

# УПРАВЛЕНЧЕСКОЕ КОНСУЛЬТИРОВАНИЕ

2020. № 12(144)

Научно-практический журнал  
Выходит ежемесячно

Издание входит в Перечень рецензируемых научных изданий Высшей аттестационной комиссии при Минобрнауки России, в котором должны быть опубликованы основные научные результаты диссертаций на соискание ученой степени кандидата наук, на соискание ученой степени доктора наук по следующим специальностям: 08.00.05 – Экономика и управление народным хозяйством, 08.00.13 – Математические и инструментальные методы экономики, 08.00.14 – Мировая экономика, 23.00.01 – Теория и философия политики, история и методология политической науки, 23.00.02 – Политические институты, процессы и технологии, 23.00.04 – Политические проблемы международных отношений, глобального и регионального развития.

Издание входит в Перечень журналов, рекомендованных Ученым советом МГУ для публикации результатов диссертационных исследований по экономическим наукам и Ученым советом РАНХиГС для публикации результатов диссертационных исследований по экономическим и политическим наукам.

С 2005 года статьи включаются в Российский индекс научного цитирования (РИНЦ), доступный по адресу <http://elibrary.ru> (Научная электронная библиотека). Размещается в открытом доступе в полнотекстовом виде.

Сведения, касающиеся издания и публикаций, включены в базу данных ИНИОН РАН и публикуются в международной справочной системе по периодическим и продолжающимся изданиям "Ulrich's Periodicals Directory" и в базе данных EBSCO.

Журнал включен в индексацию международной базы данных научных публикаций DOAJ.

## АДРЕС РЕДАКЦИИ:

199004, Санкт-Петербург, В. О., 8-я линия, д. 61.

Тел.: (812) 335-94-72, 335-42-10. E-mail: [antonova-ev@ranepa.ru](mailto:antonova-ev@ranepa.ru)

Точка зрения редакции может не совпадать с мнением авторов статей.

При перепечатке ссылка на журнал «Управленческое консультирование» обязательна.

- © Российская академия народного хозяйства и государственной службы при Президенте Российской Федерации, 2020
- © Северо-Западный институт управления Российской академии народного хозяйства и государственной службы при Президенте Российской Федерации, 2020
- © Редакция журнала «Управленческое консультирование» (составитель), 2020
- © Все права защищены



8 **From the Chief Editor.** Russia Faced the Choice, Or the Choice of Russia?

10 **VLADIMIR A. SHAMAKHOV, NIKOLAY M. MEZHEVICH**  
**Why the Reasons for the Collapse of the USSR Should Be Sought Before the Formation of the USSR. Article Two. The Strategic Error of Soviet Federalization as a Reflection on the Imperial Structure**

*ABSTRACT*

After the victory in the civil war, the question of the organization of power arose not only in the political, but also in the territorial-political sphere. For a long time, the Bolsheviks positioned the empire as a “prison of peoples”. After 1920 (Crimea), an adequate answer was needed from the authorities. The old party slogan influenced constitutional construction, and, to the Gorbachev era, the country came with the “sleeping norm” of the right to leave the Union Republic from the USSR.

*Keywords:* federal structure, Russian Empire, USSR, national issue, constitution, territorial-political structure, the right to withdraw the republic from the USSR

24 **LEONID V. SMORGUNOV**  
**Public Internet Governance Institutes: Comparative Analysis of Russia, Belarus and Kazakhstan**

*ABSTRACT*

Belarus, Russia and Kazakhstan are among the highly developed countries in the UN e-Government Development Index. With a high rate of digitalization of public administration, solving the problems of citizens' access to the Internet and developing the electronic services sector, these countries differ from each other in the design of a digitalization policy. The structure of digitalization projects in these countries includes all the necessary components — strategy, coordination, evaluation, intervention, but it is distinguished by a focus on digital change and a political infrastructure that ensures technology interference in the public sphere. Among the significant factors of digitalization policy in the described cases, the idea of sovereignty related to the Internet and digital technologies stands out. The general policy of the countries included in the Eurasian space of cooperation is expressed by the principle of “digital sovereignty”. The article analyses the general understanding of the principle of “digital sovereignty” and the various strategies for its implementation — “multilateral interaction”, “stakeholder cooperation” and “centralized management”, as well as the institutions of management that provide them.

*Keywords:* digital sovereignty, Internet governance, institutions, multilateral interaction, stakeholder cooperation, centralized management

40 **AILI M. MULLER, SERGEY N. POGODIN**  
**Background of Finland's Choice for NATO Membership (Historical Aspect)**

*ABSTRACT*

Discussions about Finland's accession to NATO began in the late twentieth century. The greatest activity on the issue of Finland's membership in the Alliance was the country's accession to the European Union. Finland has stepped up cooperation with NATO in various forms, ranging from arms purchases to participation in peacekeeping operations. At present, Finland is trying to find new ways to ensure its own security.

*Keywords:* Finland, Russia, Sweden, Estonia, NATO, national security, defense, international cooperation

49 **ELENA V. ZHIRYAEVA**  
**Food Security Indicators Classification and Assessment of Their Importance for the Policy of the Russian Federation**

*ABSTRACT*

The article explores food security indicators and provides a critical review of the Food Security Doctrine of the Russian Federation of 2020. The study had two objectives: to

propose a new system of food security indicators and to form a recommended group of indicators for the Russian Federation. In the work, a set of 17 indicators of food security were investigated by cluster analysis. The analysis was carried out in the SPSS program, the method of factorselection is the method of the main components, the rotation is varimax with Kaiser normalization. Five clusters explaining 75% of the dispersion were obtained. The first two clusters were named "Well-being, availability of basic services" and "Consumption of animal food". The other three clusters are difficult to interpret. The result of the study concludes that average dietary energy supply adequacy should have not only minimum thresholds, but also upper limits, as it is related to obesity. The quality of nutrition, in particular the average supply of protein of animal origin, which reduces the prevalence of anaemia, should be a priority among indicators of availability. With regard to food independence, it has been established that many of the goals set out in the Food Security Doctrine 2020 have already been achieved. Economic availability of food in Russia exceeds consumption in upper-middle income countries, the same can be said about the quality and safety of food products. The notion of access set out in the Doctrine is inconsistent with the international approach. The following set of 9 indicators for monitoring food security of the Russian Federation is proposed: 1. food independence (self-sufficiency thresholds for beef and veal, butter and cheese; value of food imports over total merchandise exports); 2. availability (fish consumption; average supply of protein of animal origin; average dietary energy supplywith the upper limit; national dietary recommendations; national healthy nutrition strategy); 3. access (percentage of arable land equipped for irrigation); 4. quality and safety (people using safely managed sanitation services).

*Keywords:* food security, food independence, self-sufficiency, availability, access, cluster analysis

**68      SERGEY N. MIROSHNIKOV**  
**Influence of the Strategic Planning System on the Pace of Socio-Economic Development of the Russian Federation's Constituent Entities**

*ABSTRACT*

A double whammy of coronavirus and the resulting economic stagnation cause the risk of stimulating policy of the survival and failure of strategic planning. At the same time, it is in an era of change that we must first adhere to a stable system of values and pre-defined goals and plans. This will allow you not only to stay on the right course, not to go astray, but also to work ahead of the situation. The paper presents the results of a comparative assessment of the rate of change in quantitative indicators that characterize the state of regional socio-economic systems in 2009, 2014 and 2018, depending on the use of strategic planning in the subjects of the Russian Federation.

*Keywords:* strategic planning, socio-economic development, Russian Federation subject, public administration

**83      ALEXANDER N. TSATSULIN**  
**About Some Didactic Methods of Performance Independent Tasks under Conditions Forced Distance Learning**

*ABSTRACT*

The article discusses the possibility of including in the format of performing independent tasks as in the development of educational programs of higher education in the system distance learning, and during the period of coronavirus infection COVID-19, forced self-isolation and limited quarantine, elements of creative analytics from the arsenal of tools of the didactic approach of the so-called activity-based comparative studies. As an example of the student's work, we chose the implementation of an independent task in the academic discipline "Economic analysis" from the section "Analysis of the implementation of the production program" in a specific production case study "Structural assortment analysis of labor intensity" of one of the economic entities representing the real sector of the national economy of the country. The article provides the author's recommendations for enhancing the creative potential of a student, for stimulating interactive work in the

classroom with a teacher in the implementation of the distance learning system, with the proper execution of a workbook of observations and with the controlled formation of professional competencies of the main educational program.

*Keywords:* activity comparative studies, comparison method, analytical index, secondary feature, structural shift, workbook, distance learning, educational technologies

**102 ANDREY B. BOCHAROV, MIKHAIL O. DEMIDOV**

**Fact-checking Technology in the Fight Against "Information Debris": Problems and Prospects**

*ABSTRACT*

This article raises the question of the existence in conditions of post-truth reality, actualises the problem of blurring the distinctions between reliability and unreliability, truth and falsehood, facts and fakes, and states the imperative of the need to confront this. The aim of the work is to analyze methods / rules of fact-checking, which is a technology for determining the reliability of incoming and broadcast information. Nowadays, many disciplines, especially the sociology of mass communications, are focused on the theoretical content of fact-checking and its set of techniques / practices. Approaches and development results of domestic and foreign researchers of mass media form the methodological basis of this article. As a result, the statement is that knowing rules of fact-checking is not only a professional competence, but an ideological setting for preferring the fact to fake, focused on consolidating the primacy of the value of truth and rejection of lies. The main conclusion is recognition of the need to supplement and consolidate professional information and communication competencies with general cultural ones.

*Keywords:* post-truth, fake, factoid, fact-checking, information debris

**112 OLGA V. DEGTYAREVA**

**The Representation of the Image of Russia in Foreign National Mass Media Discourse**

*ABSTRACT*

This article focuses on the representation of the image of Russia in the discourse of foreign media (2014–2020). Taking into account the definition of the image of the state as a special concept, the article claims the lexeme «Russia», as well as the identities associated with this image in political and mass-information discourse. This concept contains historical, metaphorical, evaluative, ethnocultural and associative layers. Based on scientific research on the problems of media discourse, image-formation, associations, and using the methods of critical discourse and conceptual metaphorical analysis, the article reveals the range of means of reaching the concept of «Russia» used by the media. Discourse depends on grammar, semiotics, semantics, structure and argumentation, therefore it is important to answer the questions: how do «they» speak about «us» and how is the image of «us» formed in text or speech? To achieve the goal, we had content analysis of massmedia and had the associative experimental technique too. These tools demonstrate the ideological values of the discourse in question and the associations that it forms in the minds of people. The paper suggests that the scheme of analysis of the image of state in the political mass media discourse, offered in it, can be applied to the investigation of images of other states.

*Keywords:* discourse, image of state, national identity, concept, association

**120 LARISA G. KARANATOVA, ANTON Yu. KULEV**

**Influence of Innovative Technologies on the Ecosystem of Additional Professional Education**

*ABSTRACT*

In recent years, digital technologies have been rapidly developing in the field of additional professional education, which offer greater freedom of choice of educational programs, reduce the time and financial costs of listeners, and increase the speed of information transfer. In the context of the COVID-19 coronavirus pandemic, interest in e-

learning forcedly increased, since classes in the classroom form familiar to students of additional professional education programs became impossible for a while. The question arises of how, in the absence of prohibitions and restrictions, the classical and electronic forms of education should be combined. The authors draw attention to the ecosystem approach in the field of continuing professional education, in which the key role is assigned to the customer of the educational service. This article is a logical continuation of a series of scientific publications by the authors devoted to innovative ecosystems, including in education. The authors highlight the key elements of the innovative ecosystem of additional professional education, determine the role and significance of each of them, give specific examples of the implementation of the ecosystem approach in the field of additional professional education.

*Keywords:* innovation education ecosystem, university innovation site, additional professional education, innovative educational technologies, professional development, expert and analytical activities, electronic mentor, digitalization

**130    MAKSIM N. KIM**  
**Features of Work of Multimedia Journalists and Editors in Converged Editorial Offices**

*ABSTRACT*

Today, in the converged editorial office the most popular cadres are multimedia journalists and editors. They know not only technological tools for collecting, storing and distributing information, but also they can create multimedia products for different media platforms. As our surveys show, modern multimedia journalists and editors must combine two important qualities: the first, they must be fluent in new technological tools, and the second, they must have the skills to work as journalists in converged editorial offices. For this goal we analyzed the trends of the media market, and also conducted in-depth interviews with current multimedia journalists and editors who use the latest technological tools in their work.

*Keywords:* multimedia journalist, multimedia editor, converged editorial, crowdsourcing, content production, multimedia product

**141    INNA S. ORLOVA, GALINA M. TSINCHENKO**  
**Outsourcing Public Services to the Social Services System**

*ABSTRACT*

**Goals and objectives.** The article is devoted to the issue of modernizing the Russian sphere of providing public social services to the population with a social service system using outsourcing technology. The problems inherent in traditional industry of the distribution of social order for the production of social services are highlighted. Approaches to the introduction of outsourcing technology into the provision of public services in the social services sector of the population have been analyzed.

**Methods.** The study used a set of general scientific methods, such as analysis, synthesis, generalization, comparison, system-functional and integrated approach. Within the framework of the stated theme, theoretical provisions and modern approaches have been organized by studying the works of various authors, regulatory documents and official statistics.

**The theoretical and practical significance** of the study is to flesh out and organize modern strategic approaches of Russian state policy in the sphere of providing public services to the population with a social service system. This area of state social policy has not yet been sufficiently researched by the national science. The analysis provides an opportunity to reveal the extent of the solution to the problem of introducing outsourcing technology into the Russian practice of social services at the present stage, actualizes the importance of public policy on the development of public-private partnership in the provision of social services to the population. The results highlight the advantages and weaknesses of new approaches in the provision of public services based on outsourcing technology, which may further develop public policy in the provision of public services and social services.

**Results and conclusions.** The article presents the results of a study of The Russian State Policy on the provision of public social services to the population. The peculiarities of the organization of the provision of public services by the system of social services on the basis of outsourcing technology are shown, and opportunities for developing partnership with SONKO in this direction are considered. The weak and strong sides of the state social policy to modernize the delivery of public social services have been revealed. Conclusions have been drawn on ways to improve the introduction of outsourcing technology into the practice of social services.

*Keywords:* outsourcing, public services, social services, state social order, socially-oriented non-profit organizations

**150 OLEG E. PERMYAKOV, TATIANA A. PAVLOVA**

**Multifactorial Management the Development of Universities Innovative Educational Ecosystems**

*ABSTRACT*

The article discusses the problem of multifactorial management the development of universities innovative educational ecosystems as a complex, multi-level educational community of participants acting within the framework of existing institutional norms and, at the same time, implementing development projects aimed at creating new social institutions. The methodology for managing the development of innovative educational ecosystems means a system of management principles, concepts, approaches and methods of managing an organization and personnel used in the processes of social self-organization and self-development of both the educational ecosystem as a whole and its individual participant. For a specific educational ecosystem, the set of methodological tools can be different, as well as their application at different organizational levels by different participants in the educational ecosystem. The methodology for managing the development of an innovative educational ecosystem makes it possible to determine the optimal set of processes for creating innovation-oriented methods of creating scientific and educational products or performing services within the framework of development projects characterized by the rapid development of prototypes within the framework of outsourcing and venture capital financing, trial marketing, compensation of costs for creation based on long-term "bonus", independence and autonomy of development teams. The success the development of the innovative educational ecosystem is determined by a number of factors: the sufficiency of funding and regulatory support; synchronized goal-setting in the primary and subsequent phases of development management; consolidation of efforts of business structures, government and universities; elimination of formal and informal institutional barriers; creation of favorable conditions and mechanisms for investing in the development of university innovative educational ecosystems; stimulating business structures in terms of using the scientific, educational and social potential of universities; state patronage in terms of the commercialization of innovations; integration of training with research, innovation and organizational activities at the personal level; promotion of innovations within the educational ecosystem and beyond. The success the development of innovative educational ecosystems will be determined not by single decisions from the federal level or individual private initiatives of universities, teachers and students, but by ensuring all factors of the development of educational ecosystems in their systemic unity.

*Keywords:* innovation, educational ecosystem, university, successful development, development management methodology, the problem of multifactor management

**165 NIKOLAY V. MIKHAILOV, TATYANA S. CHERNETSKAYA, SVETLANA V. CHUBINSKAYA-NADEZHINA**

**Wladimir S. Woytinsky and Public Works in Saint Petersburg in 1906–1908: To the Problem of Studying the National Experience of Fight Unemployment**

*ABSTRACT*

The article is devoted to as relevant as ever today the problem of unemployment and explores a little-known national experience of solving problems of employment in St. Pe-

tersburg in the early XX century associated with activity of the famous social Democrat and economist W. S. Woytinsky. The reaction of the government and society to the problem of unemployment is studied. There are noted the first experience of registering the unemployed in the history of Russia, and there are shown the unique nature of the first Public Works for the unemployed in Russia and the largest in Europe at that time, organized jointly by the workers' organization — the St. Petersburg Council of the Unemployed — and the St. Petersburg City Duma. There are noted negative impact of unemployment on the general situation in the capital during the First Russian revolution, as well as on the condition of the personality of factory worker. The research perspective of the problems raised in the article is outlined.

*Keywords:* W. S. Woytinsky, unemployment in Russia in the early XX century, the problem of employment, the fight unemployment, registration of the unemployed, Public Works for the unemployed, the St. Petersburg Council of the Unemployed, the St. Petersburg City Duma, the Revolution of 1905–1907

**177 LIDIA I. SHISHKINA**

**On the Issue of Literary Reputation and the Role of the Media in Its Formation (Based on the Prose of Leonid Andreev)**

*ABSTRACT*

This article examines the problem of literary reputation, which is urgent for today's literary science, in the context of modern reputation theory. Among the many aspects that together create a public image of the writer, the main focus is on the role of the media. Based on the analysis of the reception of one of the characteristic works, it is shown how the modern contributed to the creation of the "phenomenon" of Leonid Andreev.

*Keywords:* reputationology, literary reputation, media, press, public image, social status

**187 GAMZAT U. MAGOMEDBEKOV, RASUL A. AMIROV**

**Transformation of Business Structures at the Present Stage: Education, Technology, Digitalization**

*ABSTRACT*

The article provides a brief overview of some reports and speeches of the participants of the International Scientific and Practical Conference «Modern Problems of Business Structures Development in the Context of Economy Transformation».

*Keywords:* business structures, transformation, digital economy, education, technology, management, strategy