrast to the impersonal and universal role of the market, and thus becomes the visible center to which demands can be addressed. In a closely intertwined society, more and more decisions have to be made through policy measures and planning. But, paradoxically, both of these mechanisms exacerbate social contradictions»<sup>48</sup>.

The outpacing growth of the importance and relevance of the use of digital economy tools at the global level over the past 5-7 years can be traced by the change in the frequency of the mention of the term «digital» in the documents of a number of authoritative international structures, in particular, the «Big Twenty» (G20). Thus «in the leaders' communique following the results of the Antalya summit in 2015, the word «digital» was used twice in one paragraph dedicated to the Internet economy. In the leaders' communique following the results of the Hangzhou summit in 2016, the word «digital» was used 12 times in several paragraphs of the document. The leaders' declaration on the results of the Hamburg summit in 2017 included a whole

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<sup>47</sup> Political ontology of digitalization and state controllability. Monograph / ed. Smorgunova L.V. - M. Aspect Press Publishing House. 2022. - 351 p.

<sup>48</sup> D. Bell. The coming post-industrial society [Electronic document] URL: <https://topuch.ru/gryadushee-postindustrialenoe/index38.html> (Accessed: 05/20/2021)

section «Using digitalization», and the word «digital» has already been used 18 times»<sup>49</sup>.

It is obvious that the COVID-19 pandemic, which swept the world in 2020, has actualized the appeal to various types of digital technologies on a global scale many times, and possibly dozens of times. At the same time, the intensification of information and technological exchange between countries and the constant growth of cross-border cooperation in the global digital economy, provided by such international organizations as the World Economic Forum (WEF), the Organization for Economic Cooperation and Development (OECD), the Trans-Pacific Partnership (TTI), etc., have acquired exceptional importance. However, the role of individual States in these processes does not decrease at all. This is evidenced in particular by the initiation and development of many national projects for the development and implementation of new digital technologies: «Smart Industry» in the Netherlands and Sweden, «Industry 4.0» in Germany and Austria, «Alliance for the Development of the Industry of the Future» in France, the Strategy for the development of information and communication technologies «Smart Japan», «Industrial Innovation – Strategy 3.0» in South Korea, the national strategy «Internet Plus» in China, etc. Despite the common content of such programs, they all have national specifics and differ in priority areas of innovation policy, the pace of introduction of new technologies, etc. Even within the borders of the European Union, where back in 2015 it was announced the need to form a single digital market within the framework of the pan-European strategies «Digital Europe» and «Digital Agenda for Europe», national digitalization programs are developing no less actively than macro-regional ones.

Despite the strong consolidation in the political agenda and key strategic documents of the most economically developed countries, as well as various supranational structures, digital transformation causes a far from unambiguous reaction from both the expert community and part of the political establishment. Assessments of scientific and technological development in the digital age are

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<sup>49</sup> Guo Sh., Dean V., Lanshina T. The role of the «Group of Twenty» in the global management of the digital economy // Bulletin of International Organizations. 2017. Vol. 12. No. 4. pp.169-184.

sometimes diametrically opposed, actualizing either only positive or, on the contrary, only negative features and consequences of the digital revolution. The obvious protagonists of the latter include, for example, the famous economist, the developer of the concept of the fourth industrial revolution, Klaus Schwab. Describing the positive changes that this revolution brings to the world economy, he, in particular, notes: «First, the fourth industrial revolution provides an opportunity to integrate the unmet needs of two billion people into the global economy, which stimulates additional demand for existing goods and services by providing new opportunities to individuals and communities. Secondly, the fourth industrial revolution will significantly increase our ability to cope with negative external effects, as well as stimulate potential economic growth. Thirdly ... the rules of competition of the economy of the fourth industrial revolution differ from those that were in previous periods. To ensure competitiveness, companies and countries must innovate in all their forms, which means that strategies primarily aimed at reducing costs will be less effective than strategies based on more innovative ways of offering products and services»<sup>50</sup>.

In Russian sociology, economics and political science, the formation of the digital economy is also often evaluated in a positive way, which is primarily due to the reliance of most Russian authors on Western sources of technocratic and liberal persuasion. This position is especially clearly manifested in the areas of analysis of the development of industrial production, urban infrastructure, as well as the quality of public and municipal services. So, for example, A.S. Kokorev notes: «Digital technologies help to find sources of efficiency improvement and opportunities for rapid competitive development of enterprises. At the same time, they demand to change existing management models, reformat communications, technologies and organizational structure of enterprises based on new values, priorities and guidelines based on partnership, customer orientation, innovation and synergy»<sup>51</sup>.

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<sup>50</sup> Schwab K. The Fourth Industrial Revolution.— «Eksmo», 2016

<sup>51</sup> Kokorev A.S. Digital economy: Changing values and guidelines in enterprise management // Moscow Economic Journal. No. 1. 2019. pp. 252-259.



RANEPА experts Dobrolyubova E.I., Yuzhakov V.N., Efremov A.A. and others, based on the analysis of statistical data and their own monitoring, directly correlated the effectiveness of national public and municipal management systems with the level of digitalization of the economy as a whole<sup>52</sup>.

However, it is also necessary to identify and analyze the negative effects of rapid digitalization. Moreover, today, including in the West, there is a sufficient number of scientific publications devoted to them. For example, the well-known American urbanist A. Greenfield takes a pronounced antagonistic position in relation to the processes of digitalization. He highlighted a whole range of problems and challenges that digitalization entails.

In the field of public administration and civic participation, he notes an increase in the risks of manipulation and commercialization of the policy field: «Today it is impossible to successfully implement democratic values on the smart city platform. In digital technologies, there is always a commercial imperative behind everything. He betrays the interests of all people, without exception, whom these technologies should serve».<sup>53</sup>

In the field of urban infrastructure development and security, he notes the establishment of total control over the individual and the loss of freedom of private life as the main risk: «today, if desired, these flows can be tracked with reference to time and place. It is possible to identify unexpected patterns and correlations, which, in turn, can suggest effective ways of intervention to those who are going to control them. All the rhythms of the city's life are visible in the palm of your hand...».<sup>54</sup>

Further, he does not unsuccessfully try to dispel the technocratic myth about the inevitability of progress in the areas of commercial, administrative and political decision-making through the use of new digital technologies: «The experience experienced since the beginning of 2016 seems to refute the main dogma of the faith

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<sup>52</sup> Dobrolyubova, E. And. Evaluation of qualities of state management: justification, results, effectiveness: monograph / E. And. Dobrolyubova, V. N. Yuzhakov, A. N. Starostina. - Moscow: Case (Rangiggs), 2021. - 282 p.

<sup>53</sup> Greenfield A. Urbanist Adam Greenfield - Why you can't believe in «smart cities» [Extravectron Urgente resource] <https://strelkamag.com/ru/article/esli-goroda-stanut-umnymi-nasha-zhizn-ne-stanet-luchshe-urbanist-adam-grinfild-onenavisti-k-idee-smart-city> (date of circulation: 29.03.2021)

<sup>54</sup> Greenfield A. Radical technologies: the device of everyday life. Publishing House «Delo», M. 2017. p.12.

of technoutopists, if not most children of the Enlightenment, the idea that increasing the amount of information improves the quality of decisions taken. Now we know – empirically irrefutably - that people who are given more information do not necessarily make wiser decisions»<sup>55</sup>.

Finally, Greenfield assesses digitalization as a process leading to a global anthropological crisis: «network information technologies have become the dominant way of experiencing everyday life for us. He at the same time represents a channel through which we receive our choice, a mirror in which we see our reflection, and a lens that allows others to see us in a way that could not have been imagined before».<sup>56</sup> Adam Greenfield is by no means alone in his gloomy assessments of digital, platform capitalism. In particular, V. Eubanks agrees with him, arguing that «platform capitalism is a radical version of neoliberalism, which can further strengthen its main negative effects (de-democratization, socio-economic polarization, precarization of employment, housing crisis)»<sup>57</sup>.

Unlike A. Greenfield and other radical critics of digitalization, a more balanced and neutral assessment of the ongoing processes of digital transformation is presented in the works of a young Canadian economist and publicist Nick Srnicek <sup>58</sup> <sup>59</sup>. He connects his analysis not just with the identification and description of the main characteristics of the digitalization process and its consequences, but tries to integrate the digital economy into the general logic of the development of capitalism and analyze it in the context of the dynamics of socio-economic ties and relations.

In his opinion, the pursuit of profit has become a key engine for the development of the digital economy. The American economy was able to maintain its dominant position in the post-war capitalist camp only until the early 1970s, when it faced fierce competition from its former opponents Germany and Japan, who

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<sup>55</sup> Greenfield A. *Radical technologies: the device of everyday life*. Publishing House «Delo» M. 2017. p.8.

<sup>56</sup> In the same place p. 17.

<sup>57</sup> Eubanks V. *Automating Inequality. How High-Tech Tools Profile, Police and Punish the Poor*. St. Martins Press, 2018. Cit. according to: 1. *Political ontology of digitalization and state manageability*. Monograph/ ed. Smorgunova L.V.- M. Publishing house «Aspect Press». 2022. – 351 p.

<sup>58</sup> Srnicek N., Williams A. *Inventing the future : postcapitalism and a world without work*. London: Verso. 2015.

<sup>59</sup> Srnicek N. *Platform Capitalism*. Cambridge: Polity Press, 2016.

managed to skillfully turn American management practices (Taylorism and Fordism) into successful national models, with an emphasis on customization, i.e. "individualization of goods according to consumer demand»<sup>60</sup>. After 10-15 years, Korea, Taiwan, Malaysia, Singapore, and a little later China broke into a number of competitive leaders on the world market, which resulted in "further international competition, excess production capacity and price restraint»<sup>61</sup>. In this situation, only the digital information technology revolution could help solve the problems of traditional capitalism.

Thus, the unprecedented growth rates of small, high-risk companies in the IT sector, the most striking symbol of which was the California Silicon Valley, are explained in the logic of capitalist production quite simply. On the one hand, the low interest rates of the central banks of the leading economies of the West after the 2008 crisis inevitably led investors to search for more profitable areas, the main of which, as before, was the IT sector. Hence, venture investments are becoming extremely popular all over the world, which certainly accelerated the pace of development of the digital economy on a global scale.

On the other hand, constant optimization (in fact, cheaper) was required by the labor force, which achieved unprecedented economic rights in post-war Europe and America. The first response to this problem on the part of corporations was the outsourcing of individual production processes and services. A little later, it turned into the transfer of production facilities to countries with cheap, but relatively skilled labor. However, she found a radical solution with the invention and spread of new information and communication technologies: «employment is becoming more flexible, wages are declining, and pressure from management is growing»<sup>62</sup>.

Srnicek notes (and here, obviously, he is not a pioneer) that modern capitalist production was quickly rebuilt to work with information and knowledge, which means that it replaced the traditional resources for the capitalist economy with data:

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<sup>60</sup> Srnicek N. Capitalism platform. M.: Publishing House of the Higher School of Economics, 2019, p.19

<sup>61</sup> Srnicek N. Capitalism platform. M.: Publishing House of the Higher School of Economics, 2019, p.19

<sup>62</sup> Srnicek N. Capitalism platform. M.: Publishing House of the Higher School of Economics, 2019. p.20.

«the developed capitalism of the twenty–first century gradually built around the task of extracting and using a special type of raw materials - data...data began to perform a number of key capitalist functions: they «teach» algorithms to work correctly and provide their competitive advantage; they allow you to coordinate the work of employees and hire external contractors in the outsourcing mode; they help to optimize production processes and make them more flexible; with their help, you can turn products with a low trade mark-up into services with a high mark-up; finally, data analysis itself generates new data, and this, in a good sense, a vicious circle repeats endlessly»<sup>63</sup>.

Thus, in the early 1990s, there were objectively exceptional conditions for the dynamic development of digital technologies, which turned into «a huge new sector, and the imperative of the pursuit of profit received an additional impetus due to the opportunities opening up when transferring people and businesses to an online format»<sup>64</sup>.

The global nature of the current transformations, their extreme rapidity and variability have predetermined the need for the reconceptualization of the globalization process itself. One of the promising methodological grounds for such a reconceptualization was the theory of new globalization, proposed by the American economist Richard Baldwin in his work «The Great Convergence: Information Technology and the New Globalization».

R. Baldwin defines the novelty of the current globalization by several key parameters.

1. The non-sectoral, much more complex and multidimensional nature of the impact of globalization on national economies: «the impact of the new globalization is becoming individual in the sense that the winning and losing workers are no longer grouped by industry and profession. Globalization can have different

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<sup>63</sup> Srnicek N. Capitalism platform. M.: Publishing House of the Higher School of Economics, 2019., p.37-40.

<sup>64</sup>Srnicek N. Capitalism platform. M.: Publishing House of the Higher School of Economics, 2019, p.22.

effects on workers employed in the same industries and possessing the same skills»<sup>65</sup>.

2. Weak predictability of the flow and low degree of controllability of globalization processes: «the new globalization is accelerated due to the doubling of memory, computing power and ICT bandwidth every couple of years... The technical nature of ICT also means that the new globalization is less controlled by national governments. The laws of physics make it easier to control the flow of goods to a much greater extent than the flow of ideas»<sup>66</sup>.

3. The loss by national economies of their important competitive advantages in the past: «Today, the limits of competitiveness are increasingly determined by firms that manage international production networks»<sup>67</sup>.

4. Due to the new globalization, there is a break in the relationship between the welfare of the national working class and the level of technological development of industry. The working class is internationalizing, especially within the borders of macro-regions (the European Union, North America, etc.), which «leads to the fact that German workers are no longer the only beneficiaries of Germany's technical achievements. From now on, German companies can use improved German technology in combination, for example, with Polish labor»<sup>68</sup>.

5. The form and result of the influence of geographical factors and, above all, the distance factor on economic development are significantly changing.

6. As a result of all the above, the new globalization changes not only the context, but also the content of national economic policies: «In the XIX-XX centuries, in order to achieve competitiveness in the world market, developing countries built the entire value chain at home. Nowadays, in order to become competitive, these

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<sup>65</sup> Baldwin R. The Great Convergence: Information Technologies and the New Globalization. Moscow: Delo, 2018. p. 26

<sup>66</sup> Baldwin R. The Great Convergence: Information Technologies and the New Globalization. Moscow: Delo, 2018, p. 27

<sup>67</sup> Baldwin R. The Great Convergence: Information Technologies and the New Globalization. Moscow: Delo, 2018, p. 27

<sup>68</sup> Baldwin R. The Great Convergence: Information Technologies and the New Globalization. Moscow: Delo, 2018, p. 31.

countries join international production cooperation and carry out industrialization, obtaining modern jobs in transnational value chains»<sup>69</sup>.

Referring to the key achievements of technological development and their targeted impact on socio-economic and political processes, Baldwin defines as central to the new globalization the task of reducing the cost of moving labor, solved, in his opinion, with the help of two technological innovations: «The first effective alternative to moving people across national borders is the exchange of intellectual services...The second technological innovation would be the creation of an effective alternative to the movement of people specializing in manual labor. This direction is called remote robotics and assumes that people control robots that perform specified operations at a distance»<sup>70</sup>. The solution of this problem will determine the possibility of the so-called third separation, which is the fundamental basis of the new globalization.

Summing up the first paragraph, we will summarize the innovations, challenges and risks that the digital era has brought to the development of strategic territorial development systems.

Among the positive innovations, we note first of all technological ones, which primarily transformed the structure and content of modern socio-political communications. We are talking about blockchain technologies, artificial intelligence and Big Data. Their potential has not yet been fully disclosed, and the experience of using them in the system of strategic planning and management of territorial development is too small. But already today we can talk about fundamental breakthroughs that can be achieved through the use of these technologies, primarily in the processes of collecting, processing and analyzing information obtained as part of the implementation of smart city and smart region projects. Another major breakthrough is associated with the implementation of various forms of electronic participation of citizens, as well as the development of crowdplatforms that allow not

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<sup>69</sup> Baldwin R. The Great Convergence: Information Technologies and the New Globalization. Moscow: Delo, 2018. p. 30.

<sup>70</sup> Baldwin R. The Great Convergence: Information Technologies and the New Globalization. Moscow: Delo, 2018 , p.24.

only to collect information about the problems of territories, but also to accumulate a pool of possible solutions that would be most acceptable to residents. Such platforms of state or municipal administration «ensure the joint production of public policy with such basic norms that make the participation of citizens open, fair and reasonable. Based on this, joint management will mean joint actions for the development of society, when the network effect of cooperation creates the value of participation. In this case, the more opportunities for communication, the higher the participation-based management»<sup>71</sup>.

On the other hand, new digital technologies, as it was shown in detail above, lead to an aggravation of the digital divide across various social and demographic groups, which consists primarily in critical differences in having access to modern means of transmitting and processing information. And also (which is more relevant today) the availability of digital competencies that allow you to use such access most effectively. Due to the extremely high rates of development of information transmission and processing technologies, the gap between «digital leaders» and «digital outsiders» is growing every year. Hence, it is extremely important «developing the technical component of e-government ... to pay the closest attention to the development of its humanitarian component, namely: improving communication skills, developing civic culture and civic abilities, the process of forming public values, etc.»<sup>72</sup>.

Risks and challenges of digitalization are also significant for the strategic development of territories: the growth of opportunities for manipulating people's behavior through the introduction of total information control systems, the loss of freedom of privacy and the leveling of traditional value bases of a policy under serious pressure of technologization and commercialization.

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<sup>71</sup> Political ontology of digitalization and state manageability. Monograph/ ed. Smorgunov L.V. - M. Publishing House «Aspect Press». 2022. P.241.

<sup>72</sup> The same place, p. 258.

## **Paragraph 1.2. Rethinking the policy of territorial development in the conditions of a networked society and the digital economy**

One of the most authoritative researchers who proposed their own concept of modern society, transformed under the influence of the information and communication revolution and digital technologies, is certainly the famous Spanish sociologist Manuel Castels. In his trilogy «Information Age: Economy, Society and Culture» (Information Age: Economy, Society and Culture), published in 1996-1998 in three volumes, he presented and conceptually worked out the concept of a network society.

According to M. Castells' definition, a network society is a type of society that consists of «special configurations of global, national and local networks in a multidimensional space of social interaction. I hypothesize that relatively stable configurations arising at the intersection of these networks may indicate boundaries that allow redefining a new «society» based on the understanding that existing boundaries are highly volatile due to constant changes in the geometry of global networks structuring public practices and organizations»<sup>73</sup>.

Thus, in his definition of a network society, Castells pointed out such significant characteristics as its complex, multi-component nature, mobility or «volatility» of borders, institutional variability, determined primarily by changes in the geometry of the networks structuring society, etc.

Let us briefly outline the main provisions of the concept of a network society, with an emphasis on changes in the spheres of politics and public administration.

These are:

- transformation of the structure of modern political and administrative management towards networking and subordination to the logic of the flow space;
- significant updating of the content of power relations and the field of public policy in general;

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<sup>73</sup> Castels M. Information era: economy, society and culture. M. Publishing house «Higher School of Economics», 2000. pp.64-65.



- reconfiguration of models for the implementation of civic activism, the emergence of new forms of political movements;

- the information, global economy becomes the dominant economic model, in which the network enterprise becomes the basic organizational form of economic agents, and the information economy itself «... is based on interaction within the framework of specific projects, limited in time, between large multinational corporations, enterprises of medium and small forms of doing business and represents a geographically distributed structure, configuration which is constantly changing, adapting to the solved production tasks»<sup>74</sup>;

- in the sphere of culture, the so-called culture of «real virtuality» becomes the dominant form: «Network virtuality and social reality are mixed under the influence of postmodern relativism, giving rise to countless attractors, to which the activity of the network society tends. The discourse of individualization stimulates the rejection of social actors from real contacts in favor of virtual communication. This is the culture of «real virtuality», where the virtual world is sometimes more real than reality».<sup>75</sup>

In the work «The Power of Communications» M. Castells radicalizes transformational processes in the structure of the modern state and society relevant to the conditions of the new globalization: «in the conditions of multilevel globalization, the state becomes just a node (although important) of a certain network (political, institutional or military), intersecting with other significant networks in the process of social practice. Thus, the social dynamics forming around networks act in the direction of the gradual disappearance of society as a stable social form of organization»<sup>76</sup>. This provision, as shown by more than 20 years of experience in the development of the network society, cannot be called indisputable. Neither national states nor regional governance systems have dissolved into global network structures

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<sup>74</sup> Serkina N.E. The concept of a network society by M. Castells // Bulletin of the Maikop State Technological University. 2019. Issue 2(41). pp. 161-169.

<sup>75</sup> Castells M. The Information Age: Economy, Society and Culture. Vol. I: The Rise of the Network Society. Cambridge MA. Oxford UK: Blackwell Publishers, 1996. 556 p., cit. by: Serkina N.E. The concept of a network society by M. Castells // Bulletin of the Maikop State Technological University. 2019. Issue 2(41). pp. 161-169.

<sup>76</sup> Castells M. Information era: economy, society and culture. M. Publishing house «Higher School of Economics», 2000. p. 64.

and have not lost the hierarchical features of the organization of political power. Nevertheless, modern strategic management practices certainly take into account the network nature of communication between different levels and management actors and are forced to comply with it. It is hardly possible today to refute Castells' thesis that the most important source of power is «control of connection points between various strategic networks. I call the holders of these positions switches. Examples of such points are connections between political leadership networks, media networks, scientific and technological networks, military networks and security networks to defend a geopolitical strategy»<sup>77</sup>. And this in turn reformats to a large extent the content, tools and structure of relations between various actors of territorial development. And this in turn reformats to a large extent the content, tools and structure of relations between various actors of territorial development.

Castels also highlighted the basic principles of strategic management and development in the context of the formation of a network society. Among them, he, in particular, referred to the pluralism of networks, the diversity of their functionality, goals and objectives. An attempt to impose their will on the so-called «switches» of the network inevitably leads to a loss of effectiveness: «The more rigidly the switches express a single goal - dominance, the more power relations in the network society suppress the dynamism and initiative of its diverse sources of social structuring and social change»<sup>78</sup>.

Another important principle highlighted by him is the principle of self-development of network structures. Castells reveals this principle by the example of functioning in the conditions of the networkingization of civil social and political movements: «Resistance to programming and disruption of switching to protect alternative values and interests are forms of counter-power exercised by social movements and civil society — local, national, global — face difficulties due to the fact that power networks are usually global, whereas the resistance of the

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<sup>77</sup>Castels M. Information era: economy, society and culture. M. Publishing house «Higher School of Economics», 2000, p.65.

<sup>78</sup> The same place. p.70-72.

counterpower is, as a rule, local. How to achieve the global from the local through the creation of networks with other localities — how to «mass» the flow space — is becoming a key strategic issue for social movements of our century»<sup>79</sup>.

It is not difficult to notice that the concept of a network society is quite consonant with the methodology of social synergy, which is gaining more and more popularity in the conditions of the modern unstable world. It would not be an exaggeration to say that many provisions of synergetics not only fit into the general logic of the development of the network world, but also contribute to the disclosure of its new characteristics and trends. For example, openness is one of the most important qualities of a modern city, reflected not only in works on synergetics, but also in many modern concepts of urbanism. For example, P. Sennet «introduces the term «brittle city» into scientific circulation, as opposed to an open or flexible city: «The result of too rigid a task becomes what can be called a Brittle city ... A brittle city is a symptom of a society functioning at the macro level as a closed system»<sup>80</sup>. On the contrary, an open city creates conditions that «promote unexpected meetings, accidental discoveries, innovations»<sup>81</sup>. The permeability of urban boundaries for economic, social, and cultural interventions turns out to be an important property that determines its sustainability and development potential. Thus, the systemic, information and communication openness of the city and urban agglomerations becomes the most important principle and evaluation characteristic of the strategic management of the development of territories.

One of the leading strategies for shaping the future (the so-called Futurecraft), proposed by famous urbanists Ratti and Caldell, is based on the principles of alternative ways of evolution, non-linearity and high speed of change. It, as well as the synergetic management concept, assumes, first of all, the rejection of artificially imposing development trajectories on the system: as a result, «strategic design refuses

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<sup>79</sup>Castels M. Information era: economy, society and culture. M. Publishing house «Higher School of Economics», 2000, p. 75.

<sup>80</sup> Sandra P., Sennet R. Designing disorder: Experiments and Transgressions in the city. – Moscow: Publishing House of the Gaidar Institute, 2022 p.49.

<sup>81</sup> The same place, p.52.

to describe the desired future «on paper» and insists on an active, activity-based approach based on the development and implementation of innovations in management practice that can create a resonant impact that transforms the social fabric of the city (lead to its mutation)»<sup>82</sup>.

Another thesis about the ever-increasing «complexity, diversity and instability (variability) of the social and cultural environments of a modern city can also hardly be questioned. However, following the representatives of the synergetic methodology, modern urbanists see in this quality not a challenge, but, on the contrary, a significant potential for urban development: «The densely populated and diverse urban population gives rise to many scenes on which civil society can manifest itself if these spaces do not have a fixed form and function. Our thesis in this case is that the DNA of this indefinite, free space can be designed»<sup>83 84</sup>. In the synergetic approach to the management of complex social systems, one of the key initial principles «states that the unstable, non-equilibrium state of the system makes it possible to radically restructure it and reach a new level of development due to a small (in terms of resource/energy costs), but topologically verified impact: «local impact can cause nonlinear and unpredictable, huge and extensive, almost global results»<sup>85</sup>.

There have been numerous examples of such social and political transformations in world history. One of those that has already become a textbook is the example of the October Revolution in Russia in 1917, when the Bolsheviks, a relatively small political party, managed to take full power precisely due to the correctly chosen time and place for the uprising. It is no coincidence that Lenin ended his letter to the members of the Central Committee on the eve of the revolution with

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<sup>82</sup> Kurochkin A.V., Babyuk I.A. Civic participation in the system of designing the development of a modern city: a synergetic approach to analysis // *Creative Economy*. – 2022. – Volume 16. – No. 8.

<sup>83</sup> Sandra P., Sennet R. *Designing disorder: Experiments and Transgressions in the city*. – Moscow: Publishing House of the Gaidar Institute, 2022 p.45

<sup>84</sup> Kurochkin A.V., Babyuk I.A. Civic participation in the system of designing the development of a modern city: a synergetic approach to analysis // *Creative Economy*. – 2022. – Volume 16. – No. 8.

<sup>85</sup> Vityuk E.Yu., Babich V.N. Synergetic laws of city development // *Academic Bulletin of Uralniiproekt RAASN* No. 3, 2011 pp. 68-71.

the phrase: «The government is hesitating. We must finish him off at all costs! Procrastination in the performance of death is like»<sup>86</sup>. Less radical social experiments in a situation of turbulence, instability of social systems include cases of transformation of economic systems and rapid economic growth, which was achieved by states whose economies were in deep crisis. An illustrative example of such a state is Finland, which achieved in the early 1990s. colossal economic success and an increase in the quality of life due to the correct choice of points of application of public investments (applied science, modern communication technologies, software development, higher education), which allowed her to not only get out of the crisis in less than 5 years, but also to become one of the European leaders of information and communication technologies for decades. A similar situation was observed in the first half of the 1990s with the so-called «young Asian tigers»: South Korea, Singapore and Taiwan.

It is important to note that in order to ensure the effectiveness of the territorial development policy in a network society, the principle of disequilibrium should be supplemented by the principle of expanding civic participation in the development strategy of the territory. Broad civic or public participation performs several important functions in this case.

Firstly, it is a feedback system built on the crowdsourcing principle, which allows you to most accurately and fully identify the existing problems of the urban area and outline ways to solve them.

Secondly, it allows you to understand the public mood in a particular area regarding the proposed development strategy and analyze them in the context of the main social groups.

Finally, and thirdly, it is broad public participation that is able to ensure the full implementation of the planned plans, to control all stages of this process. Translating into the language of synergetics, «it is it that will most accurately determine those points that will be the most sensitive and will create a resonance effect leading to a

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<sup>86</sup> Lenin V. I. Complete works. - 5th ed. — Moscow: Politizdat, 1969. — Vol. 34. July — October 1917. — pp. 435-436.

qualitative restructuring of the system»<sup>87</sup>. This effect can be achieved through the use of strategic planning and management tools in the process of digital transformation.

It should be noted that the Russian Federation is fully involved in this process today and is implementing its own strategic program for building a digital economy.

1. Its substantive basis is the «Strategy for the development of the Information Society» and the state program (since 2019 - project) «Digital Economy of the Russian Federation», approved in May-July 2017. In the structure of this program, five main directions of digitalization and three applied ones were identified with an estimated implementation period until 2024. The following were identified as basic federal projects within the framework of the national program in 2019:

2. «Personnel for the digital economy» (this project involves the implementation of most of the goals and objectives outlined in the «Strategy for the Development of the Information Society in the Russian Federation for 2017 – 2030»: «human development; the formation of an information space taking into account the needs of citizens and society in obtaining high-quality and reliable information; the use and development of various educational technologies, including distance learning, e-learning, in the implementation of educational programs; implementation of the development and implementation of partner programs of educational institutions of higher education and Russian high-tech organizations, including on the issue of improving educational programs»<sup>88</sup> and other);

3. «Regulatory regulation of the digital environment» (the project is aimed «at the development and adoption of a number of regulatory legal acts aimed at removing priority barriers to the development of the digital economy, in particular, in such areas as: civil turnover, financial technologies, intellectual property, telecommunications, legal proceedings and notaries, standardization and others»<sup>89</sup>);

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<sup>87</sup> Kurochkin A.V., Babyuk I.A. Civic participation in the system of designing the development of a modern city: a synergetic approach to analysis // Creative Economy. – 2022. – Volume 16. – No. 8.

<sup>88</sup> Passport of the national project «National Program «Digital Economy of the Russian Federation» [Electronic document] (accessed 25.01.2021) URL: <https://digital.gov.ru/ru/activity/directions/858> / p.94

<sup>89</sup> The same place, p.90

4. «Information security» (the project is designed to «contribute to the achievement of a state of protection of the individual, society and the state from internal and external information threats, which ensures the realization of constitutional rights and freedoms of man and citizen, decent quality and standard of living of citizens, sovereignty and sustainable socio-economic development of the Russian Federation in the digital economy»<sup>90</sup>);

5. «Information infrastructure» (the key objectives of the project were defined as: «Creation of a global competitive transmission infrastructure based on domestic developments; creation of a global competitive data processing and storage infrastructure based on domestic developments; creation of a global competitive infrastructure for the functioning of digital data platforms to meet the needs of citizens, business and government based on domestic developments; creation of an ecosystem for the introduction of digital technologies in construction and urban management «Smart City»<sup>91</sup>);

6. «Digital Public Administration» (this federal project primarily «has a direct impact on ensuring the accelerated introduction of digital technologies in the economy and social sphere through the use of digital technologies and platform solutions in the areas of public administration and the provision of public services, including in the interests of the population and small and medium-sized businesses, including individual entrepreneurs, as well as provides qualitative improvement of a number of indicators reflecting the growth of the national economy and the social sphere»<sup>92</sup>);

7. «Digital technologies» (the project as a key goal assumes an increase in "internal costs for the development of the digital economy from all sources (by share in the gross domestic product of the country) by at least three times compared to 2017. The goal will be achieved through ensuring the formation of an institutional

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<sup>90</sup> Passport of the national project «National Program «Digital Economy of the Russian Federation» [Electronic document] (accessed 25.01.2021) URL: <https://digital.gov.ru/ru/activity/directions/858> / p.90

<sup>91</sup> The same place, p.97

<sup>92</sup> The same place, p.100

environment for the development of research and development in the field of digital economy, the commercialization of promising product solutions and the development of technological reserves in the areas of «end-to-end» digital technologies»<sup>93</sup>.

It is also impossible not to mention the efforts to develop and implement a common strategy for the development of the digital economy within the framework of interstate associations in which the Russian Federation plays a significant role. Thus, in 2016, by the decision of the Council of Heads of Government of the CIS member states, the Strategy of Cooperation of the CIS member states in Building and Developing an Information Society for the period up to 2025 was adopted. In 2017. By the decision of the Supreme Eurasian Economic Council, the «Main directions for the implementation of the digital agenda of the Eurasian Economic Union until 2025» were approved, in which, in particular, it was noted that «The goals of the implementation of the digital agenda are to update the existing mechanisms of integration cooperation within the Union, taking into account the global challenges of digital transformation, to ensure high-quality and sustainable economic growth of the member statesmembers, including for the accelerated transition of economies to a new technological order, the formation of new industries and markets, development of human resources. The implementation of the digital agenda will allow synchronizing digital transformations and creating conditions for the development of future industries in the member states»<sup>94</sup>.

Thus, it is impossible not to agree with the thesis that «without a systemic transformation of management processes, without a radical restructuring of the work of the entire state apparatus, it will not be possible to ensure a large-scale return on digitalization»<sup>95</sup>. On the other hand, such a transformation should be associated with

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<sup>93</sup> Passport of the national project «National Program «Digital Economy of the Russian Federation» [Electronic document] (accessed 25.01.2021) URL: <https://digital.gov.ru/ru/activity/directions/858> / p.99

<sup>94</sup> Decision of the Supreme Eurasian Economic Council of October 11, 2017 № 12 «On the main directions of implementation of the digital agenda of the Eurasian Economic Union until 2025» [Electronic document] (accessed 25.01.2021) URL: <https://www.alta.ru/tamdoc/17vr0012/>

<sup>95</sup> Digital transformation of public administration: myths and reality / under the general editorship of N. E. Dmitrieva. M.: Publishing House of the Higher School of Economics, 2019. — 43 p.p.5



solving precisely those problems that dictate new challenges and risks caused by the new globalization and digitalization and have a distinct strategic character.

## **CHAPTER 2. STRATEGIC DEVELOPMENT OF URBAN AREAS IN THE CONTEXT OF DIGITAL TRANSFORMATION**

### **Paragraph 2.1. Strategic planning and management of territories in the process of digitalization of state and municipal administration of the Russian Federation**

As the main tasks of this paragraph we define the following:

- to trace the specifics of the process of development and implementation of ICT in the system of state and municipal administration of the Russian Federation in the 2000s, which determined the features of strategic development at the present time;
- to identify and analyze the key factors of global digitalization, both accelerating and slowing down the dynamics of territorial development in the world and in modern Russia;
- to determine the role, significance and functions of new forms of civic participation in the conditions of digital transformation of urban governance.

It seems that the main vector of the influence of digitalization on the policy of territorial development is associated with the need for a radical restructuring of its structure, forms and methods at all levels of government: «The transition of technological development into an exponential phase led to the fact that humanity on the one hand received unprecedented technologies in terms of management efficiency, and on the other – it turned out that they require other organizational and legal approaches to their promotion. As expected, traditional management models came into conflict with the capabilities of end-to-end digital technologies, which in turn required operational actions for their development»<sup>96</sup>. Thus, the crisis of traditional models and management methods required a qualitative reconfiguration of the state mechanism and brought to life transformational processes in several main areas of public life at once: strategizing and designing the development of socio-

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<sup>96</sup> Slobodchikov O.N., Kozlov S.D., Shatokhin M.V., Popova S.A., Goncharenko A.N. Digit and Power: Digital technologies in public administration. Institute of World Civilizations. 2020. – 320 p. p.6

economic systems, providing the full range of state and municipal services, training and retraining of managerial personnel, communication of the state with business and civil society, activation and reformatting civic participation.

It is impossible to understand the current state and logic of reforming the systems of strategic planning and management of territorial development in Russia under the influence of digitalization without analyzing the initial state and trajectory of the transformational movement during the 2000s. Therefore, the author considers it necessary to conduct at least a brief analysis of the process of development and implementation of ICT in the system of state and municipal administration of the Russian Federation, to identify its features and the results to which this process has led at the present time. In general, the distinctive characteristics of the digitalization process in modern Russia are: a clearly verified logic of the introduction of ICT, chronologically structured within three main stages; the presence at each stage of the necessary regulatory and legal support, forming the institutional framework for regulating public relations regarding the introduction of new technologies; gradual streamlining (through the division of functions and responsibilities between different branches/authorities) of the process of making political decisions on digitalization within the framework of a clearly verified structure of the redistribution of powers between various actors of the political process.

Let's reveal how these characteristics manifested themselves in the chronology of informatization and digitalization of Russian society and the state.

The end of the 1990s- the beginning of the 2000s could be designated as a period of information idealism. Idealistic ideas about the future of an open, democratic information society were most fully reflected in the first international document on the development of the information society - the Okinawa Charter of the Global Information Society, signed by all the leaders of the G8 on July 22, 2000: «The information society, as we imagine it, allows people to use their potential more widely and realize their aspirations. To do this, we must ensure that IT serves to achieve the complementary goals of ensuring sustainable economic growth, improving public welfare, stimulating social harmony and fully realizing their potential in strengthening

democracy, transparent and responsible governance, human rights, developing cultural diversity and strengthening international peace and stability»<sup>97</sup>.

Today it is quite obvious that these idealistic ideas about the information society were not destined to come true. Despite the colossal technological breakthrough in the field of ICT development that has been made over the past 22 years, informatization and digitalization have not only not resolved traditional contradictions and conflicts, but also generated new ones that absolutely do not correspond to the trends of transparency, democratization and strengthening of human rights protection. Humanity has entered the era of «post-truth», information and hybrid wars, the question has been raised regarding the possibility of effective control over the further development of new digital technologies: artificial intelligence, Big Data, the Internet of Things, etc.

Returning to the chronology and logic of the development of information and communication technologies in the Russian Federation and their introduction into management practice, we will highlight the first stage of informatization of public and municipal management systems - 2002-2010, which was primarily associated with the adoption and implementation of the federal program «Electronic Russia», approved by the Decree of the Government of the Russian Federation № 65 of January 28 2002.<sup>98</sup> The main objectives of this stage were fixed in the text of the program itself. These are: «improving the efficiency of the provision of state and municipal services, improving the quality of relations between the state and society by expanding the opportunities for citizens to access information about the activities of public authorities, introducing uniform standards of public service; improving the efficiency of interdepartmental interaction and internal organization of the activities of public authorities based on the organization of interdepartmental information exchange and ensuring the effective use of information and telecommunication

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<sup>97</sup> Okinawan Charter of the Global Information Society of July 22, 2000 // Diplomatic Bulletin No. 8, August 2000

<sup>98</sup> It should be noted that even before the appearance of the federal target program, since about 2000, some departmental projects were implemented, which in fact became pilot projects for Electronic Russia. The most indicative in this regard is the practice of the Ministry of Taxes and Duties, carried out under the leadership of Deputy Minister M.V. Mishustin, who worked in 1998-2004.

technologies by public authorities; improving the efficiency of public administration; ensuring efficiency and completeness of control over the activities of public authorities»<sup>99</sup>. These goals, according to the Electronic Russia program, were to be achieved by solving the following tasks: «the transition to the provision of public services and the performance of public functions in electronic form by federal executive authorities; the development of infrastructure for access to state and municipal services and information about the activities of public authorities and local self-government bodies; ensuring the solution of the tasks of the state management using e-government elements; development of e-government infrastructure»<sup>100</sup>.

Assessing the results of the implementation of the state program «Electronic Russia 2002-2010», it should be noted that despite the fair criticism of the disruption of the deadlines for the implementation of certain activities of the program, there is a clear lack of connection of ministries and departments to the unified electronic document management system (only about 1/3 of federal departments were connected at the end of 2010)., this program contributed to the formation of electronic infrastructure in the system of state and municipal administration and served as a kind of testing ground for the analysis of the main challenges and obstacles to further digitalization. The main practical result of the implementation of the program was the creation of the federal state information system «Unified Portal of State and Municipal Services». At the end of the «Electronic Russia 2002-2010» program, about 500 thousand people were registered on the portal. people who could receive 15 public services in full electronic form, and online paperwork was provided for more than 50 services. According to the Ministry of Digital Development, Communications and Mass Communications of the Russian Federation for 2020. more than 56 million people used the services presented on the portal, and more than 230 million were provided in total. services<sup>101</sup>. It is natural that today the portal of

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<sup>99</sup> Federal Target Program «Electronic Russia (2002-2010)» [Electronic document] URL: <https://digital.gov.ru/ru/activity/programs/6> / Date of application: 04/25/2022

<sup>100</sup> The same place

<sup>101</sup> The number of citizens who used the services of the unified portal of Public Services in 2020 amounted to 56 million people [Electronic document] URL: <https://digital.gov.ru/ru/events/40942> / (accessed: 06/29/2022)

Public Services.ru is recognized as one of the most effective information services for the provision of state and municipal services in the world.

The second stage of the 2011-2017 development of the electronic state and information society was associated with the completion of the phase of infrastructural restructuring and technical re-equipment of the systems of state and municipal authorities of the Russian Federation based on ICT and the formation of the foundation for the development of a full-fledged information society in the country. Therefore, it is natural that the fundamental federal program around which the process of informatization and digitalization was built at this stage was the program «Information Society 2011-2020», developed by the Ministry of Communications and Mass Communications of the Russian Federation and the Ministry of Economic Development of the Russian Federation. The program was already aimed at a new set of goals:

- «1. Improving the quality of life of citizens and improving business development conditions;
2. E-government and improving the efficiency of public administration;
3. Development of the Russian market of information and telecommunication technologies, ensuring the transition to the digital economy;
4. Bridging the digital divide and creating the basic infrastructure of the information society;
5. Ensuring security in the information society;
6. Development of digital content and preservation of cultural heritage»<sup>102</sup>.

It was assumed that as a result of achieving these goals, a wide range of opportunities for using information and communication technologies for industrial, scientific, educational, and social purposes would be created. These opportunities will be available to any citizen, regardless of his age, health status, region of residence and any other characteristics, and their use will be ensured through the creation of

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<sup>102</sup> The state program «Information Society (2011-2020)» [Electronic document] URL: <http://government.ru/docs/3369> / date of application: 04/25/2022

appropriate infrastructure, the creation of digital content and the training of competent users<sup>103</sup>.

The assessment of the progress and final results of the implementation of this program is not unambiguous. First of all this is due to gaps in the pace of implementation of the program, both at management levels and in individual departments. Most experts agree that at the regional level and especially in local governments, the process of implementing information and communication technologies was much slower than at the level of federal agencies.

Nevertheless, despite the imbalance in the implementation of the program by industry and management levels, delays in the pace of implementation of the main tools of the program, its main goals were still achieved. This proves first of all the improvement of the position of the Russian Federation in the profile international ratings. According to one of the most authoritative systems for assessing the development of ICT – the Index of development of information and Communication technologies in the countries of the world (International Telecommunication Union: ICT Development Index 2017), the Russian Federation rose in 2007-2010; From 49th place to 47th and further by 2017; on the 45th place with an index of 7.07 (in 2012 the index was 5.94 units) (see Table 1).

**Table 1. Index of development of information and communication technologies in the countries of the world 2007-2017.**

2007			2017		
Country	Place in the rating	Index IDI	Country	Place in the rating	Index IDI
Sweden	1	7,50	Iceland	1	8,98
Republic of Korea	2	7,26	Republic of Korea	2	8,85
Denmark	3	7,22	Switzerland	3	8,74
Netherlands	4	7,14	Denmark	4	8,71
Iceland	5	7,14	Great Britain	5	8,66

<sup>103</sup> In the same place

Norway	6	7,09	Hong Kong (China)	6	8,61
Luxembourg	7	7,03	Netherlands	7	8,49
Switzerland	8	6,94	Norway	8	8,47
Finland	9	6,79	Luxembourg	9	8,47
Great Britain	10	6,78	Japan	10	8,43
.....	.....	.....	.....	.....	.....
Russia	50	3,83	Russia	45	7,07

*Source:* International Telecommunication Union: ICT Development Index 2017.

The third stage of the digital transformation of the public and municipal administration system (2017-2024) has not yet been completed. Its initiation refers to the message of the President of the Russian Federation V.V. Putin to the Federal Assembly on December 1, 2016, when for the first time he outlined the strategic goal of forming a «new web economy in the Russian Federation capable of increasing the efficiency of industries using information technology».<sup>104</sup> The substantive basis of this stage was adopted in 2017 National Program «Digital Economy of the Russian Federation»<sup>105</sup>, which includes six independent areas: «Regulatory regulation of the digital environment», «Information infrastructure», «Personnel for the digital economy», «Information Security», «Digital Technologies» and «Digital Public Administration». Its distinctive feature is its complex, multi-purpose nature, orientation «towards the creation of both non-digital and digital foundations of digital transformation... Priority attention was paid to changing the regulatory framework; the key aspects of the formation of digital competencies (skills), the development of education and the field of research and development were considered; ...specific initiatives in the field of digital government, smart cities and digital healthcare were proposed»<sup>106</sup>. Also the main innovations of this stage should include the transition

<sup>104</sup> Matveev V.V., Tarasov V.A. State regulation and support of the digital economy in Russia // Innovative economy: prospects for development and improvement, No. 4 (38), 2019 pp.185-194.

<sup>105</sup> Digital Economy of the Russian Federation [Electronic document] URL: <https://digital.gov.ru/ru/activity/directions/858/> (accessed: 05/15/2022)

<sup>106</sup> Matveev V.V., Tarasov V.A. State regulation and support of the digital economy in Russia // Innovative economy: prospects for development and improvement, No. 4 (38), 2019 pp.185-194.



from the program to the project management method, which led to the renaming of the federal program in 2019 into the national project «National Program «Digital Economy of the Russian Federation»<sup>107</sup>.

The progress of the implementation of the national project, as well as the previous program «Information Society», cannot be assessed unambiguously. On the one hand, its complex nature contributes to a wider coverage of problem areas and well-established methodological and regulatory support. On the other hand, the implementation of even individual areas of the project has a very complex and cumbersome management system that is poorly coordinated both vertically and horizontally. From here by 2019-2020. there were disruptions in the timing of the implementation of certain measures and the failure to achieve targets: «in the first quarter of 2020, only 6 indicators out of 231 planned were fully achieved. Approximately 150 deviated from the set deadlines during the implementation process, and almost 30% (66) were found to be unfulfilled».<sup>108</sup> Of course, the Covid-19 pandemic also played a negative role in changing the pace of implementation of the national project, which pushed the deadlines for the implementation of many measures by a year and a half.

**Table 2. The main stages of digitalization of the system of state and municipal administration of the Russian Federation**

Stages	Stage name	Chronological framework	Key Federal program/project	Regulatory framework
I	The stage of initial introduction of ICT on a federal scale and technological re-equipment of state and municipal authorities	2002-2010	Federal Target Program «Electronic Russia (2002-2010)»	The concept of using IT in the activities of federal public authorities until 2010, approved by the Decree of the Government of the Russian Federation

<sup>107</sup> Khokhlov Yu.E. Digital economy in Russia: key results of the assessment of the country's readiness for the digital economy // Competition in the digital age: strategic challenges for the Russian Federation September 2018. World Bank Group.

<sup>108</sup> Digital Economy of Russia URL:<https://www.tadviser.ru/index.php/> Article: Digital\_economics\_Russia [Electronic document] date of application: 20.05.2022

				<p>dated September 27, 2004 № 1244-r;  The concept of Administrative reform in the Russian Federation in 2006-2010, approved by the decree of the Government of the Russian Federation  Federal Law № 1789-r of October 25, 2005  Federal Law № 157-FZ of July 27, 2006 «On Personal Data»;  Federal Law № 149-FZ of July 27, 2006 «On Information, Information Technologies and Information Protection»;  The concept of creating an electronic government in the Russian Federation until 2010, approved by the decree of the Government of the Russian Federation dated May 6, 2008;  Decree of the President of the Russian Federation № 212 of February 7, 2008, approving the «Strategy for the Development of the Information Society in the Russian Federation»</p>
II	The stage of expanding the scale of use and meaningful development of	2011-2017	The State program «Information Society (2011-2020)», which includes the 4th subprograms:	Decree of the President of the Russian Federation № 642 dated

	electronic services: From G to C; From B; from G to G.		«Information and telecommunication infrastructure of the information society and services provided on its basis», «Information environment», «Information State», «Security in the information society».	December 1, 2016 «On the Strategy of Scientific and Technological Development of the Russian Federation»; The concept of forming and maintaining a single federal information resource containing information about the population of the Russian Federation (approved by Government Decree № 1418-r of July 4, 2017); Decree of the President of the Russian Federation № 203 dated May 9, 2017 «On the Strategy for the Development of the Information Society in the Russian Federation for 2017-2030»
III	The stage of digital transformation of the system of state and municipal management on a platform basis; transition from software to project management method	2017-2024	The National Program «Digital Economy of the Russian Federation» (since 2019, the national project «National Program «Digital Economy of the Russian Federation», which includes 6 separate projects: «Regulatory regulation of the digital environment», «Information Infrastructure», «Personnel for the digital Economy», «Information Security», «Digital	Decree of the President of the Russian Federation of May 7 2018 № 204 «On National Goals and Strategic Objectives of the Development of the Russian Federation for the Period up to 2024»; Decree of the Government of the Russian Federation dated 02.03.2019 № 234 «On the management System for the implementation of the national

			Technologies» and «Digital public administration»).	program «Digital Economy of the Russian Federation»
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Thus, a brief overview of the process of formation and development of the information society and the digital economy in the Russian Federation revealed both positive and negative features that manifested themselves at almost all three stages.

The positive ones include: the comprehensive nature of the reform, covering almost all branches and levels of government of the Russian Federation, a well-founded regulatory framework and a powerful scientific and technical potential, both in the field of university and academic science.

The negative ones include, first of all, the uncoordination of the reform management process, the absence of a single responsible and competent center for ongoing control over the execution of the entire national project.

So, the global process of digitalization, as it was shown in the first chapter, has caused a lot of both positive and negative effects at all levels of government: from municipalities to macro-regions and transnational organizations. As its general, «generic» feature, it is possible to designate an integrative nature, a tendency towards the complexity and universalization of management methods, approaches and tools: «the main trend in the development of digital technologies ... is the formation of a new management concept of symphonic enterprise. This concept implies the achievement of a cumulative effect from the introduction of end-to-end technologies by the state and business, such as, for example, blockchain and artificial intelligence systems. The purpose of these efforts is to increase the efficiency of the «digital state» at all levels: from individual structures and processes to complex IR interaction of citizens, government agencies and business»<sup>109</sup>.

The modern Russian state and its constituent individual regions and municipalities inevitably experience this influence. Actually, the very process of introducing ICT into the practice of public and municipal administration since the late

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<sup>109</sup> Slobodchikov O.N., Kozlov S.D., Shatokhin M.V., Popova S.A., Goncharenko A.N. Digit and Power: Digital technologies in public administration. Institute of World Civilizations. 2020. – 320 p. p.22.

1990s, described above, is the main consequence of the global challenge of digitalization and technologization, which made such a comprehensive implementation a prerequisite for efficiency. Let's list and briefly analyze the key factors of digitalization, both stimulating and constraining the dynamics of territorial development, taking into account Russian specifics.

The stimulating factors include the following:

- acceleration of information exchanges through the development and implementation of ICT through all channels of interaction and increasing the effectiveness of the feedback system of the state and civil society;
- increasing, as a consequence of the first factor, the effectiveness of the management decision-making process as a whole and expanding the possibilities of predicting the development of problematic situations;
- reduction, due to greater depersonalization, of all costs associated with the human factor in management: bureaucracy, corruption, nepotism, abuse of office, etc.;
- expansion of opportunities for the development and application of new methods and technologies for strategic development of territories, in particular, methods of shaping the future (future craft) through the use of online crowdsourcing tools.

First of all, we will refer to the deterrent factors:

- the digital divide in both intergenerational and territorial aspects;
- technocratization of politics and management, entailing the loss of traditional value bases and the anthropocentricity of the policy-making process;
- control over the process of technological development is weakening from year to year: neither private corporations nor the state can fully control this process today.

Most researchers agree that the main socio-economic effect of the development and introduction of digital technologies is to increase the quantity and quality of electronic public services, as well as fundamentally new opportunities for information

exchange and, in particular, office work<sup>110</sup>. This is really a «tangible» effect, which gives a concrete saving of budget funds and time. However, it seems to us important to shift the emphasis from the technological aspect to the social one and emphasize the importance of using digital tools to expand opportunities for civic participation and increase civic engagement, which, in turn, make it possible to implement new technologies for shaping the future.

Strategic management of urban development in the early 20s of the XXI century certainly differs from the management practice of the second half of the XX century. Today «even small and remote cities from global economic centers could not but be affected by the digital transformation, which significantly changed the quality of urban infrastructure and the quality of life of citizens in general. However, the vast majority of cities and urban agglomerations, in addition to infrastructure and service innovations, also experience a significant unifying effect of digital urbanization, the essence of which was described quite accurately by R. Sennet: «Today flexible capitalism is developing inside a shackled city. The city has become an iron cage in which confused animals are locked up, working hard. There are several reasons for this paradox. One is the disappearance of mixed spaces and their replacement by more homogeneous areas...Today's methods of urban development – separation of functions, homogenized population, predestination through zoning and regulation of the meaning of the place – does not give time and space for the development of communities necessary for growth»<sup>111 112</sup>.

Well-known urbanists Carlo Ratti and Matthew Claudel note that «the new city is a fundamentally different space in which digital systems have a very real impact on how we get this or that experience, move and lead a social life...Ubiquitous

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<sup>110</sup> Slobodchikov O.N., Kozlov S.D., Shatokhin M.V., Popova S.A., Goncharenko A.N. Digit and Power: Digital technologies in public administration. Institute of World Civilizations. 2020. – 320 p. p.6

<sup>111</sup> Kurochkin A.V., Babyuk I.A. Civic participation in the system of designing the development of a modern city: a synergetic approach to analysis // Creative Economy. – 2022. – Volume 16. – No. 8. – doi: 10.18334/ce.16.8.115245

<sup>112</sup> Sandra P., Sennet R. Designing disorder: Experiments and transgressions in the city. – M.: Publishing House of the Gaidar Institute, 2022. - 280 p.

technology captures all dimensions of urban life, transforming it into a computer for housing»<sup>113</sup>.

Thus, the processes of technologization and digitalization lead to depersonalization and loss of diversity of the social fabric of urban space. The digital transformation of the city is an ambiguous process and according to the results of its influence on the processes of civic participation. It would be fundamentally wrong to recognize it solely as an ideal communication tool that allows unlimited expansion of opportunities for such participation. Steve McQuire quite accurately defined that «he pronounced ambivalence of the digital age in which we live arises from the need to overcome the tension between the potential for new forms of involvement and self-organization of citizens and the tendency to marginalize such projects under the influence of new forms of technocratic control, which they often produce themselves»<sup>114</sup>.

With the above ideas about the impact of digital transformation on the development of urban areas, as already shown above, a new approach to planning the development of territories is the design or creation of the future (futurecraft). It is based on the initial methodological approach formulated by B. Fuller: «The function of what I call design science is to solve problems by introducing new artifacts into the environment, the presence of which will cause their spontaneous use by people and thus force them to abandon their previous problem-generating behavioral practices and tools»<sup>115</sup>.

It seems important to supplement these initial prerequisites for effective design and creation of the future with the thesis about the need to expand competent civic participation in the design processes of strategic development of urban areas: «This influence is determined by the improvement of the feedback system, which is a key tool for information exchange between specific urban locations and decision-making

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<sup>113</sup> Ratti K., Claudel M. *Cities of Tomorrow: Sensors, Networks, hackers and the future of urban life*. M. Publishing House of the Gaidar Institute, 2017. - 248 p.

<sup>114</sup> Kurochkin A.V., Babyuk I.A. Civic participation in the system of designing the development of a modern city: a synergetic approach to analysis // *Creative Economy*. – 2022. – Volume 16. – No. 8. – doi: 10.18334/ce.16.8.115245

<sup>115</sup> Ratti K., Claudel M. *Cities of Tomorrow: Sensors, Networks, hackers and the future of urban life*. M. Publishing House of the Gaidar Institute, 2017. - 248 p.

centers, as well as opportunities for co-participation in the decision-making processes themselves regarding the development of urban areas.

In fact, we are talking about social innovations in various spheres of urban life. And here it is of paramount importance for citizens to acquire new communication skills and competencies that open up opportunities for the implementation of various forms of civic participation, including in the design of urban development.

Thus, the effective design of the future depends not only on activism as such, but also on the level of development of the civic education system, making such participation conscious and adequate to the specifics of the conditions of the internal and external environment of the city»<sup>116</sup>.

In the Russian Federation, residents of large cities already have the opportunity to be involved in the process of managing their development through open feedback platforms (such as «Active Citizen», «We decide together», «Your budget», «Native district» etc.).

In parallel with the process of expanding opportunities for participation, the number of regulatory legal acts aimed at supporting digitalization has increased, which are of a targeted nature, with clearly fixed financial, technological and social results and deadlines. It is also necessary to note the special importance in the new conditions of specialized competence centers, territories of advanced development (TOCER), «boiling points» etc. the main purpose of which (in terms of improving the efficiency of urban management systems) is the elimination of digital inequality and the development of innovative infrastructure of cities.

Having analyzed the process of introducing ICT into the system of state and municipal administration of modern Russia, the intermediate results of digital transformation and their impact on the effectiveness of the decision-making process, as well as the importance of civic participation in the implementation of crowdsourcing technologies for shaping the future, the author came to the following conclusions:

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<sup>116</sup> Kurochkin A.V., Babyuk I.A. Civic participation in the system of designing the development of a modern city: a synergetic approach to analysis // *Creative Economy*. – 2022. – Volume 16. – No. 8. – doi: 10.18334/ce.16.8.115245



- to date the Russian Federation has developed a comprehensive and fairly effective system of providing electronic state and municipal services for the population and business in a single window format. Its success was facilitated by a detailed system of regulatory regulation, which provided legal protection of personal data, regulation of information exchanges, protection from the dissemination of socially dangerous information, etc.

- the ever-increasing complexity of management processes focused on shaping the desired future requires the involvement in these processes of a wide range of experts representing various scientific fields and disciplines grouped around the use of blockchain technologies, the Internet of Things, Big Data and artificial intelligence;

- the same reason requires a fundamental update of the content of the training process of state and municipal employees, the formation of new digital competencies, readiness (including psychological) to make decisions in a multitasking and rapidly changing environment;

- deeper integration of public authorities on the basis of digital platforms is required, which should minimize the inefficiency of interdepartmental interaction. This thesis is especially relevant for the implementation of digital transformations in the field of strategic management of urban development and urban agglomerations;

- it is necessary to introduce new forms of digital civic education that provides knowledge and skills of working with information and communication technologies in the process of implementing civic participation;

- ensuring the possibility of electronic (digital) civic participation should be simultaneously accompanied by the creation of the necessary technological infrastructure that is understandable and convenient for most users. First of all, we are talking about creating applications for smartphones that are integrated into large platforms (for example, this may be an addition to or improvement of the public services service itself ([gosuslugi.ru](http://gosuslugi.ru))).

## **Paragraph 2.2. The role of creative and public spaces in modern territorial development strategies**

Digitalization and the information and communication revolution have led to a rethinking of the role, functions and capabilities of the creative sphere of cities, its fuller integration into economic and socio-political life, the formation of a new digital infrastructure for creative development and a new communicative culture. The development of urban creative industries and creative spaces, as a kind of hubs – centers of intersection of many communication channels, points of convergence of interests and investments, has firmly entered the substantive agenda and has become part of the technologies of strategic territorial development. In the conditions of the current economic situation in the Russian Federation, complicated by unprecedented sanctions from the West, the social, economic and, in part, even political role of the creative sector is increasing many times.

Due to global urbanization and the growth of urban agglomerations, the expansion and complexity of their infrastructure, there is a need for a significantly more efficient use of the urban environment, which would allow concentrating on one territory the maximum possible number of service and recreational facilities that ensure the effective implementation of leisure, creative (creative), and communicative functions, as well as offering a wide range of opportunities for self-employment of citizens. As an optimal solution to this problem, it is proposed to create multifunctional centers that combine several sites suitable for cultural events, entertainment, communication of various social groups of citizens, education (including civil) and directly creative activities. These centers should become localized points of growth (which is especially important for depressed urban areas, the so-called gray zones), which can have a great impact on the city's economy and its image. In addition, they perform an important social function to involve young people in creative entrepreneurship, provide social benefits, thanks to wider opportunities for interaction and cooperation with like-minded people, establish stable social ties, stimulate the development of various forms of business with a

creative beginning, allow citizens to get acquainted with the achievements and main trends in contemporary art, design, fashion, etc. This, in turn, is essential for the formation of new socio-professional communities and urban identity in general.

In this section, the author will analyze the development of urban creative and public spaces in the digital economy based on three hypotheses:

1. The number of urban creative spaces in the conditions of network development and the complexity of the structure of communication channels will grow, as well as their functional content will increase.

2. The main function of creative spaces in these conditions will be their formation and development as information and communication hubs of the mega-network of creative industries.

3. The effectiveness of the policy of strategic development of modern cities is directly related to the quantity and, most importantly, the quality (content of activity and dynamics of development) of creative spaces.

The development of creative industries and creative spaces in the modern world is becoming one of the most important tasks of the state economic, cultural and innovation policy: «it is the state that creates the conditions and coordinates the development of strategic directions of industries, both at the national and regional levels. Promotes large-scale integration of networks and structures of different types»<sup>117</sup>. All levels of public authority are able to exert both stimulating and inhibiting effects on this process by their decisions. The Russian Federation is no exception and provides such development in several main areas:

- inclusion in the strategic development plans of territories (the formation of a full-fledged integrated infrastructure, where the objects of creative spaces and industries would «fit»),

- institutional (regulatory) support,

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<sup>117</sup> Yakova T. S., Yanglyaeva M. M. Creative industries in European countries. state policy // No. 1 (78) 2017. pp. 26-35. pp.27.

- resource provision (preferential tax conditions, attraction of investments, rental benefits for the provision of land and premises, etc.),
- expert support and training of qualified personnel (human creative capital),
- formation of a positive public opinion regarding the need for creative development (especially among young people) and the corresponding cultural urban environment.

It should be noted that in the EU countries and the economic leaders of Southeast Asia, the need and importance of a pro-active state policy in the development of creative industries was understood 30 years ago, when this industry became one of the most important areas of anti-crisis political strategies. The concepts of creating an extensive network of creative industries have been developed and implemented in different countries of Europe, Asia and America over the past two decades. One of the first countries to actively stimulate their development was the United Kingdom. Here, back in the mid-1990s, the state used various methods to stimulate the development of individual creative industries at the regional and municipal levels. In particular, support was given to projects for the development of cartography of entertainment industries, national musical ethnocollectives, etc. «In 2010. the British proclaimed the idea of becoming global leaders in the creative economy, having at that time the largest sector of the creative industry in Europe – more than 7% of GDP compared to 2.6% across the EU as a whole, and focused on «creative industries» as a catalyst for overcoming the recession and restoring the national economy»<sup>118</sup>. Programs for the development of creative spaces and industries have played a special role in the socio-cultural and economic renovation of the depressed territories of the country.

A similar strategy was followed by Finland, which found itself in a deep economic crisis by the early 1990s. A distinctive feature of the Finnish model was the emphasis on the development of the innovation system as a whole, so the creative cluster developed here mainly in the field of IT technologies, and, in particular, the

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<sup>118</sup> Yakova T. S., Yanglyaeva M. M. Creative industries in European countries. state policy // No. 1 (78) 2017, p. 28.

creation of open source software (Linux became the most famous product, as an alternative to the products of multinational IT corporations, primarily Microsoft), and not more «familiar» industries: fashion, fine arts.

Creative industries and, more broadly, the creative economy, defined as a set of «socio-economic relationships that arise on issues of consumption, exchange, production, redistribution, based on non-traditional, non-standard, non-copied strategies, concepts, ideas, events that form an effective solution to socio-economic issues based on new knowledge, fundamentally qualitatively different solutions»<sup>119</sup>, were put at the forefront of the development of the entire Scandinavian region, as stated in particular by the Council of Ministers of the Nordic Countries, designated as the motto of the development of the macroregion the slogan: «Creativity is the Nordic response to globalization»<sup>120</sup>.

The result of the successful implementation of this political strategy was that Finland, Sweden, Denmark and Iceland were in the top ten of the global creativity rating, which was compiled by the Martin Prosperity Institute Research Center of the University of Toronto in 2015 based on the assessment of three composite parameters: technology, talent, tolerance (3T) (see Table 3).

Three Nordic countries (Finland, Sweden and Denmark) entered the top ten of the global innovation rating in 2021 (see Table 3) and, despite a slight change in positions, in the top ten of the global innovation rating of 2022 (see Table 4). All the Northern European states have entered the top twenty of the global innovation rating over the past 2 years.

The only rating where they found themselves in relatively lower positions (remaining nevertheless in the top 20) was the «Rating of attractiveness of countries for stars of creative industries». In 2022, Sweden took 15th place in it, and Denmark 17th. However, this is primarily due to the specifics of the rating itself (focused primarily on assessing the attractiveness of the world's fashion and design centers for

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<sup>119</sup> Mikhailova A.V. Digital and creative economy in the modern space // Creative Economy. - 2018. – Volume 12. – No. 1. – pp. 29-42. p.31.

<sup>120</sup> Yakova T. S., Yanglyaeva M. M. Creative industries in European countries. state policy // № 1 (78) 2017, p. 27.

the stars of creative industries), and secondly, to the specifics of the Northern European model of innovative and creative development, in which the elite level of creative industries is not given a primary role.

**Table 3. Global Creativity Rating 2015**

Place	Country	Technologies	Talent	Tolerance	Mark
1	Australia	7	1	4	0,970
2	USA	4	3	11	0,950
3	New Zealand	7	8	3	0,949
4	Canada	13	14	1	0,920
5-6	Denmark	10	6	13	0,917
5-6	Finland	5	3	20	0,917
7	Sweden	11	8	10	0,915
8	Iceland	26	2	2	0,913
9	Singapore	7	5	23	0,896
10	Netherlands	20	11	6	0,889

Source: Global Creativity Index 2015 rankings [Electronic document] URL: <https://www.culturepartnership.eu/en/article/global-creativity-index-2015>

**Table 4. Global Innovation Rating 2021**

Place in the rating	Country	Scores	Group of States by income	Rating of the region to which the state belongs
1	Switzerland	65,5	1	1
2	Sweden	63,1	2	2
3	USA	61,3	3	1
4	United Kingdom	59,8	4	3
5	Republic of Korea	59,3	5	1
6	Netherlands	58,6	6	4
7	Finland	58,4	7	5
8	Singapore	57,8	8	2
9	Denmark	57,3	9	6

10	Germany	57,3	10	7
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Source: Global Innovation Index 2021 rankings [Electronic document]

URL:[https://www.wipo.int/edocs/pubdocs/en/wipo\\_pub\\_gii\\_2021.pdf](https://www.wipo.int/edocs/pubdocs/en/wipo_pub_gii_2021.pdf)

**Table 5. Global Innovation Rating 2022.**

Place in the rating	Country	Scores	Group of States by income	Rating of the region to which the state belongs
1	Switzerland	64,6	1	1
2	United States of America	61,8	2	1
3	Sweden	61,6	3	2
4	United Kingdom	59,7	4	3
5	Netherlands	58,0	5	4
6	Republic of Korea	57,8	6	1
7	Singapore	57,3	7	2
8	Germany	57,2	8	5
9	Finland	56,9	9	6
10	Denmark	55,9	10	7

Source: Global Innovation Index 2022 rankings [Electronic document] URL:

[https://www.globalinnovationindex.org/userfiles/file/reportpdf/GII\\_2022\\_R-ExSum\\_WEB.pdf](https://www.globalinnovationindex.org/userfiles/file/reportpdf/GII_2022_R-ExSum_WEB.pdf)

**Table 6. Rating of attractiveness of countries for stars of creative industries in 2022.**

Place in the rating	Country
1	USA
2	UK
3	China
4	Germany
5	Japan
6	France
7	Italy
8	Spain
9	Australia

10	South Korea
11	Canada
12	Brazil
13	Switzerland
14	Netherlands
15	Sweden
16	India
17	Denmark
18	Irish
19	Turkey
20	Russian Federation
21	Poland
22	New Zealand
23	Mexico
24	Belgium
25	Norway
26	South AFRICA
27	Peru
28	Taiwan
29	Austria
30	Finland

*Source:* National Research University «Higher School of Economics» [Electronic document]

URL: <https://issek.hse.ru/news/679775451.html>

As noted above, the segment of creative industries and spaces is no less significant for the most developed countries of Southeast Asia: South Korea, Japan, Singapore and Taiwan. Naturally, two of them, Singapore and South Korea, also entered the top ten of the world ranking of innovative development. It is hardly possible to clearly define a special East Asian model of state policy for the development of creative industries. However, the countries of the region have a similar socio-economic and cultural-historical context of development, and therefore, we can talk about some common patterns and trends in the choice of such a political strategy. With all the national peculiarities, the national governments of the countries



of the region develop strategies for the development of creative industries based on three important prerequisites:

- 1) the transformation of the Southeast Asian region into one of the world's centers of economic growth — the region of the most dynamic urbanization;
- 2) extremely high dynamics of social and cultural-political changes of the late XX-early XXI centuries, which required the implementation of a new cultural policy;
- 3) creative industries are becoming the most important resource here to increase the export potential of the countries of the region.

Russia certainly took into account the best foreign experience when developing its own strategy for the development of the creative economy. Among the main institutional measures taken by the Government of the Russian Federation to support and develop creative industries and creative spaces, it is necessary to emphasize the «Concept for the development of creative Industries until 2030», approved by the Decree of the Government of the Russian Federation dated September 20, 2021 № 2613-r and the «Action Plan for the development of creative industries», approved by the decree of the Government of the Russian Federation from August 17, 2022 № 2290-R. The concept has normatively fixed the concept of creative (creative) industries. They are defined «as spheres of activity, a significant part of the added value in which is formed through creative activity and management of intellectual property rights. Among such industries are cinematography, architecture, fine and theatrical art, fashion, design, advertising, animation, folk arts and crafts»<sup>121</sup>. The key target indicator fixed in the concept was an increase in the share of Russian creative enterprises in the domestic economy from 2.2% in 2021 to 6% in 2030, as well as the share of employees in creative industries from 4.6 to 15%<sup>122</sup>. That is, it is planned to triple both indicators in eight years. To implement this ambitious task, the government has developed a comprehensive action plan that includes individual projects in all areas of the development of the creative sector of the economy: aggregation of

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<sup>121</sup> The Government has approved an action plan for the development of creative industries [Electronic document] URL: <http://government.ru/news/46294/> (accessed: 08/23/2022)

<sup>122</sup> In the same place

information on all actors in various areas of creative production and projects and activities initiated by them on the basis of a single platform «Cultural Map 360», as well as a mobile application «Cultural Navigator»; creation of a single information resource that provides information about upcoming cultural events and the possibility of buying tickets for them; creation of a special service to protect the intellectual rights of creative content developers, the opening of specialized regional educational centers, creative laboratories, schools of creative industries in the regions of the Russian Federation and the unified University of creative industries «Tavrida» etc.<sup>123</sup>

The development of creative industries and the growth of the number of creative spaces in the context of digital transformation is determined by several reasons. Among all their diversity, we will highlight the key ones.

Firstly, it is a global trend of increasing influence of digitized information and, first of all, visual content on all spheres of life and activity of a modern person. On the one hand, this creates a need (in a certain sense, even psychological dependence) to search for new, more diverse content, on the other hand, it requires effective navigation technologies, segregation and analysis in a boundless sea of information. There is a request for openness, which, however, is often satisfied with fake news or manipulative technologies of conveying information.

Secondly, modern network information and communication technologies provide fundamentally different opportunities for business, which, in turn, form new functions, tasks and models of interaction between business and citizens (consumers), business and government. Creative business turns out to be able not only to meet people's needs in new senses, to generate new opportunities to meet aesthetic needs, to carry out entertainment and recreational functions. It performs today the most important communicative function that connects the urban social space and, in many ways, forms the urban identity. At the same time, the system of creative production (industry) and placement (space) should be based on certain principles:

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<sup>123</sup> The government approved the action plan for the development of creative industries [Electronic document] URL: <http://government.ru/news/46294/> (date of access: 23.08.2022)

1. Strive to increase the information competence of citizens, be (at least partially) focused on the development of civic education and the growth of civic activism;
2. To be aware of the measure of responsibility for the quality and consequences of content distribution, not to focus solely on novelty, but to fill it with socially significant meanings;
3. To be socially oriented, i.e. not to focus solely on the entertainment function, but also to strive to perform educational, socializing, partly cultural and educational tasks.

The basis for the strategic development of urban areas today is the animation of creative capital, which is formed by innovative, knowledge-intensive industries and creative industries. In fact, both are based on general principles of functioning and differ mainly by industry principle. However, for the effective development of urban areas, an increase in the number and diversity of creative industries and spaces is more significant, since innovative production complexes are most often taken outside the city limits to special scientific and technological parks and zones, such as Skolkovo near Moscow or Innopolis near Kazan.

## **CHAPTER 3. FEATURES OF THE POLICY OF CREATIVE STRATEGIC DEVELOPMENT OF ST. PETERSBURG IN THE CONDITIONS OF DIGITALIZATION**

### **Paragraph 3.1 Experience of strategic planning of urban development in St. Petersburg**

Having considered in the previous chapter the peculiarities of the impact of digital transformation on the methodology and technologies of strategic development of territories in Russia and the world as a whole, as well as the role, significance and functions of creative industries and spaces in ensuring the effectiveness of urban economic and social policy, the author considers it necessary to proceed to the analysis of a specific case, namely the experience of strategic development of St. Petersburg.

St. Petersburg is of particular interest not only as the cultural capital of Russia a metropolis with a huge scientific and technical potential, but also as a city where, for the first time, the practice of full-fledged strategic planning of the territory's development in a market economy was implemented at the regional level. Another important argument in choosing St. Petersburg as an object of targeted analysis within the framework of this study was the clearly insufficient knowledge of the political and administrative components of strategic management of the territory's development and especially the role of social management practices and civic participation in these processes. Therefore, the analysis of the political and social aspects of the urban system of strategic management and development of St. Petersburg is particularly relevant and important.

Among the few authors who have written on the topic of strategic planning and development of St. Petersburg, one can point to the works of B.S. Zhikharevich (emphasis on the influence of strategic planning on the socio-economic development of regions and municipalities, methodology and modern technologies of strategic

forecasting and management)<sup>124 125 126 127</sup>, Aksenov K.E. (emphasis on the problems of spatial development and urban development planning)<sup>128 129</sup>, Kotov A.I. (some aspects of the strategic development of innovation policy in the city)<sup>130</sup>, Lachinsky S.S. (research focus on certain branches of economic policy, in particular, issues of economic security of the city)<sup>131</sup>. In order to analyze and draw concrete conclusions about the modern system of strategic planning and management in St. Petersburg, it is necessary to briefly dwell on its history and identify some stable characteristics that contribute to or, on the contrary, inhibit these processes.

The first strategizing practices date back to the pre-revolutionary period of the history of Russia and St. Petersburg and are associated with the names of great scientists and statesmen: D.I. Mendeleev (who, in addition to famous discoveries in the field of chemistry, presented a plan for the socio-economic division of the territory of Russia into 14 economic territories), V.I. Vernadsky, A.P. Karpinsky and B.B. Golitsin (who stood at the origins of creation in 1915. at the Russian Academy of Sciences, the Permanent Commission for the Study of the Natural Productive Forces of Russia, which has become one of the important subjects of socio-economic planning in Russia not only of the pre-revolutionary period, but also of the Soviet (transformed into the Commission for the Study of Natural Productive Forces) and even the post-Soviet (continues to work to this day as the Council for the Study of Productive Forces)), P.P. Melnikov (First Minister of Railways, author of the plan for the development of the Russian railway network in the 60s of the XIX century), P.P.

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<sup>124</sup> Batchaev A.R., Zhikharevich B.S. Socio-economic planning in St. Petersburg: before and after the 1997 Strategic Plan. A sketch of a historical essay / Brochure (review). – St. Petersburg: Publishing house «ICSEI «Leontievsky Center», 2017. – 24 p.

<sup>125</sup> Zhikharevich B.S., Pribyshin T.K. Urban development strategies: Russian practice 2014-2019. // Spatial Economics. – 2019. – Vol. 15, № 4. – pp. 184-204.

<sup>126</sup> Zhikharevich B.S., Pribyshin T.K. Municipal strategic planning in Russia between crises // *Izvestiya Russian Geographical Society*. - 2016. – Vol. 148. – № 3. – pp. 1-13.

<sup>127</sup> Zhikharevich B.S. Influence of the spatial development strategy of Russia on municipal strategies // *The economy of the Northwest*. – 2021. – No. 3. – pp. 8-19

<sup>128</sup> Aksenov K., Brade I., Roh K. Development of socio-spatial differentiation in areas of mass residential development in a post—Soviet city (on the example of Leningrad - St. Petersburg) // *Izvestiya RAS. Ser. Geogr.* 2010. № 1. pp. 42-53.

<sup>129</sup> Aksenov K.E. Trends in the development of the urban environment: is there something unique in the universal? (On the example of St. Petersburg) // *Modern productive forces*. 2014. No. 3. pp. 22-36.

<sup>130</sup> Kotov A. I. Innovative future of St. Petersburg // *Problems of forecasting*. 2014. №6 (147). p. 95.

<sup>131</sup> Lachinsky S. S. Some aspects of the economic security of St. Petersburg and the Leningrad region in the conditions of geo-economic uncertainty // *Baltic region*. 2018. Vol. 10, № 3. pp. 136-149.

Semenov (the manager of the Central Statistical Committee of the Ministry of Internal Affairs, who proposed a plan for dividing Russia into 14 natural economic regions), etc. It is natural that some authors distinguish exactly three stages in the periodization of the history of Russian strategic planning and management: pre-revolutionary, Soviet and modern or post-Soviet<sup>132</sup>. In the pre-revolutionary (especially late) period, some fundamental foundations of strategic planning were laid, although it is certainly impossible to call the above-mentioned projects full-fledged strategies in the modern sense of the word.

Closer to the modern practice of strategic planning and management of socio-economic development of territories are the most famous examples of Soviet plans of the 1920s-30s. The classic example of Soviet planning is recognized by almost all researchers as the state electrification plan of the RSFSR – GOELRO, created in less than a year in 1920, by the efforts of the State Commission for the Development of the electrification plan of Russia under the leadership of G. M. Krzhizhanovsky and with the personal participation of V.I. Lenin and adopted at the VIII All-Russian Congress of Soviets. Its implementation was successfully completed in 1931. In addition to the GOELRO plan, serious scientific developments of the theory and practice of long-term economic planning were conducted in the early 1920s, the authors of which were such well-known economists and managers as the author of the concept of wave development of the economy and the draft General Plan for the restoration and Development of agriculture of the RSFSR N.D. Kondratiev, the author of the balance method, Nobel laureate V.V. Leontiev, V.G. Groman, S.G. Strumilin, V.A. Bazarov, etc. By the end of the 20s. The Soviet government put at the forefront of the development of the national economy directive five-year plans (the first 1928-1932), implemented under the leadership of the USSR State Planning Committee (the State General Planning Commission under the USSR Council of Labor and Defense).

The Soviet planning system, despite certain achievements (especially at the stage of formation in the 1920s) and contribution to the development of mathematical

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<sup>132</sup> Maklakova, E.A. Historical prerequisites for the creation of a modern strategic planning system in Russia Volume: 6, № 4. 2015 pp. 132-138

methods of planning, is not relevant today primarily due to the absence of market mechanisms of management in the USSR.

Modern strategic planning and management of territorial development arose and developed on the foundation of strategic corporate management, the basic principles of which were developed in the 1960s-70s by outstanding economists and management theorists Chandler A.<sup>133</sup>, Ansoff I.<sup>134</sup><sup>135</sup>, Mintzberg G.<sup>136</sup> and later developed in the works of Aaker D.A.<sup>137</sup>, Drucker P.<sup>138</sup>, Thompson A.A.<sup>139</sup>, Strickland A. J.<sup>140</sup> and others.

They also allowed us to formulate the classical definitions of strategic planning and management, which is understood as: «The process by which managers establish long-term directions for the development of the organization, its specific goals, develop strategies to achieve them in the light of all possible internal and external circumstances and accept the chosen action plan for execution»<sup>141</sup>, «... the management process for the purpose of implementing the mission of the organization by managing the interaction of the organization with its environment»<sup>142</sup>, «...the process of establishing and determining the relationship of an organization with its environment, manifested in the achievement of goals and attempts to achieve the desired state of relations with the environment through such a distribution of resources that would allow the organization and its divisions to act effectively»<sup>143</sup>.

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<sup>133</sup> Chandler A. *Strategy and Structure: Chapters in the History of American Enterprise*. Cambridge, 1962.

<sup>134</sup> Ansoff I. *Strategic Management*. - M.: Economics. 1989.

<sup>135</sup> Ansoff I. *New Corporate strategy*. St. Petersburg, St. Petersburg, 2008. 422 p.

<sup>136</sup> Mintzberg H. *Patterns in Strategy Formation*. *Management Science*, 1978, vol. 24, no. 9, pp. 934–948

<sup>137</sup> Aaker D.A. *Strategic market management: Business strategy for successful management: trans. from English - 6th ed.* - M., 2003. – 542 p.

<sup>138</sup> Drucker P. *Effective management. Economic problems and optimal solutions*. Moscow: Publishing and trading house «GRAND», «FAIR-PRESS», 1998.

<sup>139</sup> Thompson, Jr. A.A., Strickland A.J. *Strategic Management: Concepts and Situations for Analysis*, 12th edition: Trans. from English. Moscow, Williams Publishing House, 2013. 928 p.

<sup>140</sup> Thompson A.A., Strickland A.J. *Strategic Management. The Art of strategy development and implementation: Textbook for Universities / Translated from English*. edited by L.G. Zaitsev, M.I. Sokolova. – M. : Banks and Exchanges, UNITY, 2017. — 576 p.

<sup>141</sup> Thompson, Jr. A.A., Strickland A.J. *Strategic Management: Concepts and Situations for Analysis*, 12th edition: Trans. from English. Moscow, Williams Publishing House, 2013. 928 p.

<sup>142</sup> Higgins J.M. *Organizational Policy and Strategic Management: Text and Cases*. 2nded. Chicago, The Dry dent Press, 1983, p.98.

<sup>143</sup> Schendel D.E., Hatter K.J. *Business Policy or Strategic Management: A Broader View for an Emerging Discipline*. Academy of Management Proceeding. August, 1972.

Despite the huge variety of techniques and technologies, the strategic management of the development of territories unites several general principles:

- the fundamental importance of analyzing the external environment of the control system and the need to establish not just adaptation, but effective equilibrium with the external environment (ecological environment) of the system;
- the open nature of the management system, which presupposes the free exchange of information and other resources with the environment;
- orientation to the future state of both the environment and the management system itself, which assumes an active position of the subject of management aimed at transforming the conditions of the external environment as a possible and necessary condition for development.

During the post-Soviet, market period of development of strategic planning and management in the Russian Federation, legislators and officials tried to implement the principles outlined above both in institutional and organizational aspects at all levels of state and municipal administration. Let's look at this process in historical retrospect.

The first stage of the early 1990s, despite the abundance of political programs containing elements of short- and medium-term planning (for example, the infamous «500 days» program), was characterized by the tactical nature of management, subject to frequent political and socio-economic crises. Therefore, the planning of this period did not correspond to the very spirit of strategizing.

At the federal level, regulatory and legal support for the processes of strategic state and municipal management in new market conditions began to take shape only in 1995, since the adoption of Federal Law № 115-FZ «On State Forecasting and programs of socio-economic development of the Russian Federation». According to this law, the concept and program of socio-economic development of the Russian Federation acts as the basis of the state long-term planning system, and medium-term target programs are the key implementation tool. However, the planning system established by this law initially contained significant shortcomings.



Firstly, it did not meet modern requirements for strategic planning and development management, did not clarify how coordination efficiency should be achieved across industries and individual levels of management<sup>144</sup>.

Secondly, there was a mismatch of election cycles and long-term planning periods (in steps of four to five years), which in Russian conditions significantly complicated the effective implementation of the planned plans (we will see a similar problem in the case of St. Petersburg).

Thirdly, many researchers note the methodological imperfection of the elaboration of program-target planning in general and medium-term target programs in particular<sup>145</sup>. Thus, by the beginning of the XXI century, Federal Law № 115-FZ «On State forecasting and programs of socio-economic development of the Russian Federation» was clearly outdated. In the first years of the XXI century the Ministry of Economic Development of the Russian Federation was actively engaged in the development of strategies, which became a kind of intellectual center of the reforms carried out in the country. However the failure with the «Concept of long-term socio-economic development of the Russian Federation until 2020», approved by the Decree of the Government of the Russian Federation dated 17.11.2008 and in fact immediately lost its relevance due to the outbreak of the global economic crisis, forced the federal authorities to reconsider the approach to strategic planning itself. As a result it was decided to develop the second version of the «Strategy 2020», for which an unprecedented pool of experts was created in terms of the number of attracted researchers and practitioners, politicians and public figures, united in 21 thematic groups, which during 2011 actively in an open, interactive mode, we worked out a comprehensive program of reform and strategic development of the Russian Federation. As a result by December 2011 an impressive 864-page document «Final report on the results of expert work on topical issues of Russia's socio-economic strategy for the period up to 2020 Strategy 2020: A New Growth Model - a new social

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<sup>144</sup> Romanyuk M.A., Lichko K.P. On strategic planning in the Russian Federation // Izvestiya TSKHA, issue 6, 2015 pp. 83-91

<sup>145</sup> In the same place

policy» was developed. According to the parameters of taking into account expert and public opinion, this was an unprecedented project, but it did not fully take into account the specifics of the political and administrative system of the Russian Federation, the problems of coordination both on sectoral and territorial principles, made a clear emphasis on the introduction of Western experience of strategic development, which is not always appropriate in modern Russian conditions.

As a result, the implementation of the «Strategy 2020» (although it has not officially become a direct guide to action for Russian politicians and bureaucracy), according to expert assessment, turned out to be very limited, despite the involvement of all key actors in the planning process and the organization of a long scientific and public discussion of the main directions and targets of development. Thus, the average level of performance of the indicators laid down in each direction of strategizing did not exceed 30%<sup>146</sup>. According to experts, only one section of the «Strategy 2020» was completed by more than half. This is the section «New School» dedicated to the reform of the secondary education system<sup>147</sup>.

A truly innovative regulatory legal act, which established a new order of strategic planning and management of territorial development in the Russian Federation, appeared only in June 2014. This is Federal Law № 172-FZ «On State Strategic Planning». This law significantly streamlined the strategic planning procedures by establishing a clear system of legal acts of state and municipal strategic planning, correlating them by timing and content. (see Table 7). It is impossible not to agree with a number of domestic authors who noted that the adoption of this law: «allows us to talk about the beginning of a qualitatively new stage in the organization of relevant activities as public legal entities - state authorities and local self-government bodies, as well as the entire composition of participants in the planning and management of the development of the country and its individual territorial entities,» since he established clear legal foundations for «both strategic planning in

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<sup>146</sup>Strategy 2020. What has been achieved. 27.09.2017 [Electronic document] URL: <http://2035.media/2017/09/27/strategy2020-part1/> (accessed: 06/20/2022)

<sup>147</sup> In the same place

the Russian Federation and coordination of state and municipal strategic management and budgetary policy».<sup>148</sup>

**Table 7. The system of strategic planning in the Russian Federation, according to the Federal Law "On State Strategic Planning" 2014.**

**I. FEDERAL LEVEL OF STRATEGIC PLANNING**

Annual Message of the President of the Russian Federation to the Federal Assembly of the Russian Federation	Strategy of socio-economic development of the Russian Federation	National Security Strategy
Accepted annually	Adjusted every 6 years	Adjusted every 6 years

**II. FEDERAL LEVEL OF SECTORAL AND TERRITORIAL PLANNING**

Sectoral federal strategies	Spatial Development Strategy of the Russian Federation	Strategies of socio-economic development of federal districts
For the period of long-term forecast of socio-economic development		

**III. REGIONAL (SUBJECT) THE LEVEL OF STRATEGIC PLANNING OF SOCIO-ECONOMIC DEVELOPMENT**

Strategy of socio-economic development of the subject of the Russian Federation
It is being developed for the period of long-term forecast of socio-economic development of the municipality

<sup>148</sup> Konstantinovich D.A. Federal Law «On Strategic Planning in the Russian Federation» as the organizational and legal basis of the national strategic management system [Electronic document] <https://cyberleninka.ru/article/n/federalnyy-zakon-o-strategicheskoy-planirovaniy-v-rossiyskoy-federatsii-kak-organizatsionno-pravovaya-osnova-natsionalnoy-sistemy> (accessed: 10/15/2022)

#### IV. MUNICIPAL LEVEL

Medium-term/long-term forecast of socio-economic development of the municipality	Municipal development programs
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The obvious advantages of this federal law include clarification and legislative consolidation of the basic concepts of state strategic planning, emphasis on the order of goal-setting in the process of developing and implementing strategic plans, as well as coordination of interactions of the main actors involved in this process both on the sectoral principle (planning areas) and at various levels of management (federal, regional, municipal). For example, Articles 4 and 5 of the federal law «On State Strategic Planning» quite clearly establish the division of competencies between the federal center and the subjects of the Russian Federation, referring to the establishment of the procedure for coordinating the activities of authorities at various levels, as well as (see paragraph 7 of Article 4) coordination of the procedure for goal-setting and balancing the goals and objectives of the federal center and subjects to the powers of the Russian Federation.

Meanwhile, it is necessary to note a number of important shortcomings of this law, which are especially clearly manifested today, in the process of formation of a unified system of public power in Russia. First of all, they relate to the lack of clarity and sometimes even inconsistency of the provisions of this law regarding the legal regulation of the interaction of federal and regional state authorities with local self-government bodies. Even a brief analysis of the document makes it possible to note the lack of fixation in this law of the role and responsibility of public authorities for organizational and methodological support of strategic planning at the municipal level, which not only contradicts the systemic transformations of state and municipal administration towards the formation of a unified public authority, but also does not meet the most general conditions for ensuring effective strategic management on the territory of the subject of the Russian Federation, consisting of a sufficiently large number of municipalities, socio-economic planning in which it may well be

inconsistent. The requirement of the law (paragraph 1, Article 6) on the need to coordinate the goals and objectives of planning in municipalities with the priorities and development goals of the Russian Federation and its subjects cannot be considered sufficient. The same problem of potential inconsistency and mosaic of municipal plans makes it difficult to develop a system of uniform indicators for evaluating the effectiveness of the execution of strategic planning documents and, accordingly, the ultimate effectiveness of the work of local governments. In a less acute form, this problem also applies to the subject level of state power where we observe an extraordinary content and chronological diversity of key strategic planning documents: strategic plans for the socio-economic development of regions.

For the largest federal cities of Moscow and St. Petersburg, this problem is particularly acute, even despite the very truncated powers of local self-government bodies, since the number of municipalities still existing on their territory is very large: 125 districts for Moscow, 111 municipalities for St. Petersburg and obviously makes it impossible to effectively coordinate their interactions on the scale of the entire metropolis.

Taking into account all these historical, regulatory, and political-administrative features of the development of the strategic planning and management system at the level of the Russian Federation, let us turn to the experience of organizing strategic planning in the subject of the Russian Federation, the federal city of St. Petersburg.

In Leningrad-St. Petersburg the system of strategic planning and management of the development of the territory, on the one hand, was certainly connected with national regulatory and legal requirements and socio-economic trends, but on the other had its own distinctive features. In the Soviet period the system of strategic planning for the development of the city was actually reduced to the planning of development and zoning of the territory in accordance with the objectives of the development of the industrial complex of Leningrad. So back in 1919 I. A. Fomin developed a «Scheme for dividing the city of Petrograd into zones», in 1924. The «Leningrad Settlement Project» was adopted in 1927. «Leningrad zoning Scheme» and «Leningrad Development Scheme».

In the early 1970s there were significant changes in the content of city development planning. First of all in 1972 the Leningrad Regional CPSU Committee established the Council of Economic and Social Planning, before the creation of which these functions were assigned to the planning commissions of the Leningrad Executive Committee and the Legorispolkom. In 1975 the first comprehensive plan for the economic and social development of Leningrad and the Leningrad Region appeared, the closest in terms of its universality and scope to modern documents of strategic planning for the development of territories. Total until 1991 three such plans were developed, linked to the five-year planned development cycle (1976-1980; 1981-1985; 1986-1990), but with details for each year of the five-year plan. However, all these plans, of course, were accepted and were relevant only for the command-administrative, planned economy and, despite some substantial innovations, absolutely did not fit the conditions of a transitional or, moreover, a market economy. Therefore it is natural that since the beginning of 1991. The first attempts were made to develop and substantiate the concept of city development in fundamentally different economic and political conditions: «Feasibility and socio-economic justification of the Leningrad Free Enterprise Zone», «Leningrad region: prospects» etc.

In the post-Soviet period, several stages in the development of the practice of urban strategic planning can be distinguished. Among the existing periodizations, special attention is drawn to the periodization proposed by St. Petersburg economists Batchaev A.R. and Zhikharevich B.S. These researchers identified 6 stages in the development of strategic planning and management in St. Petersburg, covering the period from 1992 to 2014.

The first stage of 1992-1996 was «the most difficult and controversial period in the recent history of St. Petersburg and the whole of Russia ... The reforms were painful and accompanied by deep crisis phenomena: rising unemployment, falling incomes, economic crisis, political instability, hyperinflation, rampant crime»<sup>149</sup>. It

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<sup>149</sup> Batchaev A.R., Zhikharevich B.S. St. Petersburg in the post-Soviet period: economic strategies and development // Economic and social changes: Facts, trends, forecast 4 (34), 2014. p. 70.

could be designated as a protoperiod of the development of urban strategic planning, because during its course, despite the adoption of some strategic documents, such as for example the «Program of Actions of the Executive Committee of the Leningrad City Council in a crisis», «The Concept of regional development of the Leningrad Advanced Economic Zone» and the program «St. Petersburg – 2000», strategic planning it was divorced from economic and political realities and the obvious dominant was the tactical or reactive type of urban political management. This stage completely coincides with the period of management of the city by the administration headed by Mayor A.A. Sobchak.

The second stage is defined in 1997 and is associated with public discussion, development and approval of the Strategic Plan for the Development of St. Petersburg, which became the first full-fledged strategic planning document not only for the Northern Capital, but also for Russia as a whole. Its development took almost a year and met all the basic requirements for the process of modern strategic planning and management: at the end of 1996. the main organizer of expert work on the preparation of the Strategic Plan of the ICSEI «Leontief Center» was identified a special management structure for the development of the plan was formed: the General Council; the Executive Committee; 14 thematic commissions consisting of representatives of the city administration, NGOs, the expert community; the expert council, design bureaus, foreign experts were also involved (for the model basis of the Strategic the Strategic Plan for the Development of Barcelona was taken from the St. Petersburg Development Plan) etc. Thus the process of developing, discussing and adopting this plan was associated with the widest public and expert participation, organized on a scientific basis which became an absolutely new practice for post-Soviet Russia. Naturally in the introduction of the strategic plan an absolutely new mission of strategic planning of urban development was emphasized: «The strategic Plan is not a purely administrative document. Rather, it is a contract of public consent, according to which the authorities, enterprises and public organizations assume certain obligations. It is developed and implemented by all participants influencing the development of the city, taking into account the interests and with the participation

of the population.»<sup>150</sup> It was then in 1997. the strategic planning of the city's development was based on the thesis that remained the frontier of strategizing until the latest version of the «Strategy of socio-economic Development of St. Petersburg until 2035»: «stable improvement of the quality of life of all segments of the population of St. Petersburg»<sup>151</sup>. It was supposed to be implemented through four key target areas: a safe city, an open economy, a cultural capital, and the European gates of Russia.

Without delving into the substantive features of the 1997 Strategic Plan, we note that largely due to the effective procedure for developing and discussing the project, it became an effective document of strategic development and largely predetermined the development of St. Petersburg at least until 2003. According to experts, the degree of its implementation during this period amounted to at least 75% of the planned goals and objectives, which makes it possible to assess it as quite effective<sup>152</sup>.

The third and fourth periods of the development of strategic planning in St. Petersburg Batchaev A.R. and Zhikharevich B.S. are associated with the economic crisis of 1998. and the way out of the crisis in 1999-2003. However, it does not seem legitimate to use such a basis for the periodization of the development of the strategic planning system, since there have been no fundamental changes and innovations within the planning system itself. Considering that even in this difficult period the development of the city was subordinated to the parameters laid down in the Strategic Development Plan of St. Petersburg in 1997, it seems logical to attribute 1998-2003 to the second period in the development of urban strategic planning.

Similarly, it is logical to combine the fifth (2004-2008) and sixth stages (2009) into one, since Batchaev A.R. and Zhikharevich B.M. associate the allocation of the latter exclusively with the global economic crisis of 2008, and determine the third

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<sup>150</sup> Strategic plan of St. Petersburg. 1997 [Electronic document] URL: <https://stratplan.ru/UserFiles/Files/%D0%A1%D1%82%D1%80%D0%B0%D1%82%D0%B5%D0%B3%D0%B8%D1%87%D0%B5%D1%81%D0%BA%D0%B8%D0%B8%CC%86%20%D0%BF%D0%BB%D0%B0%D0%BD%20%20%D0%A1%D0%9F%D0%B1%201997.pdf> P. 15 (accessed: 07/20/2022)

<sup>151</sup> The same place

<sup>152</sup> Batchaev A.R., Zhikharevich B.S. St. Petersburg in the post-Soviet period: economic strategies and development // Economic and Social changes: Facts, Trends, forecast 4 (34), 2014. pp. 68-83



stage of the development of strategic planning and management in St. Petersburg, which lasted since 2003. until 2011.

Politically this stage coincided with the period of administration of St. Petersburg by the government headed by Governor V.I. Matvienko. Its key innovation was the institutionalization and organizational formation of the urban strategic planning system. The basis of this system was laid down by the «Regulation on the organization of the activities of executive bodies of state power in the field of state planning of St. Petersburg» (dated March 16, 2004), which determined the procedure for the implementation of planning documents and coordination of public authorities during this process. It was at this stage that such significant urban planning documents were adopted as: «Forecast of socio-economic development for the long term» (until 2025), the Concept of socio-economic development of St. Petersburg (until 2025), «Program of socio-economic development of St. Petersburg for 2005-2008».

The next, fourth stage of the development of strategic planning of St. Petersburg is determined by the adoption and implementation of the «Strategy of socio-economic development of St. Petersburg until 2030»<sup>153</sup> and covers the time period from 2013 to 2018. In the political and administrative aspect, this stage almost completely coincided with the period of the governorship of G.S. Poltavchenko.

The main developer of the new socio-economic development strategy was the profile Committee on Economic Policy and Strategic Planning of St. Petersburg, created for the purposes of normative, methodological and organizational support of strategic development in 2013. However, the leading expert centers of the Russian Federation and St. Petersburg also took an active part in the development of the project and its further adjustment: CJSC IC SER Leontief Centre, St. Petersburg State University of Economics, St. Petersburg State University, Foundation «Center for Strategic Research «North-West», Federal State Institution «State Regional Center for Standardization, Metrology and Testing in St. Petersburg and Leningrad Region», Sociological Institute of the Russian Academy of Sciences, Institute of Problems of

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<sup>153</sup> Strategy of socio-economic development of St. Petersburg until 2030 [Electronic document] (accessed: 07/20/2022) URL: [https://www.gov.spb.ru/static/writable/ckeditor/uploads/2017/04/05/strat\\_2030.pdf](https://www.gov.spb.ru/static/writable/ckeditor/uploads/2017/04/05/strat_2030.pdf)

Regional Economics of the Russian Academy of Sciences, Institute of National Economic Forecasting of the Russian Academy of Sciences and many others. Thus the strategy has passed a fairly detailed scientific examination and discussion on various platforms.

The content of the «Strategy 2030» was logically structured into three semantic blocks (volumes), each of which is dedicated to solving certain research and projective tasks.

Thus the first volume was aimed more at describing and analyzing the specifics of the socio-economic development of St. Petersburg at the time of 2012-2013. The second one focused on the analysis of competitive advantages and problematic gaps in the development of the city, the specifics of the external economic and socio-cultural environment, contained elements of SWAT analysis.

Finally the third volume was devoted to the actual strategizing and contained the main target areas of development, specific tasks and specific evaluation indicators. This logic of the document construction generally corresponded to the requirements of strategic planning and management and allowed the reader to understand not only the orientation, but also the logic of the development of urban policy.

The following was chosen as the general goal of the Strategy 2030: «stable improvement of the quality of life in St. Petersburg based on the implementation of the principles of sustainable development, improvement of the business climate, implementation of the results of innovation and technological modernization»<sup>154</sup>. Thus, the «Strategy of socio-economic development of St. Petersburg until 2030» as well as the «Strategic Plan for the Development of St. Petersburg 1997» chose the concept of quality of life as the fundamental basis for development and identified its stable growth as the main strategic objective.

It is important that along with the general goal, which is very general and universal, the Strategy 2030 also defined the unique mission of St. Petersburg: «St. Petersburg is a multifunctional city with comfortable conditions and high quality of

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<sup>154</sup> Strategy of socio-economic development of St. Petersburg until 2030 [Electronic document] (accessed: 07/20/2022) URL: [https://www.gov.spb.ru/static/writable/ckeditor/uploads/2017/04/05/strat\\_2030.pdf](https://www.gov.spb.ru/static/writable/ckeditor/uploads/2017/04/05/strat_2030.pdf)

life, the second capital of Russia, the leader of the Baltic Sea region, an outpost of Arctic development, a center of culture, science, education, tourism and high-tech industry».<sup>155</sup>

It should be noted that this was the first experience of developing a city development strategy, during which Internet technologies were actively used. In July 2013, the website was launched [spbstrategy2030.ru](http://spbstrategy2030.ru), which was used not just to inform citizens about the draft strategy, the course of its development, but also served as an active feedback tool that allowed collecting several thousand proposals on various areas of strategic development.

Despite the very thorough stage of the development of the «Strategy – 2030» from the point of view of accumulation of various opinions and proposals, it does not clearly identify specific innovative directions of development (in particular, it does not disclose methods and tools for the formation of a «Smart City» and, in general, the prospective impact of digitalization on the territorial development of St. Petersburg), which makes it difficult to assess whether how can the task of developing St. Petersburg as an innovation and technology center be solved, but the main drawback of the «Strategy – 2030» has to be recognized as a weak political and managerial component: insufficient clarity of control mechanisms for the implementation of the goals and objectives of the strategy at all stages, the lack of a system of tactical steps to achieve them, the lack of a strategic vision for improving the system of regional public administration and local self-government, which would correspond to the goal-setting of the «Strategy – 2030».

It should also be noted that it was at this stage that the key law «On Strategic Planning in St. Petersburg» № 396-75 of July 1, 2015 was adopted for the organization of strategic planning in St. Petersburg, which formally streamlined the role and functions of St. Petersburg public authorities in the strategic planning process and defined a list of documents for urban strategic planning.

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<sup>155</sup> Strategy of socio-economic development of St. Petersburg until 2030 [Electronic document] (accessed: 07/20/2022) URL: [https://www.gov.spb.ru/static/writable/ckeditor/uploads/2017/04/05/strat\\_2030.pdf](https://www.gov.spb.ru/static/writable/ckeditor/uploads/2017/04/05/strat_2030.pdf)

The last stage (2018-present) in the development of urban strategic planning is associated with the development, adoption and implementation of the «Strategy of socio-economic development of St. Petersburg for the period up to 2035». This, currently in force strategic plan for the development of the city was adopted by the Legislative Assembly of St. Petersburg in December 2018 and approved by the Law of Saint-St. Petersburg dated 19.12.2018 № 771-164.cAs the main developer of the Strategy as well as in 2013 the Committee on Economic Policy and Strategic Planning of St. Petersburg made a speech, but the expert community (in particular, experts from St. Petersburg State University) was involved in the discussion of its project, individual tasks and directions of development were considered at the economic council under the governor of the city. It is important to note that the accelerated nature of the adoption of this strategy was partly due to the new electoral cycle and the change of leadership in St. Petersburg. In this sense, political objectives clearly prevailed over ensuring the progress of a broad and comprehensive discussion of the document.

The goal of the new strategy is similar to the general goal of the «Strategy of socio-economic Development of St. Petersburg until 2030» and also determines the emphasis on the level and quality of life of citizens, and not, for example, on the development of industrial complexes or urban infrastructure. The authors formulated it as follows: «ensuring a stable improvement in the quality of life of citizens on the basis of ensuring sustainable economic growth using the results of innovative and technological activities and increasing the global competitiveness of St. Petersburg - St. Petersburg»<sup>156</sup>. On the one hand, it is certainly important that the strategy is addressed directly to the residents of the city, but on the other hand, such a formulation of the general goal (as, indeed, the previous Strategy - 2030) does not carry any specifics characteristic of the subject of the federation, the federal city of St. Petersburg and can be applied to any metropolis the world.

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<sup>156</sup> Strategy of socio-economic development of St. Petersburg until 2035 (accessed: 07/20/2022) URL: [https://www.gov.spb.ru/gov/otrasl/c\\_econom/strategiya-ser-2035/](https://www.gov.spb.ru/gov/otrasl/c_econom/strategiya-ser-2035/)

In total, the «Strategy of socio-economic development of St. Petersburg for the period up to 2035» defines 18 strategic goals and 116 tasks of the socio-economic policy of the city, assessed by 54 indicators of development. All of them are structured according to three main priorities:

- «Development in St. Petersburg-St. Petersburg of Innovative and Technological Activity» (City of Innovations);

- «Improving the level of comfort of living in St. Petersburg-St. Petersburg» (a comfortable city), involving the development of St. Petersburg-St. Petersburg as a humane and livable city that meets the principles of a modern «smart city» in terms of spatial development and diversity of the urban environment, environmental well-being, security and mobility<sup>157</sup>.

- «Development of an effective system of external and internal communications of Saint Petersburg-St. Petersburg» (Open City).

This is an important positive aspect of the analyzed strategy, which, on the one hand, ensures the logical harmony and coherence of various goals and objectives linked into one whole, and on the other, formulates the key slogan or motto of development: St. Petersburg is a comfortable, open city of innovation. The latter is most important for the perspective branding of the urban area, which distinguishes it from other regions and cities of Russia.

However, there are a number of problematic gaps in the Strategy that are not covered by any section. First of all, it is necessary to note the historical imbalance in the development of the urban area in terms of the concentration of public spaces, industrial zones, sleeping quarters etc. The Strategy of Socio-economic Development of St. Petersburg for the period up to 2035 clearly does not pay enough attention to solving this problem of spatial development, as well as the growing disparity in the population of territories from year to year, which is the main cause of regular pendulum migrations and, consequently, significant transport problems of the city.

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<sup>157</sup> Strategy of socio-economic development of St. Petersburg until 2035 (accessed: 07/20/2022) URL: [https://www.gov.spb.ru/gov/otrasl/c\\_econom/strategiya-ser-2035/](https://www.gov.spb.ru/gov/otrasl/c_econom/strategiya-ser-2035/)

Given the cultural and historical specifics of the Northern Capital, the unique concentration of various cultural heritage monuments here, I have to agree with a number of domestic experts: Martynov V. L. , Degusarova V. S. , Dmitrieva A. A. , Sazonova I. E.<sup>158</sup> and others, who note the need to shift the emphasis in the strategic development of the city: «In order for St. Petersburg to be able to restore its former importance or at least get closer to it, the basis for the development of the city as a subject of regional policy should be the «revitalization» of its historical center and the near industrial belt, which has already begun, albeit slowly, manifest. It is the historical center and the near industrial belt that represent St. Petersburg in the pre-revolutionary borders»<sup>159</sup>. Let us add, however, that no excesses should be allowed here either. Effective strategic development of territories should be balanced and it is impossible without the development of the agglomeration as a whole, including new residential areas.

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<sup>158</sup> Martynov V. L., Degusarova V. S. , Dmitrieva A. A. , Sazonova I. E. St. Petersburg as a subject of regional policy: problems of spatial development of the city in «Strategy 2035» // Pskov Regionological Journal 2019. Issue 3 (39) p. 3-22

<sup>159</sup> In the same place, p. 20.

### **Paragraph 3.2. Creative spaces and industries in the development strategies of St. Petersburg**

Before proceeding directly to the analysis of the role, functions and features of creative spaces in the development strategies of St. Petersburg in the context of the digital transformation of the urban management system, we will briefly focus on the problem of choosing an adequate research methodology.

To date, we have to admit that the generally recognized theoretical and methodological basis for the study of creative spaces has not yet been developed. The theoretical foundations of the analysis of the political and administrative components of the development of creative spaces and industries are even less clear. Hence, most authors conduct such an analysis based on the consideration of two components of the term itself: creative and space. At the same time, space is most often defined not as a material location, but as a social space, and therefore methodologically its analysis is carried out through the theory of social space, presented primarily in the theoretical works of P. Bourdieu<sup>160</sup> and A. Lefebvre<sup>161</sup>, as well as a number of domestic authors: T.A. Akalelova<sup>162</sup>, M.B. Kolesnichenko<sup>163</sup>, N.R. Izhguzina<sup>164</sup>, A.I. Gimaeva<sup>165</sup> and others.

The phenomenon of creativity is revealed most often within the framework of the concept of creative class and cartography, the main provisions of which were presented in the works of R. Florida<sup>166</sup>. In relation to the challenges and new opportunities of modern digital transformation in the conditions of a global city, this problem has been considered in the works of sociologists, culturologists and

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<sup>160</sup> Bourdieu P. The Sociology of social space / translated from French, ed. by N.A. Shmatko. M., 2007.

<sup>161</sup> Lefebvre H. The production of space. UK., 2007.

<sup>162</sup> Akalelova T.A. Social space of a modern city // Theory and practice of social development. 2014. No. 9. pp. 23-25.

<sup>163</sup> Kolesnichenko M.B. Social space of the city // Bulletin of the Samara Municipal Institute of Management. 2015. No. 1. p. 102.-108.

<sup>164</sup> Izhguzina N.R. Social space of the urban agglomeration (on the example of the Yekaterinburg urban agglomeration) // European Social Science Journal. 2014. № 6-2 (45). p. 499-505.

<sup>165</sup> Gimaeva A.I. Social space and social time // European Social Science Journal. 2014. No. 4-1 (43). pp. 21-27.

<sup>166</sup> Florida R. The Rise of the Creative Class. And How It's Transforming Work, Leisure, Community and Everyday Life. US., 2004.

urbanists: Yu.G. Volkov<sup>167 168</sup>, N.F. Ryabov<sup>169</sup>, E.A. Kosolapova, I.A. Steklova<sup>170</sup>, A.N. Okara<sup>171</sup> and others.

The Russian researcher Sukhovskaya D.N. defined creative spaces in the context of their special influence on the development of the creative potential of an individual and the total creative capital of the city: «The creative space of an urban settlement is a social platform for creative (creative) manifestations of a personality coming from an individual creative message, forming its interests in the field of self-realization and self-actualization and providing an undeniable influence on the formation of its value orientations. The creative space provides opportunities for creative self-realization, taking into account the individual abilities and hobbies of a resident of an urban settlement».<sup>172</sup>

M.I. Tukmakova emphasizes in her definition openness and freedom of creativity as the basis for the creation and functioning of creative spaces: «Creative space is a publicly accessible territory intended for free self-expression, creative activity and interaction of people. Its distinctive feature is the focus on human activity in the role of not a consumer or employee, but the creator of a unique product of his personality»<sup>173</sup>.

Thus, a location becomes creative when its «content correlates with the current culture or counterculture and the latest technologies; its visit acquires a field of additional meanings; it forms the image of its own consumer, creates a range of new roles and statuses, accepted at least by other consumers, and encourages a person to

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<sup>167</sup> Volkov Yu.G. Creative class Versus imitation practices ... // Humanities of the South of Russia Rostov-on-Don, 2012. No. 1. p. 44.

<sup>168</sup> Volkov Yu.G. Creative class: the logic of social formation // Humanities of the South of Russia. 2013. No. 3. p. 128.

<sup>169</sup> Ryabov N.F. Creative development of «lost» urban spaces // Innovative processes of modernity. Collection of articles of the International Scientific and Practical Conference. 2014. pp. 226-229.

<sup>170</sup> Kosolapova E.A., Steklova I.A. Creative space: dialectics of motivation // Modern problems of science and education. 2014. № 3. p. 745.

<sup>171</sup> Okara A.N. Militocracy vs. Creatocracy: the choice of a modernization model in modern Russia as a socio-philosophical problem // Bulletin of the TOGU, 2009. No. 4 (15). pp. 13-14.

<sup>172</sup> Sukhovskaya D.N. The creative space of Russian urban settlements and its influence on the formation of value orientations of the individual. Abstract of the dissertation for the degree of candidate of Sciences in the specialty 09.00.11 – social philosophy. Krasnodar. 2016 URL: <https://www.ssoar.info/ssoar/handle/document/49949>

<sup>173</sup> Tukmakova M.I. Architecture of closed creative spaces: typology and functional structure // Izvestiya Kazan State University of Architecture and Civil Engineering. 2018. №. 2 (44). pp. 98-106.



co-creation».<sup>174</sup> The main actors forming the creative, innovative system of society are representatives of the so-called creative class, the core of which is the so-called "global personalities", whose distinctive features are: the need for self-realization, creativity and active communication with like-minded people, the desire to gain new knowledge, receptivity to new trends, high social and physical mobility<sup>175</sup>. For this class, «bright leisure and the absence of strict restrictions in time and space are an important characteristic of the lifestyle they strive for: they can move between cities, destroy the traditional boundaries of «a place for work» and «a place for leisure», abandon the standard work schedule and office hours»<sup>176</sup>.

To determine the role and place of creative industries and spaces in the strategic development of urban agglomerations in general and St. Petersburg in particular, we differentiate the key advantages of the development of creative spaces and industries in the digital economy by the main public spheres:

#### **Economic sphere**

- growth of investment (both external and internal) potential and economic attractiveness of the city;
- revitalization of depressed areas and industrial zones;
- development of the innovative potential of the city both in the infrastructural sense and in the aspect of human capital growth;
- creating new jobs and stimulating the development of new professions in the space of a modern metropolis.

#### **Social sphere**

- improvement of the social and professional structure of the urban community in accordance with the requirements of the digital transformation of the economy;
- transformation of the structure and improvement of the effectiveness of information and communication interaction of various social groups;

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<sup>174</sup> Prokhorov S.I. The formation of a creative space in a modern metropolis // Bulletin of the Russian State University. The series «Philosophy. Sociology. Art criticism». 2021. № 1. p.109

<sup>175</sup> In the same place, p. 100–110.

<sup>176</sup> Zhelnina A.A. «Creativity for your own»: social exclusion and creative spaces of St. Petersburg. p. 45

- significant influence on the process of creative personality formation in the new conditions of digital transformations and the growth of prestige and demand for creative capital;

- the growth of civic activity of citizens.

### **Cultural sphere**

- increasing the total cultural potential of the city and its tourist attractiveness;

- growing diversity of cultural environments and trends in the city;

- formation of a cultural strategy for the development of the city, focused on the active design of the future;

- development of cultural ties and exchanges at the global, regional and local levels.

### **Political and administrative sphere**

- improvement of the feedback system of the authorities and citizens through the development of network channels of interaction;

- improving the quality of urban development management;

- promoting the formation of an «active citizen» who is ready to take part in the improvement and implementation of the city agenda;

- increasing the resilience of the urban management system to new challenges and risks.

**The resulting positive effect in all areas** – an increase in the quality of life of citizens, enshrined in all the main documents of the strategic development of the city, starting with the Strategic Development Plan of St. Petersburg in 1997.

To analyze the overall effectiveness of the development of urban creative capital and a comparative study of individual creative clusters, it is necessary to develop evaluation tools. It should be noted that in modern domestic and foreign works devoted to the topic of creative development, this issue is covered rather poorly. The standard evaluation procedure is based, as a rule, on the results of sociological surveys aimed at identifying the presence/absence of respondents' knowledge of existing creative spaces/clusters and assessing attitudes to their

activities. Hence, it seems necessary to develop and test an original, comprehensive assessment system. As such, the author suggests using the following (see Table 5).

**Table 8. Integrated assessment system for creative spaces/clusters**

<b>№</b>	<b>Evaluation criteria and sub-criteria</b>	<b>Evaluation options</b>	<b>Mark</b>
1	The ideological and value integrity of the image of the creative space/cluster	- the presence of a single brand and high integrity;	2
		- mosaic of space/cluster components that complement each other;	1
		- inconsistency of individual components of the creative space/cluster that are poorly compatible with each other.	0
2	Industry and functional balance of the creative space/cluster	- high degree of balance;	2
		- average degree of balance;	1
		- low degree of balance (explicit emphasis on one/two functions).	0
3	Openness of the creative space/cluster	-open/obstructed/closed access to the territory of the creative space/cluster for anyone;	0-2
		- the degree of representation of information about the space/cluster in the Internet space and the presence of a feedback mechanism.	0-2
4	Environmental friendliness of the	- the degree of influence of space on the environment: positive/neutral/negative	0-2

	creative space/cluster	- the degree of harmony of the creative space/cluster fitting into the urban landscape.	0-2
5	Functional fullness of the creative space/cluster	- Multifunctional space/cluster;	2
		- Monofunctional space/cluster	1
6	Degree of interactivity of the creative space/cluster	- a high degree of involvement of citizens in the creative activities of the location;	2
		- the average degree of involvement of citizens in the creative activities of the location;	1
		- low degree of involvement of citizens in the creative activities of the location.	0
7	The scale and relevance of the creative space/cluster	- the total square footage of the working spaces of the space/cluster;	0-2
		- the number of residents of the space;	0-2
		- number of visitors to the space (month/year);	0-2
		- the number of users who have visited the Internet resources of the space / cluster, the number of subscribers in social networks.	0-2
8	Maturity of the creative space/cluster	- age of the creative space/cluster;	0-2
		- brand awareness of the creative space/cluster.	0-2

*Source:* author's development

An analysis of the key creative spaces of St. Petersburg using this evaluation system is given in Appendix 1.

Despite the many positive results of the growth of creative spaces and the creative economy as a whole, it is necessary to clearly define the limits of creative development and the negative consequences to which it can lead. In the early 2000s, the idea of creative development was in some cases brought to the point of absurdity. Global projects for the development of creative industries, spaces, and cities multiplied, and the new creative class was recognized as the fundamental basis for the development of the post-industrial economy. It is no coincidence that the American journalist Christopher Dreher back in 2002. he put forward the slogan: «Be creative or die», hinting at the doom in the new economic reality of all those who are not ready to think creatively. At the same time, new challenges and problems that the creative development strategy generated were overlooked. Unfortunately, in many ways they have not been taken into account in modern Russia, when developing a policy for regulating creative spaces, clusters and industries. For the purposes of our analysis, it is extremely important not to lose sight of them and to invite the responsible state authorities to take this into account when developing documents for long-term development.

The key challenges include the following:

- exclusion of certain social groups from the process of creative development, subsequently leading to economic inequality;
- cultural gap between social strata and groups;
- strict adherence to the principles and values of neoliberal ideology;
- politicization of the urban sphere, which determines the ideological gap between citizens;
- utilitarianism and consumerism as key stimuli of social behavior;
- commodification of creative activity products;

- displacement of indigenous residents of certain urban areas due to the process of gentrification, leading to a significant rise in the price of housing and its maintenance;

- contradictions between universalism and globalism of creative development, actualizing the problem of preserving local urban specifics, especially vividly manifesting themselves in the historical center of the city and adjacent areas.

Almost all of the above challenges and problems are characteristic of modern St. Petersburg, where art spaces and creative clusters have been developing for more than 30 years.

The first art spaces «Pushkinskaya 10» and «Borey» appeared at the end of the Soviet period (in 1989 and 1990, respectively), thanks to the activities of initiative groups of representatives of creative industries. Despite the fact that they exist quite successfully to this day, these structures are seriously limited in their functionality and are much closer to exhibitions of contemporary art than full-fledged creative clusters. The difference between art spaces and creative spaces or clusters is fixed in the definitions given to them by Russian experts Demidov A.A. and Komarova I.I. They define the first as «a culturally oriented business association in the organizational and legal form of a commercial or non-profit organization, most often located on the territory of a former industrial zone/factory/factory, which unites an exhibition territory, showroom, theater and concert venue, lecture halls and seminars, food courts, etc».<sup>177</sup>.

In contrast, a creative cluster is «a geographical concentration of creative industry enterprises (architecture, design, publishing, cinema, music, software, radio, crafts, television, and so on), closely related to each other by relations of competition and cooperation, which, thanks to the optimization of work on creation, reproduction, distribution and use creative activities ensure the competitiveness and development of the territory»<sup>178</sup>.

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<sup>177</sup> Demidov A.A., Komarova I.I. Creative clusters for St. Petersburg // Modern productive forces No. 4, 2014, pp. 124-159. p. 148.

<sup>178</sup> In the same place , p. 149

These formulations of domestic experts fully correspond to the classical definition of a creative cluster formulated by M. Porter: «physical spaces for creative entrepreneurs, non-profit enterprises and cultural institutions that, together with other enterprises, higher educational institutions and technological infrastructures, create vibrant and creative ecosystems in various sectors of the culture and creativity industry»<sup>179</sup>.

Thus, the main distinguishing characteristic of any cluster is the presence of a synergetic effect, i.e. the increment of the product or knowledge produced, through effective cooperation and coordination of the activities of all its constituent actors.

Locations and objects corresponding to these characteristics appear in St. Petersburg much later than the first art spaces, at the beginning of the noughties.

According to a sociological study conducted in 2019 by the QULLAB Urban Life Quality Laboratory<sup>180</sup> (the latest pre-pandemic study of this kind), the popularity and demand for the top 10 creative spaces of St. Petersburg was distributed as follows:

1. New Holland – noted 60,1% of respondents
2. Sevkabel Port – 57% of respondents
3. Art center «Pushkinskaya – 10» - noted 57% of respondents
4. Loft project «Etagy» - noted 44% of respondents
5. Golitsyn loft - noted 42,4% of respondents
6. Bertgold Center – 41,6% of respondents noted
7. Lumiere Hall - noted by 25,7% of respondents
8. Artplay - noted by 17,9% of respondents
9. «Tkachi» - noted 13,4% of respondents
10. «Fligel» - noted 11,2% of respondents

It is not difficult to notice that the creative spaces occupying the first 6 positions significantly exceed all the others in popularity. Applying to the analysis of their

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<sup>179</sup> Porter M.E. The Competitive Advantage of Nations: With a New Introduction. N.Y.: The Free Press, 1990, Palgrave Tenth Edition, 1998 - 855 p.

<sup>180</sup>

functionality, structure and the above-mentioned system of integrated assessment, the author obtained generally similar results (see Appendix 1)<sup>181</sup>.

With the exception of the art space «Pushkinskaya 10», which does not belong to creative clusters, but falls into the top 10 thanks to its brand of the oldest creative location of the post-Soviet period in the history of Leningrad/Of St. Petersburg, all the others can be characterized as follows. These are spaces and clusters that are distinguished by a holistic and fairly well-known brand, a high or medium degree of balance in the development of various functional areas, all five spaces are distinguished by open access to the territory of the creative space / cluster of anyone and a fairly high degree of representation of information about the space / cluster in the Internet space and the presence of a feedback mechanism, all spaces are focused on respect for the environment (in some of them, such as, in Sevkabel Port, environmentally oriented exhibitions are organized) and harmoniously fit into the urban landscape of the corresponding location (despite the significant difference in these landscapes), they are all multifunctional and have a high degree of involvement of citizens in the creative activities of the location; creative clusters differ in size and number of visitors. There are two clear leaders here – Sevkabel Port and New Holland. However, a significant part of the space of these locations is occupied not by creative residents, but by recreational facilities: cafes, restaurants, a park area, ice rinks, etc. If we compare the creative core of both clusters with the loft project «Etagy», Berthold Center or Lumiere Hall, then they turn out to be quite comparable in size.

The mention of creative clusters and industries as drivers of the development of the modern urban economy is recorded in many documents of strategic planning for the development of St. Petersburg. Thus, in the «Strategy of Economic and Social Development of St. Petersburg for the period up to 2030», as one of the priority tasks, it is recorded that «the city will contribute to the creation and development of new creative spaces (studios, workshops, exhibition halls, etc), including on the basis of

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<sup>181</sup> It should be noted that over the past 3 years, the composition of creative spaces in St. Petersburg has changed: the creative space Golitsyn - a loft was closed, the owner and name of the creative space ARTPLAY changed



transformation of existing, but already unclaimed industrial facilities»<sup>182</sup>. The sectoral strategic state program of St. Petersburg «Development of the sphere of culture and tourism in St. Petersburg» 2015-2020 also stated that the task «transformation of culture and tourism into the most developed and attractive spheres of public activity»<sup>183</sup> it should be solved through the development of creative industries and an increase in the number of creative locations in the city.

However, most strategies lack a comprehensive analysis of the current state of affairs with creative industries and clusters, and even more so a roadmap of how their development should be implemented and how this development will affect in the future the improvement of various spheres of public life and the growth of the quality of life of citizens in general.

More narrowly oriented state strategic programs for the development of the tourism industry, creative industries and creative clusters in St. Petersburg should, in addition to measures and directions of state support, also contain a detailed analysis of the key challenges and risks specific to this location, as well as the opportunities that digital transformation can provide in this area. The institutional basis for such changes should be the regional law «On Creative Spaces and Industries of St. Petersburg», which must comply with the modern federal legislative framework and new socio-economic conditions of urban development, primarily related to the digital transformation of the economy and management.

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<sup>182</sup> Resolution of the Government of St. Petersburg dated 13.05.2014 № 355 «On the Strategy of economic and social development of St. Petersburg for the period up to 2030» // SPS Consultant Plus (accessed 22.05.2022)

<sup>183</sup> In the same place

## Conclusion

The presented study shows that digital transformation, no matter what level of its implementation we consider, carries both positive social, economic and political-administrative results that increase the efficiency of strategic decision-making and implementation processes, as well as new challenges and risks. It is fundamentally important for the purposes of ensuring the complexity and adequacy of strategic planning for the development of territories to sufficiently analyze both.

Among the positive results directly affecting the creative capital of society, the author attributed and briefly analyzed at the global and national (Russian) levels the following:

- digital structure, content features and new channels of social communication, cardinally transforming ways of transmitting and analyzing information, as well as turning it into necessary knowledge;

- the emergence of new digital strategic planning and management tools based on artificial intelligence and Big Data technologies, which significantly expand the predictive capabilities of politicians and administrators;

- the emergence and development of new forms of electronic participation of citizens, as well as crowdplatforms that allow not only to collect information about the problems of territories, but also to offer a pool of possible solutions.

The key challenges of digitalization include: the digital gap in competence and infrastructural values, leading to deepening differences in the social and economic statuses of individual actors and social groups; an increase in the risk of manipulation of citizens' behavior and the loss of part of their political and civil liberties, due to the widespread use of digital control and management technologies; loss of control by both the state and business for the pace of innovative digital development and possible side effects.

Having analyzed the course, structure and content of digitalization of economic systems and urban development management in modern Russia, the author noted that today in the Russian Federation there is a comprehensive and fairly effective system

of providing electronic state and municipal services for the population, provided with a clear system of regulatory regulation. However, current and potential challenges and risks (both foreign policy and domestic) require solving a number of tasks to optimize the feedback system of the state and society in the field of strategic planning. First of all, this is the formation of new digital competencies of state and municipal employees, including mandatory updating of the content of their training and retraining programs; deeper functional and meaningful integration of state and municipal authorities on the basis of one platform; the expansion of electronic (digital) civic participation, which should be accompanied in parallel by the creation of the necessary technological infrastructure, understandable and convenient for most users.

Within the framework of the third chapter, the author, developing and correcting the periodization proposed by St. Petersburg economists Batchaev A.R. and Zhikharevich B.S., identified and analyzed the substantive and projective-organizational specifics of the five main stages of the development of strategic planning in St. Petersburg, which were largely tied to the periods of city management by teams of various governors:

- 1992-1996 – the protoperiod of strategic planning with an extremely high degree of political and economic turbulence and weak methodological and resource support for strategic plans (A.A. Sobchak);

- 1997-2003 – the period of formation of an independent model of urban strategic planning that meets modern requirements, involving active feedback and a system for monitoring the execution of plans (the period of V.A. Yakovlev's governorship);

- 2003 - 2011 – the period of development of the strategic urban management system based on the 1997-2003 model (the period of V.I. Matvienko's governorship). During this stage, the administrative and legal institutionalization of the planning process and the registration of public authorities responsible for this direction took place;

- 2013-2018 – the period of improvement of the strategic planning and management system, taking into account the concepts of "smart city" and creative economy, focused on strengthening the creative potential of urban development and active inclusion in state strategic programs of the task of developing creative clusters (the period of the governorship of G.S. Poltavchenko);

- 2018 - present – the period of digital technocratization of urban development, with the strengthening of the vertical structure of the political and administrative component and the exponential growth of pandemic challenges and risks requiring the restructuring of the system and the content of strategic planning (the period of A.D. Beglov's governorship).

Having done such a retrospective analysis, the author noted, on the one hand, the continuity of the general goals and objectives of strategic planning of urban development (with a clear primacy of the growth of the quality of life of citizens), but on the other hand, the high dependence of the effectiveness of the execution of plans on the composition of the political elite of the city, significantly changing with the arrival of a new governor. The main problem of strategic planning in St. Petersburg is partial, incomplete execution of plans, which is primarily a consequence of the discrepancy between the time step of strategic planning and the political cycle of the governorship.

The second problem noted by the author is the need to balance strategic plans in the areas of development, as well as in spatial terms, i.e. with reference to specific urban locations.

Analyzing the process of development of creative industries and clusters in the context of the strategic development of St. Petersburg, the author proposed his own comprehensive model of their assessment, differentiated by 10 key criteria:

- The ideological and value integrity of the image of the creative space/cluster;
- Industry and functional balance of the creative space/cluster;
- Openness of the creative space/cluster;
- Environmental friendliness of the creative space/cluster;
- Functional fullness of the creative space/cluster;

- Degree of interactivity of the creative space/cluster;
- The scale and relevance of the creative space/cluster;
- Maturity of the creative space/cluster;
- The target audience of the creative space;
- Presence/absence of a creative space development strategy.

A brief analysis of the existing creative clusters of St. Petersburg, presented in the third chapter and Appendix № 1, shows the relationship between their popularity and economic profitability with high scores scored within this evaluation system.

The interrelation of the degree of effectiveness of the development of creative industries, spaces and clusters from inclusion in strategic plans as a noticeable element of the political strategy of the development of the city is also clearly shown in the third chapter of the study. At the same time, analyzing the existing strategic planning documents of St. Petersburg, the author came to the conclusion that in most of them there is no comprehensive assessment of the current state of affairs with creative industries and clusters, how this development should affect in the future the improvement of various spheres of public life and the growth of the quality of life of citizens as a whole, as well as a roadmap defining concrete steps for their development in the practice of urban policy.

On the other hand, such an analysis should be carried out in the context of the digital transformation of the urban economy and management system. Taking into account the practice of digitalization will allow us to develop and implement strategies balanced in terms of virtual presence/service provision and materialized in real practice of transformation/improvement of the quality of the urban landscape.

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## Comparative comprehensive assessment of the creative spaces of St. Petersburg

## PLANETARIUM № 1

	<b>Evaluation criteria and sub-criteria</b>	<b>Evaluation options</b>	<b>Score</b>	<b>Evaluation</b>
	The ideological and value integrity of the image of the creative space/cluster	- the presence of a single brand and high integrity;	2	Functionally integral object, there is a single brand «Planetarium № 1»
	Industry and functional balance of the creative space/cluster	- low degree of balance (explicit emphasis on one/two functions)	0	Specialized film screenings and events related to space exploration are held in the building itself. In addition, the SpaceLab scientific laboratory on green technologies and robotics has been opened. In winter a skating rink opens on the territory of the space.
	Openness of the creative space/cluster	-open/obstructed/closed access to the territory of the creative space/cluster for anyone;	2	Entrance to the planetarium is carried out by tickets, there are discounts and free tickets for preferential categories.
		- the degree of representation of information about the space/cluster in the Internet space and the presence of a feedback mechanism.		There is a website with all available information about the object, a group on the VKontakte social network.
	Environmental friendliness of the creative space/cluster	- the degree of influence of space on the environment: positive/neutral/negative	1	Positive. The building itself does not emit toxic waste, but due to the large number of

				<p>spotlights and lighting, a large amount of electricity is spent.</p> <p>The Art–Technologies company, which owns Planetarium No. 1, launches sales of robots with artificial intelligence for sorting garbage<sup>184</sup>.</p>
		- the degree of harmony of the creative space/cluster fitting into the urban landscape.		The building was built in the XIX century, then it can be called historical, while it performed the functions of a gas tank, which is why it is devoid of aesthetic load in the design of the building.
	Functional fullness of the creative space/cluster	- Monofunctional space/cluster	0	All functioning objects are connected with robotics and space exploration.
	Degree of interactivity of the creative space/cluster	- a high degree of involvement of citizens in the creative activities of the location;	2	Concerts and lectures are often held. On the territory of the planetarium there is an organ that synthesizes music and space. There are currently no analogues in this field in St. Petersburg of this level.
	The scale and relevance of the creative space/cluster	- the total square footage of the working spaces of the space/cluster;	2	4000 sq.m <sup>185</sup>
		- the number of residents of the space;		4 <sup>186</sup> (geosota, souvenir shop, 2 food outlets)
		- number of visitors to the space (month/year);		600 000 person per year <sup>187</sup>
		- the number of users who have visited the Internet resources of the		34,936 subscribers of the group on the VKontakte social network (as of 12.05.2023)

<sup>184</sup> [https://www.dp.ru/a/2020/10/28/VALLI\\_s\\_mestnoj\\_propiskoj](https://www.dp.ru/a/2020/10/28/VALLI_s_mestnoj_propiskoj)

<sup>185</sup> <https://vk.com/planetarium1>

<sup>186</sup> <https://2gis.ru/spb/firm/70000001027953216/30.330981%2C59.911676/tab/inside?m=30.330906%2C59.911324%2F18.79>

<sup>187</sup> [https://tb.mts.ru/blog/longread/planetaryi\\_v\\_peterburge](https://tb.mts.ru/blog/longread/planetaryi_v_peterburge)

		space / cluster, the number of subscribers in social networks.		
	Maturity of the creative space/cluster	- age of the creative space/cluster;	2	6 years old (opened in 2017)
		- brand awareness of the creative space/cluster.		Thanks to the simple name and the loud slogan «The largest planetarium in the world», the recognition of Planetarium № 1 is high.
	The target audience of the creative space	- multi-purpose	2	Multi-purpose. The planetarium has excursion programs for an audience of different ages.
	Presence/absence of a creative space development strategy	- availability of an infrastructure development plan	1	There is only an infrastructure development plan.
TOTAL:			15	

## NEW HOLLAND

	<b>Evaluation criteria and sub-criteria</b>	<b>Evaluation options</b>	<b>Score</b>	<b>Evaluation</b>
	The ideological and value integrity of the image of the creative space/cluster	- the presence of a single brand and high integrity;	2	New Holland is built in a single style: all recreation areas are divided while maintaining a single concept of the park.
	Industry and functional balance of the creative space/cluster	- high degree of balance;	2	More than 15 independent objects are compactly located on the territory of the island. In winter, a skating rink opens on the territory of the space.
	Openness of the creative space/cluster	-open/obstructed/closed access to the territory of the creative space/cluster for anyone;	2	Free access. Conditions have been created on the island for the stay of people with disabilities: Entry to the island of New Holland is allowed with a guide dog and a specially trained helper dog for a person with disabilities. In the arch of the Bottle building there is a button for calling an employee to help people using a wheelchair. At the same time, the park is open to everyone (admission is free).
		- the degree of representation of information about the space/cluster in the Internet space and the presence of a feedback mechanism.		There is a website with all available information about the object, a group on the VKontakte social network.
	Environmental friendliness of the creative space/cluster	- the degree of influence of space on the environment: positive/neutral/negative	2	Positive. Most of the island is planted with trees, there is a garden alley and a herb garden.

				<p>The rules of behavior in the park contain a fairly large number of rules concerning ecology.</p> <p>Investors have carried out and continue to carry out a huge amount of restoration work on historical buildings on the island (the buildings of the forge, the former prison, warehouses for storing timber in the middle of the XIX century). The restoration made it possible to give this territory a modern look while preserving its historical identity.</p>
		- the degree of harmony of the creative space/cluster fitting into the urban landscape.		
	Functional fullness of the creative space/cluster	- multifunctional space/cluster;	2	The island hosts music concerts, educational lectures, film screenings, installations, an educational project for children, infrastructure for games and sports (ballet, petanque, chess, streetball, footstock), two playgrounds, food outlets.
	Degree of interactivity of the creative space/cluster	- the average degree of involvement of citizens in the creative activities of the location;	1	The average degree of involvement, due to the fact that all interactive lectures, master classes are paid. However, there are also free concerts and lectures, which are fewer.
	The scale and relevance of the creative space/cluster	- the total square footage of the working spaces of the space/cluster;	2	7,8 Ha
		- the number of residents of the space;		36 <sup>188</sup> (Residents of Dom 12 are the Gazprom Neft Digital Transformation Center and the Digital House Gallery, the Cococo bistro

<sup>188</sup> <https://bottlehouse.ru/ru>, [https://myschoolnh.ru/?utm\\_source=nh&utm\\_medium=dk](https://myschoolnh.ru/?utm_source=nh&utm_medium=dk), <https://www.newhollandsp.ru/buildings/foundry/>, <https://www.newhollandsp.ru/buildings/house-12/>



				cafe, the Cococouture restaurant and the Shulz bicycle store, 10 cafes, 14 shops and 5 studios in the Bottle; a school in the Comedian's House)
		- number of visitors to the space (month/year);		No data available
		- the number of users who have visited the Internet resources of the space / cluster, the number of subscribers in social networks.		90 272 subscribers of the group in the VKontakte social network (as of 12.05.2023)
	Maturity of the creative space/cluster	- age of the creative space/cluster;	2	12 years old (opened in 2011)
		- brand awareness of the creative space/cluster.		The recognition of New Holland is high.
	The target audience of the creative space	- multi-purpose;	2	A multi-purpose audience. New Holland is currently a public and creative space that includes organizations of various kinds: children's schools, restaurants, shops, sports clubs, recreation areas, etc. The latest events in the schedule are exhibitions, lectures, excursions.
	Presence/absence of a creative space development strategy	- availability of an infrastructure development plan;	1	There is only an infrastructure development plan.
TOTAL:			18	

## SEVKABEL-PORT

	<b>Evaluation criteria and sub-criteria</b>	<b>Evaluation options</b>	<b>Score</b>	<b>Evaluation</b>
	The ideological and value integrity of the image of the creative space/cluster	- the presence of a single brand and high integrity;	1	The space assumes the presence of a large mosaic of components.
	Industry and functional balance of the creative space/cluster	- high degree of balance;	2	High degree of balance
	Openness of the creative space/cluster	-open/obstructed/closed access to the territory of the creative space/cluster for anyone;	2	Open access to the territory
		- the degree of representation of information about the space/cluster in the Internet space and the presence of a feedback mechanism.		There is a website with all available information about the object, a group on the VKontakte social network.
	Environmental friendliness of the creative space/cluster	- the degree of influence of space on the environment: positive/neutral/negative	1	The influence is rather neutral. Separate garbage collection is partial; there is a garage sale project that prolongs the life of the broadcast
		- the degree of harmony of the creative space/cluster fitting into the urban landscape.		A large amount of restoration work has been carried out and continues to be carried out by the owners. The renovation made it possible to give this territory a modern look while preserving its historical identity.
	Functional fullness of the creative space/cluster	- multifunctional space/cluster;	2	Various types of services are provided (educational, entertainment, creative).

	Degree of interactivity of the creative space/cluster	- a high degree of involvement of citizens in the creative activities of the location;	2	Skating rink, bar, photo studios, flea market, restaurants – show a high degree of involvement of citizens
	The scale and relevance of the creative space/cluster	- the total square footage of the working spaces of the space/cluster;	2	3,2 ha
		- the number of residents of the space;		More than 40 <sup>189</sup>
		- number of visitors to the space (month/year);		6–7 million people per year <sup>190</sup>
		- the number of users who have visited the Internet resources of the space / cluster, the number of subscribers in social networks.		91 109 subscribers of the group in the VKontakte social network (as of 12.05.2023)
	Maturity of the creative space/cluster	- age of the creative space/cluster;	2	6 years old (opened in 2017)
		- brand awareness of the creative space/cluster.		High
	The target audience of the creative space	- multi-purpose;	2	The space is designed for the widest audience
	Presence/absence of a creative space development strategy	- availability of a full-fledged strategy;	2	The development project is present and defends the right to survival
TOTAL:			18	

<sup>189</sup> <https://sevcableport.ru/ru/food/resident>

<sup>190</sup> <https://daily.afisha.ru/cities/23581-kak-na-beregu-finskogo-zaliva-sozdayut-samoe-bolshoe-obschestvennoe-prostranstvo-peterburga/>

## BERTHOLD CENTER

	<b>Evaluation criteria and sub-criteria</b>	<b>Evaluation options</b>	<b>Score</b>	<b>Evaluation</b>
	The ideological and value integrity of the image of the creative space/cluster	- the presence of a single brand and high integrity;	2	Berthold center is built in the same style; modern infrastructure, convenient territorial location.
	Industry and functional balance of the creative space/cluster	- average degree of balance;	1	A creative/educational bias is characteristic.
	Openness of the creative space/cluster	-open/obstructed/closed access to the territory of the creative space/cluster for anyone;	1	Open access to the territory
		- the degree of representation of information about the space/cluster in the Internet space and the presence of a feedback mechanism.		There is a website with all available information about the object, a group on the VKontakte social network
	Environmental friendliness of the creative space/cluster	- the degree of influence of space on the environment: positive/neutral/negative	2	Positive impact on the environment: the cluster adheres to environmental policy, including separate garbage collection.
		- the degree of harmony of the creative space/cluster fitting into the urban landscape.		Harmony of fitting into the environment: average.
	Functional fullness of the creative space/cluster	- monofunctional space/cluster	1	Various types of services are provided (educational, entertainment, creative).
	Degree of interactivity of the creative space/cluster	- the average degree of involvement of citizens in the creative activities of the location;	1	

The scale and relevance of the creative space/cluster	- the total square footage of the working spaces of the space/cluster;	2	6500 sq.m
	- the number of residents of the space;		54 <sup>191</sup> (11 restaurants, 19 shops, 2 beauty studios, 3 educational organizations, 2 sports organizations, pottery school, hotel, coworking, etc.)
	- number of visitors to the space (month/year);		No data available
	- the number of users who have visited the Internet resources of the space / cluster, the number of subscribers in social networks.		22,302 subscribers of the group in the VKontakte social network
Maturity of the creative space/cluster	- age of the creative space/cluster;	1	(as of 12.05.2023)
	- brand awareness of the creative space/cluster.		7 years old (opened in 2016)
The target audience of the creative space	- multi-purpose;	2	Average
Presence/absence of a creative space development strategy	- lack of strategy.	0	The space is designed for a wide target audience
ИТОГО:		13	

<sup>191</sup> <https://bertholdcentre.com/#!/tab/388268867-3>

## MIND GAMES

	<b>Evaluation criteria and sub-criteria</b>	<b>Evaluation options</b>	<b>Score</b>	<b>Evaluation</b>
	The ideological and value integrity of the image of the creative space/cluster	- the presence of a single brand and high integrity;	2	The intellectual cluster of the "Mind Games" is built in a single style.
	Industry and functional balance of the creative space/cluster	- high degree of balance;	2	A high degree of balance of residents by type of activity
	Openness of the creative space/cluster	-open/obstructed/closed access to the territory of the creative space/cluster for anyone;	2	Open access to the territory
		- the degree of representation of information about the space/cluster in the Internet space and the presence of a feedback mechanism.		There is a website, but as of May 2023 it is not functioning. There is a group in the social network VKontakte
	Environmental friendliness of the creative space/cluster	- the degree of influence of space on the environment: positive/neutral/negative	1	The cluster is neutral in terms of the degree of impact on the environment
		- the degree of harmony of the creative space/cluster fitting into the urban landscape.		Harmony of fitting into the environment: average.
	Functional fullness of the creative space/cluster	- Monofunctional space/cluster	1	The intellectual cluster of the "Mind Games" at the moment is a public and creative space, which includes locations for various types of activities, but a narrow intellectual and leisure orientation does not

				allow it to reach a multi-purpose audience. The emphasis is on the youth audience.
	Degree of interactivity of the creative space/cluster	- a high degree of involvement of citizens in the creative activities of the location;	2	High degree of involvement. A large number of interactive events.
	The scale and relevance of the creative space/cluster	- the total square footage of the working spaces of the space/cluster;	1	3500 sq. m
		- the number of residents of the space;		No data available
		- number of visitors to the space (month/year);		No data available
		- the number of users who have visited the Internet resources of the space / cluster, the number of subscribers in social networks.		11,546 subscribers of the group on the VKontakte social network
	Maturity of the creative space/cluster	- age of the creative space/cluster;	0	(as of 12.05.2023)
		- brand awareness of the creative space/cluster.		7 years old (opened in 2016)
	The target audience of the creative space	- narrowly focused.	1	Low
	Presence/absence of a creative space development strategy	- lack of strategy.	0	The intellectual cluster of the "Mind Games" at the moment is a public and creative space, which includes locations for various types of activities, but a narrow intellectual and leisure orientation does not allow it to reach a multi-purpose audience. The emphasis is on the youth audience.
TOTAL:			14	

**BENOIT 1890**

	<b>Evaluation criteria and sub-criteria</b>	<b>Evaluation options</b>	<b>Score</b>	<b>Evaluation</b>
	The ideological and value integrity of the image of the creative space/cluster	- mosaic of space/cluster components that complement each other;	1	The elements of space are scattered throughout the territory and do not develop a general concept, but they do not contradict each other.
	Industry and functional balance of the creative space/cluster	- average degree of balance;	1	The space contains a large number of functions, but the main ones are: educational, recreational, exhibition
	Openness of the creative space/cluster	-open/obstructed/closed access to the territory of the creative space/cluster for anyone;	2	Open access to the territory
- the degree of representation of information about the space/cluster in the Internet space and the presence of a feedback mechanism.		There is a website and a group on the VKontakte social network		
	Environmental friendliness of the creative space/cluster	- the degree of influence of space on the environment: positive/neutral/negative	1	The space includes a park, but does not focus on the environmental agenda.
- the degree of harmony of the creative space/cluster fitting into the urban landscape.		Harmony of fitting into the environment: average.		
	Functional fullness of the creative space/cluster	- Monofunctional space/cluster	1	This public space includes various types of activities: lecture hall, school, production



				of goods, publication of books, exhibitions, festivals, etc.
	Degree of interactivity of the creative space/cluster	- the average degree of involvement of citizens in the creative activities of the location;	1	The average degree of involvement is due to the fact that many events of the space include educational lectures, not master classes. There are also other events that do not involve interaction with the participant.
	The scale and relevance of the creative space/cluster	- the total square footage of the working spaces of the space/cluster;	1	120,000 sq. m
		- the number of residents of the space;		No data available
		- number of visitors to the space (month/year);		No data available
		- the number of users who have visited the Internet resources of the space / cluster, the number of subscribers in social networks.		of 5,984 subscribers of the group in the VKontakte social network
	Maturity of the creative space/cluster	- age of the creative space/cluster;	1	(as of 12.05.2023)
		- brand awareness of the creative space/cluster.		10 years old (opened in 2013)
	The target audience of the creative space	- multi-purpose;	2	Low
	Presence/absence of a creative space development strategy	- lack of strategy.	0	The space is designed for a wide target audience
TOTAL:			11	