

# ADMINISTRATION IN TERRITORIAL SYSTEMS

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## Public Administration Issues in the Development of the Non-Profit Sector at the Regional Level



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**Abstract.** At the current stage of socio-economic development of the country the non-profit sector becomes a vital actor in the management system and the object of governance with its own unique features. The goal of this article is to present scientific propositions based on intersectoral social partnership for improving governance of non-profit organizations in the Russian regions. To achieve this goal, we used methods of systemic, comparative, statistical and sociological analysis. Works of domestic and foreign authors on the problems of engagement between authorities and the non-profit sector were analyzed. The conclusion that the term “intersectoral social partnership” is more appropriate for the conditions of the Russian regions was made. The Russian legal basis for governance of the non-profit sector at the federal and the regional levels was studied. It was identified that the conditions to attract new service providers to the social sphere were created – these providers are called “socially oriented non-profit organizations”

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(hereinafter – SONPOs). But it was identified that the legal basis, which opens new opportunities for SONPOs to be involved in social programs of the government, was not supported by proactive measures to strengthen the economy and human capacity of the considered organizations. This article proves that a region is the central element in the implementation of governmental policy in the sphere of regulation and support of the non-profit sector: discussed cooperation is implemented at the regional level. The concluding part of the article names structural organizational-economic and legal measures to improve the cooperation between regional, municipal authorities and the non-profit sector within intersectoral social partnership. The results of this research might be used to develop well-balanced state regional policy and programming documents as well as to plan strategic and operational events for the advancement of the non-profit sector in the entities of the Russian Federation.

**Key words:** the non-profit sector, non-profit organizations (NPO), socially oriented non-profit organizations (SONPO), governance, region, intersectoral social partnership (ISSP).

### Introduction

After the collapse of the Soviet Union official authority set a course for liberalization of political processes, transition to the market economy and denationalization of the social sphere. Attention to the work of the non-government sector noticeably increased. The first steps to its formalization by legislative recognition and registration of non-profit organizations (hereinafter – NPOs) [1, p. 48] were taken. For the first time, the term “non-profit organization” was approved for the legal sources by the Supreme Council of the USSR in 1991. It was laid down in the Civil Code of the Russian Federation in 1994. The federal law on non-profit organizations, which regulates its activities on the Russian territory, was signed in 1996. An NPO is an organization which does not have profit-making as the main objective of its activity and does not distribute the earned profit among its participants<sup>1</sup>. In fact, the non-profit sector is a set of NPOs operating on the basis of non-market mechanisms.

<sup>1</sup> Federal Law 7-FZ “On non-profit organizations”, dated 12.01.1996 (current version, 2016). *Law reference system “Consultant-Plus”*. Available at: <http://www.consultant.ru>

Russian legislation singles out socially oriented non-profit organizations (hereinafter – SONPOs)<sup>2</sup>, which address social issues and develop institutes of civil society<sup>3</sup>, into a special group since 2010. Public and local authorities gain additional powers to support them. It implies that SONPOs become the entities of governance.

The selected object has its own specific features: relations between authorities of the Russian Federation, municipalities, and the Russian Federation entities are regulated by the civil law on an equal footing with non-profit organizations<sup>4</sup>. Equality causes some difficulties

<sup>2</sup> A share of SONPOs is 66% of the total number of NPOs in Russia, in the Vologda Oblast – 88% (as at 2017).

<sup>3</sup> SONPO activities are determined by Federal Law “On non-profit organizations”. According to Section 1 Article 31.1., they include: provision of social services, assistance and protection of citizens; prevention of risk behavior; training the public to response to consequences of disaster situations, catastrophes etc., and victim assistance; environmental and animal-welfare protection; provision of legal aid; philanthropy, actions to encourage volunteering; activity in the field of education, enlightenment, science, culture, art, healthcare, prevention and protection of people’s health, health promotion, improvement of people’s morale and psychology, physical education and sport; encouraging public attitudes of intolerance towards corruption.

<sup>4</sup> The Civil Code of the Russian Federation Article 124 “The Russian Federation, the Subjects of the Russian Federation and the Municipal Entities as the Subjects of Civil Law”.

in implementing state social policy involving NPOs because these organizations, unlike state-run institutions, do not follow “direct orders” from the government. That is why there is a need for establishing special mechanisms of cooperation between authorities and the non-profit sector. Forms of state regulation must have sufficient flexibility in accordance not only with general aims of social policy but also with local features and needs of regions' population. Cooperation should be based on the cohesion of interests of governance and different social entities. Therefore, there is a need for creating such form of cooperation.

Significance of this cooperation at the regional level is supported by a number of issues NPOs help to solve – increase of human capital; enhanced contribution to economic growth (including production of goods and services); mobilization of financial funds and concentration of resources; security of people's employment and self-employment; fulfillment of public enquiries regarding cultural, educational and health services; assistance to adjust the financial imbalances inside social groups which leads to the normalization of public relations [2–3].

Therefore, the goal of this article is to present scientific proposals for improvement of governance of the non-profit sector in the Russian regions, which are based on the forms of intersectoral social partnership.

There are several tasks to carry out in order to achieve this goal:

- 1) to review main theoretical concepts of this research;
- 2) to study Russian legal sources concerning governance of the non-profit sector;

- 3) to analyze sectoral economic support of socially oriented non-profit organizations;

- 4) to define the place of state regional policy in the system of regulation and support of non-profit organization in Russia;

- 5) to formulate recommendations and proposals for improvement of state governance of the non-profit sector in the Russian regions.

### **Materials and methods**

The knowledge base of the research includes the following: works of the Russian and foreign authors, legislative sources, documents of the federal and regional authorities, data from Federal State Statistics Service, part of which is published on the portal of Unified Interdepartmental Statistical Information System (UISIS).

Moreover, the results of monitoring of the economic status and social well-being of the Vologda Oblast population are used. Monitoring was conducted by using the method of interviewing. The model of multi-stage area sampling with quota sampling of observation units at the last stage was used. The first stage of sampling included selecting typical entities of the Vologda Oblast which include Vologda, Cherepovets as well as Babaevsky, Velikoustyugsky, Vozhegodsky, Gryazovetsky, Kirillovsky, Nikolsky, Tarnogsky, Sheksninsky districts. The second stage included territorial zoning inside the selected entities, and the third stage – selection of the respondents according to the gender and age quota. Sampling size was 1,500 people, sampling error – 3%.

Processing and interpretation of collected data were carried out by using systematic, comparative, statistical and sociological analysis.

### Theoretical basis of the research

International scientific literature includes a number of theoretical approaches towards the problem of non-profit organizations' emergence and its cooperation with authorities.

The concept of "market/state failure". The point is that the emergence and the development of non-profit organizations are tied to the inability of the market and the state to provide an effective allocation of limited resources. The state compensates "market failures" by providing market goods, and the non-profit sector atones "state failures" by, in fact, covering a part of aggregate demand for public goods and services (M. Krashinski [4], I. Ilman [5], G. Khansmann [6–7]).

"Social origin" theory. According to the supporters of this concept, the non-profit sector is a derivative of the state social system. The latter is defined by its development features formed in a society by traditions and stereotypes towards the creators of public goods (G. Espirin-Andersen [8], L. Salamon, V. Sokolovski [9]).

The concept of "subsidy". Subsidies (tax relief, public spending, private donations etc.) give non-profit organizations a competitive edge against for-profit and public institutes. Subsidy is the main factor of a non-profit organization's emergence and growth (M. Jensen E. Fama [10]).

These theoretical approaches do not contradict each other and supplement the concept of New Governance Theory, which needs to be examined additionally.

Representatives of this school say that shortcomings of governance could be amended by implementing approaches and practices of the private sector. It includes strategic planning, management by objectives, etc. [11]. Ideologists

of "indirect governance" suggest passing public services, including social ones, over to private and non-profit organizations by means of contracts and agreements [12]. Such outsourcing<sup>5</sup> practices at the public levels are implemented in developed countries (Germany, USA, France, The Netherlands, etc.) and some developing countries (Republic of Korea, India, etc.).

The benefits of cooperation with NPOs for the government are as follows: improvement of the quality of the services as a result of smaller-scale and greater responsiveness of NPOs; access to expert knowledge and experience in the process of addressing issues; an opportunity to mobilize extra-resources in the form of private fees and efforts of volunteers; a chance to shift some of the service price to clients; access to the innovative solutions for difficult problems which are usually created by NPOs; ability to address the issues flexibly, with a chance to avoid state bureaucracy; promotion of the social capital and harmony [14, p. 8].

But the implementation of "indirect governance" causes three problems: manageability, accountability and legitimacy. The first problem is that indirect forms of governance require a lot more planning than direct forms. Issues which are solved by direct governance on a case-by-case basis at the level of the country should be regulated through legally binding contracts under indirect governance. Coherence should be provided in many locations of the decision-making circuits, and dispersed organizations

<sup>5</sup> Outsourcing – is a way of organizing company's work by concentrating on the primary activity and giving out non-profile functions to outside expert firms on a contractual basis [13].

should be united in effective webs capable of comprehensive action. Everything mentioned requires new approaches and skills drastically different from those characterizing traditional governance.

The second problem is caused by a possible lose of control from public agencies, because implementing organizations, according to the “principal–agent problem”, will always have more information about what happens in their area of activity.

The third problem explores de-legitimization of the state. Transition of public functions might weaken a perceived connection between taxes people pay and services they get. The services, which are provided by means of outsourcing, are given to citizens by NPOs and not by public institutions. As a result, people might get confused by the source of assistance [15].

Finding the balance between pros and cons in implementation of this theory in Russian realities requires further research, so now we will discuss a brief review.

Russian scholars see the solution of the governance problem in practice-oriented theories – “intersectoral social partnership”, “social-public partnership” and “public-private partnership”. Public-private partnership (hereinafter – PPP) primarily means cooperation between business and government. It includes different projects of co-financing new productions through private and budget funds [16, p. 271]. But A.A. Moskovskaya notices that social entrepreneurs and non-profit organizations should be included in PPP-system as important sources of social infrastructural development [17, p. 110]. Social-public partnership (hereinafter – SPP) involves

citizens and their groups in implementation of the tasks of state policy. It also suggests the involvement of NPOs in the role of the institute which unites people in associated groups [18]. The nature of intersectoral social partnership (hereinafter – ISSP) means positive cooperation between public, business and the non-profit sectors in addressing social issues. This type of interaction is advantageous for the population of the territories and for each party – cooperation provides synergetic effect from combining the resources [19, p. 20–21].

The form of intersectoral social partnership is more effective for conditions of the Russian regions, because it helps get not only additional resources for social issues solution and quality of life improvement, but also to increase effectiveness of government decisions, to improve people’s positive attitude towards authorities. The instruments of ISSP provide the opportunity for public institutes to understand people’s needs and to correct government decisions on time [20, p. 39].

### **Results and discussion**

Governance process of the non-profit sector development is reviewed in four aspects: legal basis, sectoral specifics of economic management, problems at the regional level and effectiveness of informational support of the non-profit sector in the context of public opinion.

#### *1. Legal basis*

The formation of appropriate legal environment for non-profit organizations is an important premise for their willingness to work on common challenges with the government [21, p. 50]. Federal authorities acknowledge the use of cooperation with non-profit organizations and determine the priorities

Table 1. Documents and normative legal acts to support SONPOs in the Russian Federation

Document	Contents
Decree of the Government of the Russian Federation No.1144-r "On approval of the plan ("roadmap") "Improving access of non-government organizations to the provision of social services", dated 08.06.2016	It includes a range of measures designed to guarantee stage-access of SONPOs carrying out activities in the social sphere
Federal Law No.287-FZ "On non-profit organizations" regarding establishment of the status of a non-profit organization – performer of public utility services (PPUS)", dated 03.07.2016	SONPO gets a status of PPUS if it provides useful services of good quality for more than a year, it is not registered as a foreign agent, and doesn't have back taxes and fees
Decree of the Government of the Russian Federation No.1096 "On the approval of the list of socially useful services, and criteria of quality assessment of their provision", dated 27.10.2016	It establishes the list of services NPO may provide and get subsidies for. Also, it states criteria of assessment: compliance with the standards, the availability of skilled employees and the adequacy of their quantity, satisfaction of beneficiaries, transparency and availability of information about NPO, the absence from the register of unfair suppliers
Federal Law No.449 "On amending FL "On non-profit organizations", dated 19.12.2016	It sets the minimum two-year period during which budget subsidies should be allocated to NPO-PPUS
Federal Law No.466 "On amending Articles 78.1 and 242.6 of the Budget Code of the Russian Federation", dated 28.12.2016	It determines the amount and procedure of subsidies provision from the federal, entity, and local budgets
Decree of the Government of the Russian Federation No.89 "On the register of non-profit organizations – performers of public utility services", dated 26.01.2017	It clarifies the rules of making a decision on the recognition of SONPO as a performer of socially useful services, as well as the rules of maintaining the register
Methodological materials on the development of regional programs of support for socially oriented NPOs	It establishes the powers of the regions; the procedure for the development of regional programs supporting SONPO, the requirements for the structure and content of such programs
Methodological materials on the formation and assistance of the SONPO support resource centers in the entities of the Russian Federation and municipalities	It defines the functions of the SONPO resource center and criteria to assess their activities. Besides, it contains recommendations on providing support to the resource center by public authorities of entities of the Russian Federation and local administrations

of state policy towards them. For example, according to Subparagraph 1 Section 1 of the Decree of the President of the Russian Federation No. 597 "On measures to implement state social policy", dated May 7, 2012, the government of the Russian Federation is assigned to "increase support of socially oriented non-profit organizations starting from 2013"<sup>6</sup>.

In accordance with the May Decree of the President of the Russian Federation V.V. Putin a number of documents were prepared and adopted. Some of them, especially methodo-

logical materials for regions, are not mandatory (*Tab. 1*).

Actions of the authorities and adopted official documents show that the involvement of non-profit organizations into public and municipal provision of social services is one of the priorities of the Russian social policy. The advantage is that legal basis, which helps involve such organizations in social sphere, is established. But some researchers point out the shortcomings of the existing system. G.M. Zabolotnaya and A.V. Larionov underline that "the real situation with bringing the non-profit sector into providing social services in the regions does not correspond to the request of the federal center" [22, p. 252].

<sup>6</sup> The Decree of the President of the Russian Federation No.597 "On measures to implement state social policy", dated 7.05.2012. Available at: <http://base.garant.ru/70170950/>

We should point out a number of reasons which restrain implementation of national policy at the regional and municipal levels. If we look at the register of non-profit organizations which perform socially useful services of the Russian Ministry of Justice, we will see 139 organizations across Russia (June 2018)<sup>7</sup>. The Central Federal District is the leader – 57 SONPOs are included in the register there (0.18% from the overall number of SONPOs registered in the regions of the district), in Siberian – 15 (0.07%), North Caucasian – 13 (0.16%), Ural – 12 (0.1%), Northwestern – 6 (0.04%), Southern – 4 (0.02%)<sup>8</sup>. Overall amount of SONPO financial assistance across all regions allocated from budget funds does not reach numbers stated in the “program of stage-access to budget funds” – 7% to 2018 and 10% to 2020 (planned)<sup>9</sup>. The real number is eight times below the target. For example, in the Northwestern Federal District the proportion of funds from consolidated regions’ budgets for SONPO assistance is 1.2% (2,896,5 million rubles)<sup>10</sup>.

While explaining the reasons of insufficient integration of non-profit organizations in the register and lack of their financial funding, regional authorities refer to the absence of

unified methodic of budgetary allocations for non-profit organizations providing socially useful services<sup>11</sup>.

After analyzing procedures of selecting social services suppliers in 15 regions, B.L. Rudnik, E.V. Kushtanina found numerous cases when adopted documents did not represent objectivity and transparency. In particular, authors point out the following problems: absence of requirements concerning provision of information about the selection and its results for the customer, usage of informal quality criteria, unresolved issues regarding activities of the commissions etc. [23].

S.V. Efremov examines subjective readiness of regional authorities to involve SONPO as the provider of social services, financed from budget funds, by interviewing deputies of governors and ministers of the regions (64 respondents in 44 regions). The author states that “overdepartmentalization of interests, along with conservative authorities, creates a vicious circle – regions do not seek gaining the experience of inviting SONPOs” [24, pp. 102–103]. This could be explained by the fact that transition of the part of the social demand to non-government organizations leads to budget cuts for public and municipal social institutions. Local authorities are not interested in this: they continue working as before and, at the same time, referring to “objective” reasons. On the other hand, non-profit organizations do not take the initiative and do not see the advantages of being in the register, because they cannot compete with public and municipal budget institutions. As the results of I.V. Mersyanova

<sup>7</sup> Data from the register of non-profit organizations-performers of socially useful services by the Ministry of Justice of the Russian Federation. Available at: <http://unro.minjust.ru/NKOPerfServ.aspx>

<sup>8</sup> There are no data for the Volga and Far Eastern federal districts.

<sup>9</sup> The 2016-2020 program of stage-access of socially oriented non-profit organizations operating in the social sphere to the budget funds allocated to the provision of social services for the people. Available at: <http://economy.gov.ru/wps/wcm/connect/>

<sup>10</sup> The report of the plenipotentiary of the President of the Russian Federation in Northwestern Federal District on the implementation of the assignment on organization and the results of monitoring of financial provision from the regional budgets of Northwestern Federal District given after Presidential Address to the Federal Assembly on 5 December 2016 No. Pr-2346. Available at: <http://nko.economy.gov.ru>

<sup>11</sup> Conducted monitoring of the activities support of SONPO-performers of socially useful services, Available at: [http://nko.economy.gov.ru/PortalNews/Read/4437?\\_utl\\_t=fb](http://nko.economy.gov.ru/PortalNews/Read/4437?_utl_t=fb)

and V.B. Benevolensky researches, based on interviews of SONPO managers in 33 entities of the Russian Federation, show, the weaknesses of non-profit organizations include low financial-material base and the insufficient level of professionalism of SONPO personnel in providing social services [25, p. 94]. Interestingly, these conditions are mandatory according to the Decree of the Government of the Russian Federation No. 1096 “On the approval of the list of socially useful services and criteria of quality assessment of their provision”.

Legal basis, which opens new opportunities to involve SONPOs in public social programs, turned out to be not supported by proactive measures to strengthen the economy and staff capacity of non-profit organizations which could implement necessary amounts of social services without the loss of quality.

In these conditions, regions choose alternative and easier ways to complete federal plan to involve SONPOs in order to resolve social issues. Thus, only their legal change into autonomous non-profit organizations (ANPOs) allows achieving numbers, recommended by the federal authorities, without losing specialists and material base of the abolished institutes – but in a different legal and economic reality (the model of institutional substitution is actively used in the Republic of Bashkortostan) [26]. But it is impossible for the government to hope for synergetic effect from attracting additional resources of non-profit organizations.

## *2. Sectoral specifics of economic governance of the non-profit sector*

There is practice of a sectoral based management impact on SONPO economic behavior at the federal and regional levels in

Russia. There are a number of ministries and departments, not including the Presidential Executive Office, providing financial support for SONPOs: the Ministry of Economic Development, the Ministry of Culture, the Ministry of Labor, the Ministry of Education and Science, the Federal Agency on Press, the Federal Youth Agency, the Ministry of Emergency Situations. The biggest part of subsidies is provided by the Ministry of Culture (3,310,327 thousand rubles). Almost the full amount of funds for SONPOs from this department is allocated on a competitive basis.

From 2014 to 2017, the amount of federal budget funds to support SONPOs in Russia tripled. But at the same time, the number of SONPOs which received financial assistance decreased from 6,037 to 3,688 units (*Tab. 2*). Average amount of funds received by one SONPO was 3.5 million rubles in 2017 and 0.8 million rubles in 2014. There is a pattern of a decrease in the number of subsidized SONPOs and a simultaneous increase in the amount of overall funding. The cause of this situation lies in the stricter requirements in the competitive process of assessing the quality of projects.

On the one side, the growth of funding resolves, in part, the problem of the non-profit sector “crisis”. In other words, it contributes to more stable and effective completion of projects, attraction of experienced staff and multiplication of social impact. On the other hand, organizations become dependent on public funds, and the control over this sector of the economy increases. Besides, assistance is given discretely to one-time projects, and it does not allow hiring permanent staff and forming a material base.

Table 2. Information about SONPO funding in 2014-2017 from the federal budget (thousand rubles, at comparable prices of 2017)

Public authority of the RF financially assisting SONPO	Amount of public financial assistance given to SONPO (thousand rubles)		On the competitive basis (thousand rubles)		Number of SONPOs that received financial assistance		Financial assistance growth rate from 2014 to 2017, in %
	2014	2017	2014	2017	2014	2017	
Presidential Executive Office of the RF (including the Presidential Grants Fund)	3,241,396	6,653,841	3,241,396	6,653,841	1,276	3,213	105.3
Ministry of Economic Development	1,113	-	1,113	-	4,630	-	
Ministry of Culture	942,952	3,310,327	942,952	3,124,427	58	176	251.1
Ministry of Labor	896,692	1,319,184	-	-	16	25	47.1
Federal Agency on Press	101	107,2	-	-	33	138	6.4
Federal Youth Agency	21,625	113,500	21,625	113,500	24	96	424.8
Ministry of Education and Science	-	1,430,274	-	30,896	-	34	
Ministry of Emergency Situations	-	90,000	-	90,000	-	6	
TOTAL:	5,103,879	12,917,233	4,207,086	10,012,664	6,037	3,688	153.1

Calculations are based on: The report on the activities and development of SONPO in 2014 and 2017. Available at: <http://nko.economy.gov.ru/Files/NewsDocuments/250a81ba-6074-4536-95b9-6f3d5cdc54c8.docx>

This analysis helped to find out one more disadvantage of this funding type. There is an overlap in financial flows from the Presidential Executive Office and sectoral ministries, departments. The same organizations can simultaneously submit the application for funding social projects to the Presidential Grants Fund and specialized executive power body. Also there is an opportunity for private (philanthropic foundations of V. Potanin, Elena and Gennady Timchenko, Lukoil and others), regional and municipal funds to finance these projects. Coordination of the targeted use of allocated resources is not provided in the existing methodologies – this is one of the tasks for the authorities to complete at the regional level.

To increase the efficiency of governance and to save sectoral approach towards the assistance to SONPOs, it is necessary to make structural changes aimed at addressing the issues of interdepartmental and intersectoral coordination.

### 3. Regional level of the non-profit sector governance

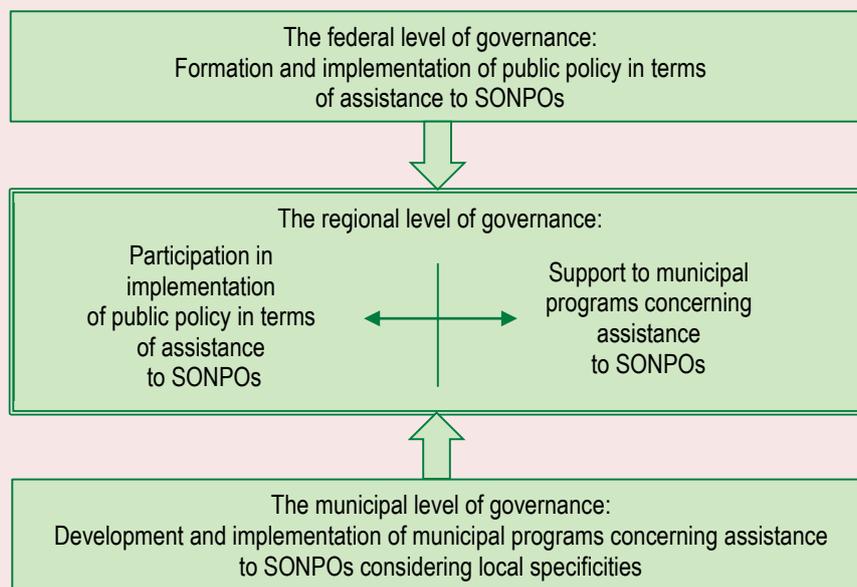
Success or failure of legislative solutions primarily depends on the position and economic opportunities of regional authorities which determine the efficiency of governance as a whole.

The regional level of governance is the central one. This is where all the requirements of the consolidated public policy<sup>12</sup>, coming from the federal level, and specific needs, formed at the municipal level in accordance with local conditions, come together (*Figure*). This is why the defined issue is primarily solved at the regional level.

According to the hierarchy of governance, the powers of the regional authorities concerning the regulation of SONPOs and

<sup>12</sup> According to Federal Law 7-FZ “On non-profit organizations” (Article 31.1.), dated 12.01.1996 (amended on 29.07.2018), public and local authorities provide the following types of assistance to SONPOs: financial; material; informational; consultative; training, retraining and further training of staff and volunteers.

## The scheme of power-sharing between public and local authorities in Russia



Own compilation.

providing assistance to them include coordination and insurance of the implementation of government policy adopted at the regional level, the development of targeted programs of the Russian Federation entities, provision of support to the local authorities in issues concerning assistance to SONPOs (including realization of the municipal programs), monitoring of adopted programs, and control over their implementation.

According to the annual report of the Ministry of Economic Development, public programs of the Russian Federation entities (sub-programs of public programs) concerning assistance to SONPOs in 2017 are adopted and being implemented in 74 regions of the country<sup>13</sup>.

<sup>13</sup> The report on the activities and the development of socially-oriented non-profit organizations in 2017. Available at: <http://nko.economy.gov.ru/Files/NewsDocuments/250a81ba-6074-4536-95b9-6f3d5cdc54c8.docx>

However, resources of some regions to finance SONPO projects are limited. For example, regional budget of the Republic of Karelia for 2018 includes financing of SONPOs – 11.5 million rubles, in the Novgorod Oblast – 15 million rubles, and in the Pskov Oblast – 5 million rubles.

The Vologda Oblast implements a public program called “Creating conditions for the development of civil society and the potential of young people in the Vologda Oblast for 2014 – 2020” which established a sub-program called “State support for socially oriented non-profit organizations in the Vologda Oblast for 2014–2020”. The aim is to create favorable conditions for the development and effective functioning of SONPOs<sup>14</sup>. Dynamic of extents

<sup>14</sup> On the public program “Creating conditions for the development of civil society and the potential of young people in the Vologda Oblast for 2014–2020” (amended on January 21, 2019). Available at: <http://docs.cntd.ru/document/422454376>

Table 3. Financial support of SONPO projects within the sub-program “State support of socially oriented non-profit organizations in the Vologda Oblast for 2014 – 2020” in 2014-2018 (thousand rubles, at comparable prices of 2018)

Indicator/year	2014	2015	2016	2017	2018	Growth rate of 2018 to, %			
						2017	2016	2015	2014
The amount of SONPO financial support, thousand rubles	29,530	27,565	15,769	12,554	15,000	19	-5	-46	-49
Co-financing from the federal budget, thousand rubles	16,788	11,072*	-	-	-	-	-	-	-
A number of supported SONPOs, units	71	93	70	53	48	-9	-31	-48	-32
A number of SONPO projects registered in the municipal institutions	27	21	16	8	10	25	-38	-52	-63
An average sum of subsidy given to SONPO, thousand rubles	416	296	225	237	313	32	39	5	-25

\* At the end of 2015, the decision to stop co-financing of SONPO assistance programs was made by the Ministry of Economic Development. Complied by the authors according to: The register of socially oriented non-profit organizations receiving support from the Government of the Vologda Oblast in 2012-2019. Available at: [https://vologda-oblast.ru/vlast/pravitelstvo\\_oblasti/strukturnye\\_podrazdeleniya\\_pravitelstva/departament\\_vnutrenney\\_politiki\\_pravitelstva\\_vologodskoy\\_oblasti/reestry](https://vologda-oblast.ru/vlast/pravitelstvo_oblasti/strukturnye_podrazdeleniya_pravitelstva/departament_vnutrenney_politiki_pravitelstva_vologodskoy_oblasti/reestry)

of financial support could be analyzed starting from 2016: earlier it was implemented on the basis of federal co-financing. The amount of funds involved is something around 15 million rubles, with a slight decrease in 2017. If we share this number between all non-registered organizations in the region (1465 units), then each SONPO will get only 10 thousand rubles. Grants provide assistance for only 3% of SONPOs in the Vologda Oblast. There is an increase in an average sum of subsidy with a decrease in a number of supported projects (*Tab. 3*) – it matches the federal tendency of SONPO financial assistance. But competing projects do not gain full support: in 2018, 35% of applicants did not get subsidies in accordance with the presented estimates<sup>15</sup>. As a result, all the projects are implemented at the smaller scales, and it declines their efficiency.

<sup>15</sup> The annual report on the implementation and efficiency assessment of the public program “Creating conditions for the development of civil society and the potential of young people in the Vologda Oblast for 2014–2020”. Available at: [https://vologda-oblast.ru/vlast/pravitelstvo\\_oblasti/strukturnye\\_podrazdeleniya\\_pravitelstva/departament\\_vnutrenney\\_politiki\\_pravitelstva\\_vologodskoy\\_oblasti/otchet/](https://vologda-oblast.ru/vlast/pravitelstvo_oblasti/strukturnye_podrazdeleniya_pravitelstva/departament_vnutrenney_politiki_pravitelstva_vologodskoy_oblasti/otchet/)

In addition to low funding, non-profit organizations are encumbered with a difficult application system and necessity to provide reports on implementation of the projects in hard copy. As a result, there are additional administrative expenses on paperwork which lead to a decrease of their management efficiency.

An average length of regionally subsidized projects is about one year, because public sub-programs do not include long-term projects. It leads to instability of non-profit organizations’ work and inability to keep qualified employees.

This way, only non-profit organizations involved in civil law contracts with public authorities are economically influenced by the government. Thus, 18% of SONPOs<sup>16</sup> have contacts for rent and royalty-free use of non-residential premises (buildings) which are government and municipal property. 7% of

<sup>16</sup> Distribution of SONPOs in the Vologda Oblast according to the possession and the total floor area of premises in 2017. Basic characteristics of socially-oriented non-profit organizations in the Vologda Oblast in 2017. The Vologda Federal State Statistics Service. Available at: [http://vologdastat.gks.ru/wps/wcm/connect/rosstat\\_ts/vologdastat/ru/statistics/finance/](http://vologdastat.gks.ru/wps/wcm/connect/rosstat_ts/vologdastat/ru/statistics/finance/)

Table 4. The structure of money funds formation of socially oriented non-profit organizations in 2014–2017 at the regional level in Russia (through the example of the Vologda Oblast) (thousand rubles, at comparable prices of 2017)

The sources of money funds	2014	Share, in %	2017	Share, in %	Increase rate, 2017 to 2014
Income from the sale of goods, works, services, property rights (except revenues from special-purpose capital)	3,109,215	46.7	2,423,863	54.1	-22.0
Special-purpose incomes (including charities), grants from the Russian NPOs	163,326	2.5	184,443	4.1	12.9
Special-purpose incomes (including charities), grants from the Russian individuals	595,230	8.9	490,560	10.9	-17.6
Special-purpose incomes (including charities) from the Russian for-profit organizations	1,877,270	28.2	1,080,844	24.1	-42.4
Budgets (federal, regional, municipal)	537,872	8.1	212,831	4.7	-60.4
Incomings from the foreign states, organizations, citizens and individuals without citizenship	7,833	0.1	8,305	0.2	6.0
<b>Other incomes</b>	<b>369,180</b>	<b>5.5</b>	<b>80,681</b>	<b>1.8</b>	<b>-78.1</b>
<b>Overall revenues</b>	<b>6,659,927</b>	<b>100.0</b>	<b>4,481,527</b>	<b>100.0</b>	<b>-32.7</b>
Own calculations based on: UISIS data. The activity of socially oriented non-profit organizations – the results of sample statistical observation. Available at: <a href="https://fedstat.ru">https://fedstat.ru</a>					

organizations<sup>17</sup> have contracts for subsidies (grants). Besides, the Department of Domestic Policy of the Vologda Oblast provides non-contractual services on informational support for additional 14% of organizations<sup>18</sup>. Overall, there are more than a half of SONPOs registered in the region, which are not included in the cooperation with public institutions.

It needs to be reminded that regional SONPOs can gain subsidies from different sources. Information about SONPO funding in the Vologda Oblast is given in *Table 4*. The combined share of incomes from budget sources decreased from 8% in 2014 to 5% in

2017. At the same time non-repayable incomes from citizens and business institutions are seven times higher than the share of SONPO government support. The proportion of state support for non-profit organizations in western countries is about 40% [27] – it is much more than in Russia.

Local authorities develop and implement municipal programs of SONPO assistance and provide property support to them. According to the Ministry of Economic Development, municipal programs are adopted only in 23% of municipal institutions (in 540 out of 2,350). At the same time, overall proportion of subsidies given to local budgets by the Russian Federation entities budgets for implementation of SONPO support programs grew from 2.3 billion rubles in 2016 to 2.9 billion rubles in 2017<sup>19</sup>. The growth rate is 26%.

<sup>17</sup> The register of socially oriented non-profit organizations receiving support from the Government of the Vologda Oblast in 2012–2019. Available at: [https://vologda-oblast.ru/vlast/pravitelstvo\\_oblasti/strukturnye\\_podrazdeleniya\\_pravitelstva/departament\\_vnutrenney\\_politiki\\_pravitelstva\\_vologodskoy\\_oblasti/reestry](https://vologda-oblast.ru/vlast/pravitelstvo_oblasti/strukturnye_podrazdeleniya_pravitelstva/departament_vnutrenney_politiki_pravitelstva_vologodskoy_oblasti/reestry)

<sup>18</sup> The annual report on the implementation and efficiency assessment of the public program “Creating conditions for the development of civil society and the potential of young people in the Vologda Oblast for 2014 – 2020”. Available at: [https://vologda-oblast.ru/vlast/pravitelstvo\\_oblasti/strukturnye\\_podrazdeleniya\\_pravitelstva/departament\\_vnutrenney\\_politiki\\_pravitelstva\\_vologodskoy\\_oblasti/otchet/](https://vologda-oblast.ru/vlast/pravitelstvo_oblasti/strukturnye_podrazdeleniya_pravitelstva/departament_vnutrenney_politiki_pravitelstva_vologodskoy_oblasti/otchet/)

<sup>19</sup> The report on the activities and the development of socially-oriented non-profit organizations in 2017. Available at: <http://nko.economy.gov.ru/Files/NewsDocuments/250a81ba-6074-4536-95b9-6f3d5cdc54c8.docx>

Table 5. Information about SONPO funding in 2014–2017 from municipal (local) budgets (thousand rubles, at comparable prices of 2017)

Region/year	2014	2015	2016	2017	Increase rate, 2017 to, %		
					2016	2015	2014
Saint Petersburg	182,195	112,544	115,944	136,345	18	21	-25
Leningrad Oblast	59,490	78,399	96,779	84,538	-13	8	42
Vologda Oblast	193,598	169,104	49,963	78,284	57	-54	-60
Arkhangelsk Oblast	86,439	56,648	66,090	42,264	-36	-25	-51
Murmansk Oblast	21,402	25,092	247,953	41,546	-83	66	94
Kaliningrad Oblast	53,392	37,598	40,284	32,371	-20	-14	-39
Komi Republic	22,501	75,559	20,855	16,959	-19	-78	-25
Pskov Oblast	13,764	9,594	9,446	15,221	61	59	11
Republic of Karelia	5,845	3,184	5,934	8,512	43	167	46
Novgorod Oblast	5,530	4,872	5,422	2,208	-59	-55	-60
<b>Russia</b>	<b>11,573,020</b>	<b>10,743,215</b>	<b>10,523,224</b>	<b>6,939,053</b>	<b>-34</b>	<b>-35</b>	<b>-40</b>
<b>Northwestern Federal District</b>	<b>649,424</b>	<b>575,702</b>	<b>660,171</b>	<b>458,248</b>	<b>-31</b>	<b>-20</b>	<b>-29</b>

Own calculations based on: UISIS data. The activity of socially oriented non-profit organizations – the results of sample statistical observation. Available at: <https://fedstat.ru>

The instability of SONPO financial support from budget funds is especially noticeable at the municipal level. It could be seen in some regions of the Northwestern Federal District (Tab. 5). There is no positive dynamics of it from 2014 to 2017 in the Novgorod, Arkhangelsk Oblasts and in the Komi Republic. In the Vologda Oblast, an amount of SONPO subsidies from local budgets decreased significantly. It is noteworthy that overall amounts of subsidies to support SONPOs given to municipal budgets from budgets of the Russian Federation entities increase, but the local financing of SONPOs decreases.

The analysis of this data shows that, on the one hand, participation of the non-profit sector in development of new social goods as a partner of a state attracts significant additional financial resources in the social sphere. It is especially important if budgets of the regions are limited. On the other hand, SONPOs give people an opportunity for self-realization in the area of socially useful services, and a chance to become a socially responsible entity to business.

#### 4. Public opinion as the criteria of the non-profit sector informational support

An important factor which, in part, determines the effectiveness of the non-profit sector at the regional and local level governance is the attitude and inclusion of people into activities of NPOs. Monitoring data of economical status and social welfare of the Vologda Oblast population show that people are not informed enough about NPOs. From 2009 to 2019 the number of respondents who know about NPOs or encountered them before is between 6% and 14%. It needs to be reminded that informational support of NPOs is one of the mandatory and legislated forms of state assistance<sup>20</sup>. It is impossible to ignore direct involvement of people into NPO work as its members or volunteers. In 10 years of observations, a number of NPO members decreased (from 7% to 3%). In general, the share of people not participating in NPO

<sup>20</sup> According to Federal Law 7-FZ “On non-profit organizations” (Article 31.1.), dated 12.01.1996 (last amended on 29.07.2018)

Table 6. Distribution of answers to questions: “Do you know about activities of non-profit (social) organizations?”; “Do you participate in NPO activities, or are you a member of any of them?”; “In your opinion, how do non-profit (social) organizations affect the life in the region?”, % of respondents

Do you know about activities of non-profit (social) organizations?							
Answer option	2009	2013	2016	2019	Change in 2019 to (+/- p.p.)		
					2009	2013	2016
Yes, I do. I encountered them before	12.3	12.7	6.3	10.1	- 2	-3	4
I heard something	40.3	34.7	33.1	42.3	2	8	9
I don't know anything	24.5	33.6	43.1	36.5	12	3	-7
I hesitate to respond	22.9	19.0	17.6	11.2	- 12	-8	-6
Do you participate in NPO activities or are you a member of any of them?							
I am a member of the organization	7.0	4.5	3.0	2.7	-4	-2	0
I am involved as a volunteer	9.9	6.3	6.3	9.8	0	4	4
Neither of these answers	81.0	89.2	90.7	87.6	7	-2	-3
In your opinion, how do non-profit (social) organizations affect the life in the region?							
Affect greatly	5.8	4.7	4.9	7.0	1	2	2
Affect a little	25.0	22.4	18.1	19.3	-6	-3	1
Don't affect at all	22.3	26.0	25.0	29.7	7	4	5
I hesitate to respond	46.7	51.9	46.9	44.0	-3	-8	-3
Source: Monitoring of the economic status and social well-being in the Vologda Oblast (VoIRC RAS)							

activities remains at the same high level – 81–91%. Assessment of NPO impact on people’s lives is also an important factor which shows the public attitude toward these organizations and state efforts to support them. The survey results reveal that a number of people who think of NPO as powerful agencies is only 7% in 2019. Instead, 30% of respondents think that non-profit organizations do not provide any influence. Uncertain judgements in this period of time are quite stable and frequent (44–52%). These trends are directly connected to the low level of people’s awareness about NPOs (*Tab. 6*).

Therefore, the results of the Russian regions and municipalities’ resource base analysis show a significant accumulation of unresolved issues there. It gives us grounds for considering this level of governance as the most important in the process of increasing governance efficiency across the country.

### Conclusions and recommendations

Coming back to the theoretical part of this research, it needs to be noticed that we determined intersectoral social partnership as the most advantageous form of constructive cooperation between state organizations, business and the non-profit sector for solving socially important issues at the regional level.

Now we can say that this type of constructive cooperation started to emerge. The non-profit serves as the coordinator, because NPOs are best designed for addressing social issues and understanding the needs of target audiences [28, p. 67]. The function of cooperation with non-profit organizations is assigned to the Ministry of Economic Development of the Russian Federation. The structural subdivisions of the local executive authorities do the same in the regions. In the Vologda Oblast, for example, this body is the Department of Domestic Policy of

the Vologda Oblast Government. At the municipal level this function is performed by the special bodies of the administration or by individual specialists – it depends on the scale of a municipality. Non-profit organizations form an autonomous field as a horizontal network. A preferable cooperation is developed at its intersection point with vertical administration.

Almost all the regions actively develop a legal basis which regulates mechanisms of intersectoral cooperation. But the efficiency of its implementation is different in the Russian Federation entities. This is a result of several subjective factors: readiness of local authorities for ISSP, local specifics of the non-profit sector development, the level of social capital, formality and maturity of institutions etc. [20, p. 39]. V.N. Yakimets points out five types of ISSP mechanisms: competitive (subsidies, grants, contests, public procurement, social demand); socio-technological (creation and promotion of “social know-how”); organizational-structural (joint development of centers, legal entities for social tasks solutions); procedural and negotiating (civic chambers, councils, comities, round tables, working groups, tripartite agreements); complex or combined mechanisms (local communities’ funds, resource centers, fairs of social services). The latter combines features of all the previous mechanisms [19, p. 21].

The sustainability of the partnership is provided by the mandatory usage of respective legal, economic and organizational instruments in developing coordination structures of the non-profit sector, business and authority on a parity basis. Thus, the regional resource centers (RRC), which are developed in organizational

forms of a fund or an autonomous non-profit organization, start working in some regions. First of all, RRC should solve the issues stated in this research:

- analysis of the activities of non-government organizations in the spheres of social service, healthcare, education, culture, physical culture and sport, with the involvement of the resources from charity funds, business, science and other sources;
- strengthening of SONPO economic potential in order to increase their number at the market of social services in the conditions of the real competition with government and municipal institutes in the social sphere;
- creation of the centers for training and professional advancement for SONPO directors and staff;
- overcoming the inconsistencies, removal of interdepartmental barriers concerning financial and other support of SONPO by concentrating the resources from different budget and off-budget sources;
- organization of complex informational assistance of all the parties’ activities;
- coordination of public and municipal assistance programs, attraction of the local business structures to the development, and implementation of these programs on the basis of shared financing;
- improvement of the work of expert and competition commissions in order to raise quality of financed projects and control of targeted funds use.

It should be noted that successful work requires legalization of resource centers’ activities for non-profit organizations in the region. Mandatory state certification could be an option of legitimization of RRC activities.

In our opinion, new architecture of territorial cooperation within local communities lacks municipal centers for providing infrastructural support to SONPO (hereinafter – CIS). It could become network footholds for RRC which organize social-state framework formed on a parity basis by local social structures, business community and municipal administration. Specificities of many municipals, especially ones in rural areas, are that small non-profit organizations usually operate on their territories. Many of these institutes are initiative groups of citizens without a status of the legal entity. So CIS become a “maternal” multifunctional social structure for them which accumulates local civic initiatives, as well as human, administrative and material resources, for their successful implementation. Besides, CIS give municipal NPO and initiative groups of people access to gaining the services provided by RRC. Regional resource centers could become the organizer and the initiator of CIS development.

This form of social organization helps build own material and economic basis for a sustained development of the local initiative. CIS could be created as independent legal entities in the organizational-legal forms of a fund or an autonomous non-profit organization. CIS could operate as RRC affiliates in small municipalities.

Therefore, network horizontals become producing entities of intersectoral social partnership under conditions of equal participation: regional resource centers – at the regional level, centers of infrastructural assistance – at the municipal level. But in any case scenario RRC operates as a regional “umbrella organization” which provides consolidation of civic entities (SONPOs and business) on issues concerning economic cooperation with the state in the social sphere.

Suggested structural organizational-economic and legal measures improve intersectoral social partnership in order to meet the requirements of high efficiency of the non-profit sector governance in the regions.

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