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CIVIC CHAMBER OF THE RUSSIAN FEDERATION

STATE OF THE CIVIL SOCIETY IN THE RUSSIAN FEDERATION

REPORT FOR 2019



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REPORT
FOR 2019

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Introduction

The Annual Report on the state of civil society reflects the results of discussions and expert work of members of the current composition of the Civic Chamber. Considering that the Civic Chamber is a collective public body, composed of 168 members working on equal terms, with their own experience in public activities and understanding of the tasks in the development of civil society, various matters and positions are often viewed differently or even oppositely.

The Civic Chamber, as the central institution of organized national society is eager to give a quick response to the current public agenda, and conduct long-term systemic projects in the field of public control.

The most important component of “feedback” with society is citizens’ petitions. Annually the Chamber receives up to 30,000 petitions, and all of them are taken into consideration in relevant commissions. In some cases, results are achieved immediately by sending a request to the authority and indicating the level of public attention to the problem, in others it’s necessary to carry out additional monitoring and discussions.

Public hearings on the country’s most significant matters and expertise of the most important bills held by the Chamber are practical and action-oriented. Such public events, being a form of public control by law, are aimed at preparing recommendations for the responsible authorities; and a systematic approach of issues at the legislative or law enforcement level. A systematic solution is always the result of efforts of many people and organizations, and painstaking work with regulatory documents. The results of these

discussions strongly reflect the current state of civil society, estimate the most acute social problems, and ways to solve them.

“Community” forums held annually by the Civic Chamber have proven themselves to be one of the leading sites for discussing such problems, as well as the most important matters of national socio-economic development. The main participants in forums are representatives of non-profit organizations, civic chambers and councils, experts, and representatives of federal and regional authorities. In 2019, forums were held in the North Caucasus, Far East, North-West, and Central Federal Districts. Each of these forums was dedicated to considering one relevant topic in the development of civil society.

The final forum in Moscow attracted more than 3,000 people, and made it possible to examine the entire field of civil activities and go through in detail new priorities for a dialog between society, government, and business in 2020:

- public control of the implementation of national projects and programs;
- improvement of legislation and law enforcement practice in the field of regulating non-profit organizations;
- breaking down administrative and regulatory barriers for socially-oriented NPOs to participate in socially useful activities;
- improving the procedure for conducting public discussions and public hearings in implementing urban planning;



- monitoring of regional legislation that determines the formation of procedures and principles of organizing activities of public councils in government bodies of constituent entities of the Russian Federation, civic chambers (councils) of municipalities;
- monitoring the level and quality of the non-profit sector’s development in the constituent entities of the Russian Federation;
- search for new mechanisms to support socially significant initiatives and projects within corporate programs of social responsibility;
- improvement of the procedure for forming and ensuring public monitoring commissions in places of detention.

The listed field of works was discussed and supported at a meeting of members of the Civic Chamber and civil society activists with the First Deputy Chief of Staff of the Presidential Executive Office S.V. Kirienko, held on November 1; the final day of the “Community” forum in Moscow.

It should be noted that the formation of an expert position on these issues and

its promotion would have been much more difficult without the active, dynamic contribution to the discussion by the projects’ authors, i.e. winners of the annual contest for socially significant projects “My project is for my country!”

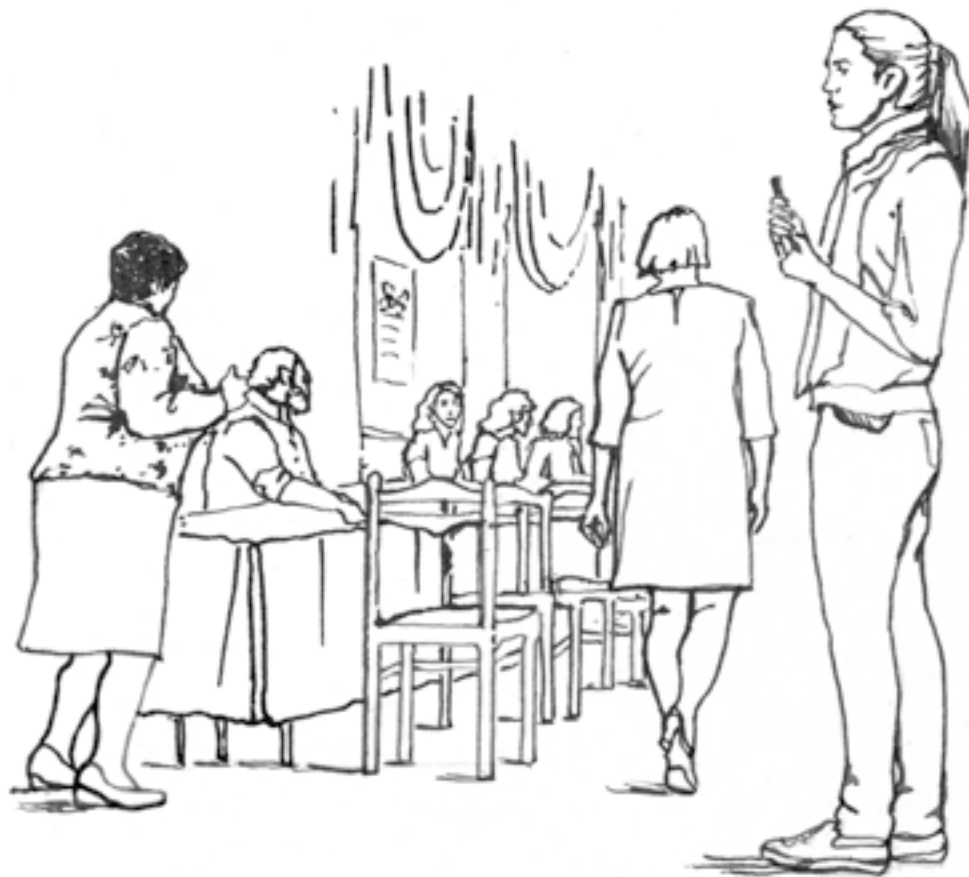
In addition, one cannot but note the contribution to the results achieved in the new work format successfully launched by the Chamber in 2019. What is involved here is the preparation of special reports on the analysis of various problems and matters of social and economic policies: “Ten years of activity by public monitoring commissions in the constituent entities of the Russian Federation”;¹ “Demography-2024: how to ensure sustainable natural growth in the population of the Russian Federation”;² “Participation of NPOs in the implementation of social services”;³ “‘Russian breakthrough’ and the tasks of civil society”;⁴ “Family policy: support measures as viewed by families”;⁵ “How to save the village: employment issues”.⁶

Materials for special reports and public discussions at the Civic Chamber, or during field sessions and “Community” forums, monitoring, expert surveys, and public expertise constitute the problematic basis of this Annual Report.

01



#INSTITUTIONS OF PUBLIC CONTROL AND FORMATION OF THE PEOPLE'S AGENDA



The main task in the development of public control is to increase the transparency of the decision-making process by officials, strengthen feedback between state and municipal authorities and the population, and, as a result, increase the level of public credibility in the state in general.

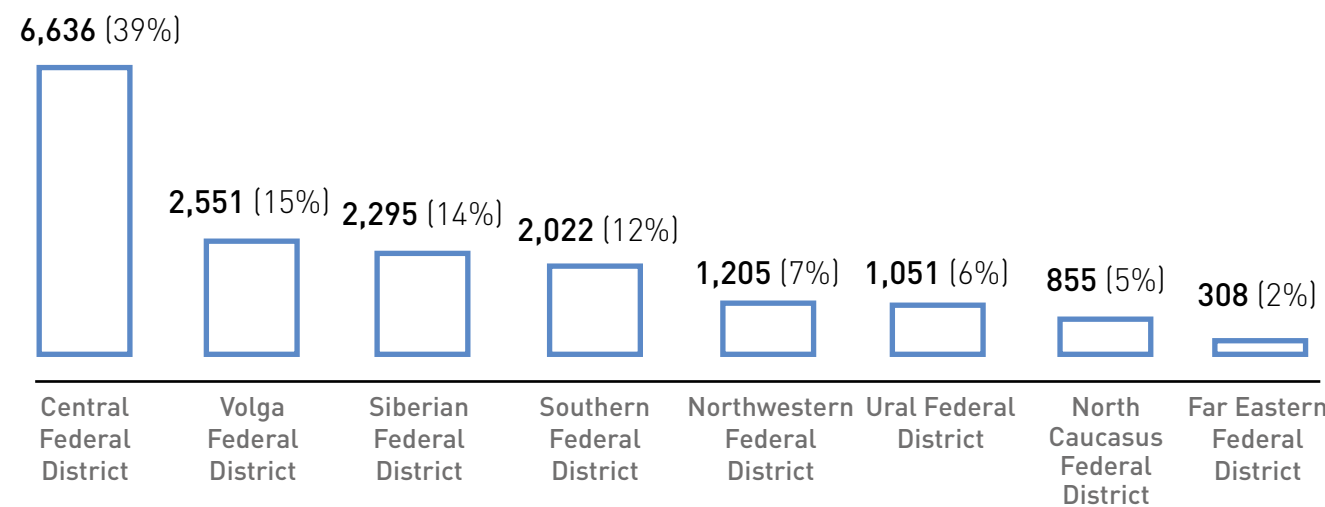
This work has been substantially built up in several directions: work with citizens' petitions, activation of regional civic chambers and public councils, methodological assistance of PMCs, and public expertise of the most important legislative initiatives.

#Citizens' petitions as a tool to understand the "people's agenda"

In 2019 (as of December 1, 2019), the Civic Chamber of the Russian Federation received 17,042 citizens' petitions. The source of petitions is via both the Russian Post and other channels: through the personal reception of citizens in the Chamber's building, via a special form for electronic petitions on the Chamber's website — oprf.ru, and through the hotline (call center).

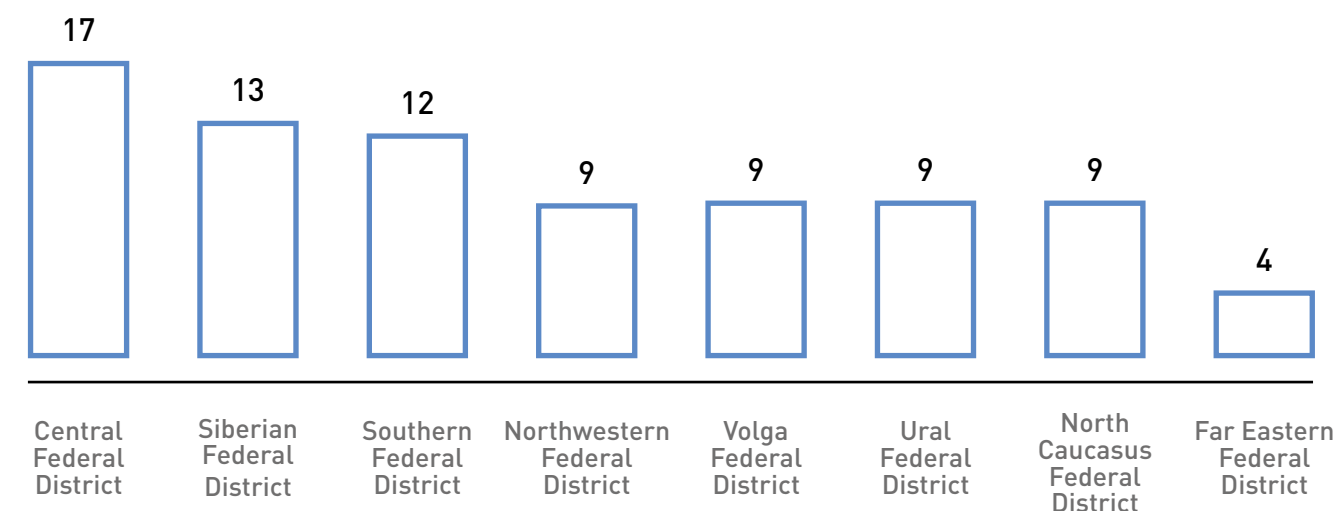
The Central Federal District (CFD) remains the leader in the number of petitions. In absolute terms, 6,636 requests were received from this district. The Far Eastern Federal District is where the least number of petitions come from.

The number of petitions received by the Civic Chamber of the Russian Federation, in terms of federal districts



Source: The Civic Chamber of the Russian Federation

The number of petitions received by the Civic Chamber of the Russian Federation in terms of federal districts (relative population of districts), per 100,000



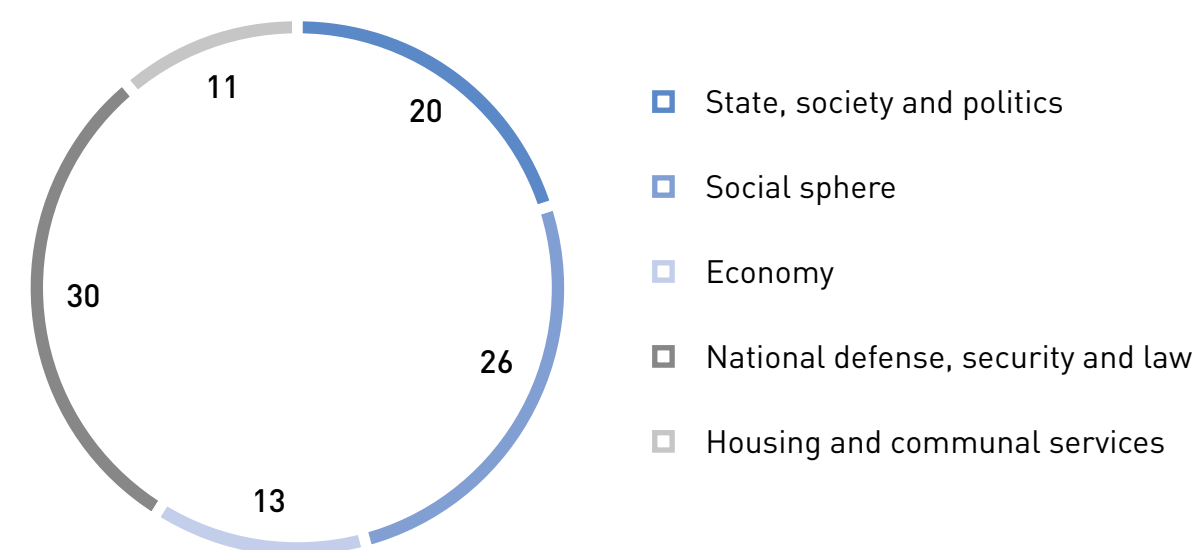
Source: The Civic Chamber of the Russian Federation

The main portion of petitions concerns the judicial and law enforcement system, social sphere, and housing and communal services. Matters of housing and communal services are traditionally the most frequently topic come across in citizens' petitions. Hundreds of petitions are sent annually to the state authorities in constituent entities, local self-

governments, , and supervisory and control organizations. As a whole a series of cases have achieved results.

For example, in March, the Civic Chamber received a collective petition signed by more than 4,500 residents of the city of Pokrov and the Petushinsky district in the Vladimir Region,

Topics of citizens' petitions received by the Civic Chamber of Russia, %



Source: The Civic Chamber of the Russian Federation



who were protesting against a project to build a section of the Moscow-Kazan high-speed railway through a residential development of the city of Pokrov. The results of the audit carried out by members of the Chamber were sent to the President of the Russian Federation V.V. Putin with a request to give an order to construct the route of the highway without affecting the existing populated areas. At present a decision has been taken to halt the highway's construction.⁷

Another collective petition from the city of Pokrov, contained a protest against a capital repair of the Volga federal highway M-7 within the city. According to the capital repair project, the road passing through the city and its historic center has been upgraded to a highway and practically divides the city into two isolated sections. Based on the results of a field meeting held in the city of Pokrov, and a meeting that followed at Rosavtodor, the possibility of rejecting the

project's implementation until a mutually acceptable solution has been reached is under consideration.⁸

Members of the Civic Chamber often have to deal with the level of competence and the negligence of local self-governments functionaries. For example, a citizen living in the city of Kovrov, Vladimir Region, turned to the Civic Chamber hotline on issues related to the activities of medical and social examination institutions. The MSA bureau requested control documents for his case at the behest of the Chamber. After that, the local MSA suddenly revised its own decision and changed the disability group from second to first. In another case, an airline ordered a single mother of two disabled children to buy 13 tickets to transport them after an operation from the city of Kurgan back home via a flight through Moscow. An inspection conducted at the request of a member of the Civic Chamber, Diana

Gurtskaya, resulted in two administrative cases against the airline under two articles: "Sale of goods, performance of work or provision of services in the absence of established information" and "Deception of consumers" of the Administrative Code of the Russian Federation.

For several months, members of the Civic Chamber of the Russian Federation dealt with a problem in the city of Kostomuksha in the Republic of Karelia, where, based on a lawsuit by the city administration, a court decided to limit the parental rights of a family with multiple children; six children were taken away from their parents. The suit against the family included inadequate living conditions, lack of sleeping and working places for lessons, etc., while the necessary

conditions for living and educating children in the family were created. After an address by the Chamber to the governor of Karelia, the situation became highly publicized. In May 2019, the court quashed the restriction and immediately returned the children back home.

Working with citizens' petitions is a high priority and will continue. New formats are being developed. The practice of having a "zero day" before each "Community" forum has proven itself — members of the Chamber, arriving for the forum, conduct excursions according to citizens' petition from that region, helping to resolve local issues. Methodological work with regional chambers to organize work with citizens' petition is being conducted.



#Regional civic chambers as public-state dialog sites

In regions civic chambers are first and foremost sites for public dialogue. According to Federal Law No. 183-FZ from June 23, 2016 “On General Principles of Organization and Activity of Civic Chambers of the Constituent Entities of the Russian Federation”⁹ and the relevant laws of the constituent entities,

civic chambers were created in all regions of Russia to protect the rights and freedoms, to concern the needs and interests of citizens and non-profit organizations in the formation and implementation of state policy, and to ensure public supervision of authorities’ activities.

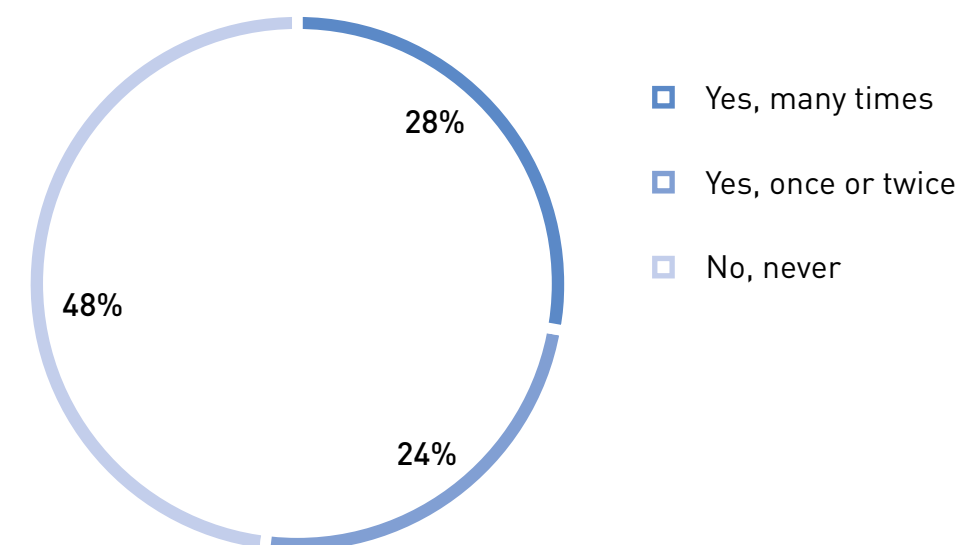


The total number of members of regional civic chambers exceeds 3,500. The activities of most chambers are organized within the framework of relevant commissions. To date, 83 civic chambers in the constituent entities of the Russian Federation have 646 commissions acting in various areas. As a rule, the main commissions deal with social issues, e.g. healthcare, education, housing and public utilities, demography, public control, etc. The name of the commissions reflects regional specifics. For example, the Civic Chamber of Moscow has a commission on “Smart City” technology. The civic chambers of the Khanty-Mansiysk Autonomous District — Yugra, the Yamal-Nenets Autonomous District and the Krasnoyarsk Territory, have commissions that deal with matters of the indigenous peoples of the North.¹⁰

Civic chambers cooperate with the full range of non-profit organizations — **veteran, youth, trade unions, educational and environmental, societies for the protection of historical and cultural monuments**, but analysis shows that non-official civic initiatives still lack proper support. According to a Civic Chamber survey during the “Community” forum,¹¹ the number of NPO employees and civil society activists engaged in the work of civic chambers is growing annually, but up to half of the representatives of the third sector do not participate in their activities. Hence, we need to improve feedback channels and support mechanisms here.

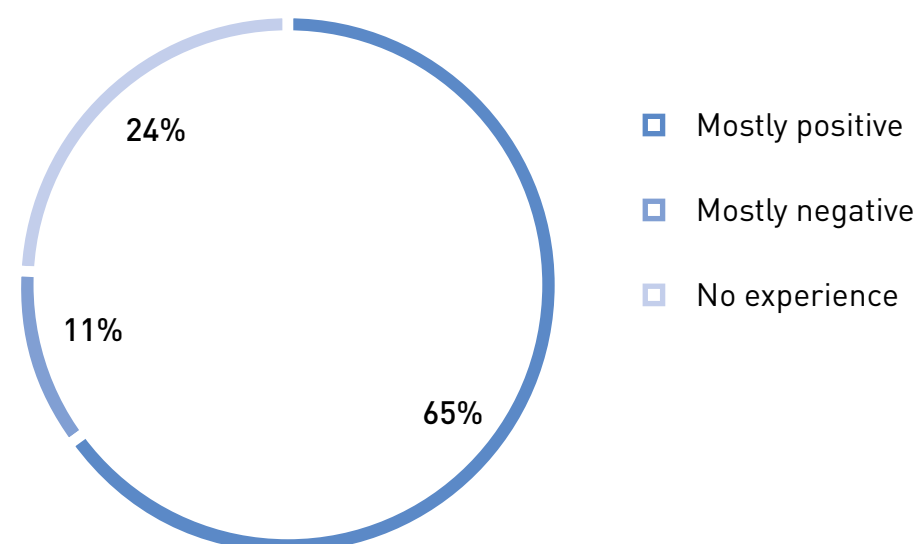
Approximately half of the survey’s respondents during the “Community” forum believe that the civic chamber

Have you personally participated in the activities of a regional Civic Chamber?



Source: The Civic Chamber of the Russian Federation¹²

How do you evaluate your experience in communicating with a regional Civic Chamber?



Source: The Civic Chamber of the Russian Federation¹³

of their region acts as a platform for interaction between the non-profit sector, civil society activists, business, and government. The other half of the respondents believe that the chamber is not a successful platform for interaction, or they do not have a definite answer to this question. In general, the potential for regional civic chambers as institutions to organize civil society at the local level is quite high. At the same time, the goal for both the Federal Chamber and regional chambers should be an assessment of their work, when the absolute majority of respondents recognize the chambers' active influence on the dynamics of public opinion and the promotion of public initiatives.

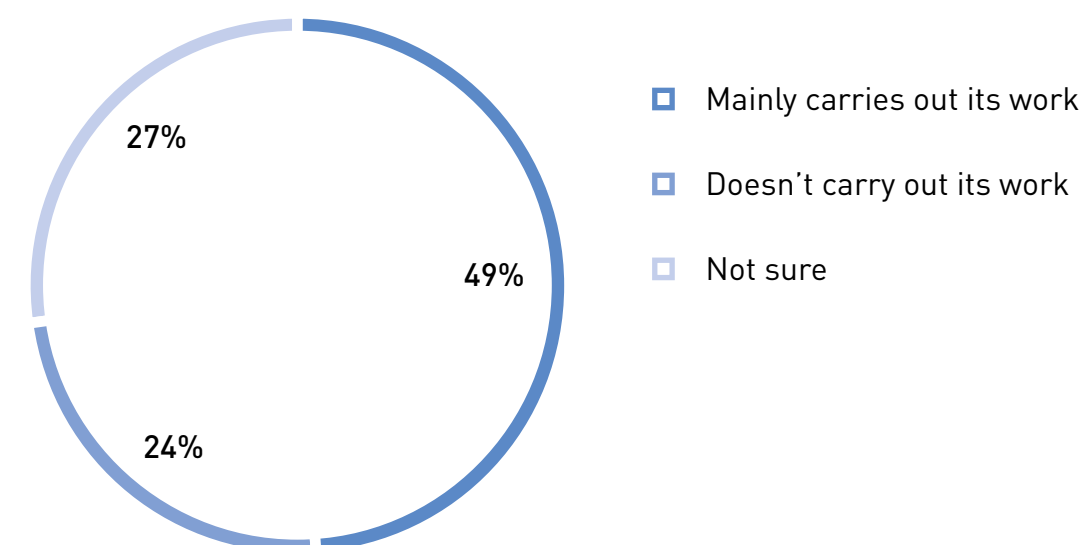
Against this backdrop, it is disappointing to see the situation in Sevastopol, where the civic chamber did not hold a single meeting in 2019 due to the lack of a quorum. This raises the question about the need to form a new composition of the chamber after the dissolution of the current composition, however, such a mechanism is not provided

for by law, and the rules of the chamber have not been adopted.¹⁴

Meanwhile, an increase in the activity of regional chambers is indicated by monitoring data on the openness and transparency of their websites.¹⁵ The most common format for reporting on the activities of civic chambers is the news: all 83 websites have this section. Announcements about upcoming events are published by 48 websites of regional chambers. Thirty websites have a special section dedicated to the examination of bills, 18 websites have reports directed toward the authorities. Fifteen websites have texts of legal acts regulating the issues of working with citizens' petitions. None of these websites have information on the chamber's budget performance.

Based on the set of criteria (functionality, relevance, and interactivity), the monitoring leaders in 2019 remain the websites of the civic chambers in the Kirov, Yaroslavl, and Chelyabinsk Regions, as well as the Krasnodar Territory. In 2019, the website

Do you think the Civic Chamber of your region carries out its functions as a platform for interaction between the non-profit sector, civil society activists, business, and government?



Source: The Civic Chamber of the Russian Federation¹⁶

of the Civic Chamber of the Komi Republic was among the leaders.¹⁷

The civic chamber of any region as a platform for a dialogue primarily depends on the position of the members themselves, but also on the resources available, and the attitude of regional governments: where governments are more engaged in the discussion of current problems, the better the conditions for dialogue and the search for acceptable solutions.

In this context, it is gratifying to see that in recent years the greatest achievements of the chambers are related to the **development of public control**. Back in 2018, the chambers were actively involved in the organization of public watchdogs in elections. The Civic Chamber of the Russian Federation, together with the CEC of Russia, developed a gold standard for observing the enforcement of citizens' electoral rights. And this standard was used by public watchdogs to assess the situation in specific polling stations. In 2018, more than 150,000 watchdogs

across all regions of the country took part in public control of the presidential election. In 2019, the practice of public observation was continued and developed. The necessary amendments to legislation of the constituent entities of the Russian Federation made it possible to attract almost 40,000 watchdogs to public control in regional elections. At the same time, working groups that monitored the election process in the most difficult regions in terms of possible violations were formed in close cooperation with the Presidential Council for Civil Society and Human Rights and non-governmental human rights organizations.

The second most important direction to enhance public control in 2018–2019 is the implementation of national projects and the achievement of targets of the presidential decree from May 7, 2018. Many regional civic chambers created working groups on public control of the implementation of national projects as part of this work. For example, the Civic Chamber of the Republic of Khakassia formed such



a group, which in addition to members of the regional chamber, includes chairmen of municipal civic chambers and public councils under executive authorities. Following the studying of the passports of regional projects, “road maps” for public monitoring were compiled. The head of the republic and the heads of regional ministries took part in a plenary meeting of the republican Civic Chamber in September 2019.¹⁸ The Civic Chamber of the Volgograd Region implemented a working group to supervise the execution of the May Decrees; members of the Chamber are also members of the project committees involved in the implementation of national projects in the region.¹⁹ The Civic Chamber of the Vologda Region developed a system of public control for the national project “Safe and High-Quality Roads” to monitor the formation and use of road funds at all levels. Joint work with the Department of Public Road Administration and Transport of the Government of the Vologda Region resulted in a photo illustrated memo for

public controllers.²⁰ The Civic Chamber of the Russian Federation, together with colleagues from the regions, summarize best practices in this area and facilitate their spread.

The specific agenda of public control in the regions is diverse. However, as a rule, it focuses on people’s everyday problems. For example, after the intervention of the St. Petersburg Civic Chamber, it was possible to help home buyers who asked public activists to monitor the construction of several residential complexes and verify the quality of the work being carried out at the facilities. Thanks to the Civic Chamber defrauded home buyers were able to sit down at the negotiating table for the first time and ask questions. Based on the consultations, participants in shared construction received assurances that it planned to complete the construction and put into operation 21 “problem” residential buildings. The Civic Chamber of the Republic of Tatarstan is also involved in

resolving the problems of defrauded home buyers and performs public control of housing construction.²¹

The Ulyanovsk Region has a broad network of municipal councils on public control in the field of medicinal supply, road maintenance, the availability and condition of sports facilities, and the availability of medical and cultural facilities under the program “Accessible Environment”. More than 2,500 people participate in the work of such councils. Launched in 2014, the practice of hearing reports by members of the Government of the Ulyanovsk Region on their activities and the activities of subordinate institutions successfully distinguished itself. Public activists have the opportunity to communicate directly with the heads of ministries; questions and topics for discussion are then referred to the authorities.

In the Sakhalin Region, regional and municipal civic chambers took part in the implementation of the project “Special Child’s Opportunities Map”. More than 1,500 people took part in a survey on health problems in the region. It helped to identify the main issues: staffing and health services accessibility (some services can be given only in medical institutions located in the central regions of Russia or abroad, which, in turn, leads to large and sometimes enormous financial costs).

In St. Petersburg, the attention of the Civic Chamber helped to speed up the process of combining social and medical services. Public activists have repeatedly reported about the need not only for one-time, but comprehensive and long-term assistance to citizens, especially the elderly. On July 1, the city opened a Social Service Center and a social neighborhood physician. The new structure keeps records of citizens who need various types of social and medical assistance. The St. Petersburg Civic Chamber also initiated amendments to the Law “On Grants of St. Petersburg for Public

Associations”. Today, this new legislation allows public organizations to receive financial resources even prior to the start of a project. The proposals by the St. Petersburg Civic Chamber were also included in “The Plan for the Implementation of the Strategy of Action for Women” and in “The Program for Improving Comprehensive Medical and Social Assistance to Elderly Citizens”.²²

The results of monitoring made by the Civic Chamber of Russia have shown that **10** regional civic chambers have been vested with the right to make legislative initiatives.²³ The Civic Chamber of the Kaliningrad Region actively implements this opportunity. In particular, such an initiative helped Kaliningrad Region law No. 304 from July 1, 2019 “On Public Councils under the Government of the Kaliningrad Region” to be adopted.²⁴ In 2019, the Civic Chamber of the Kursk Region prepared a regional bill “On Patrons and Patronage Activities”. This bill is included in the rule-making plan of the Kursk Regional Duma.²⁵ The experience of granting the legislative initiative to the subjects of public control seems to be an important area for expert study at a platform of the Federal Civic Chamber and within the framework of the “Community” forum in 2020.

The Civic Chamber of the Russian Federation is not the governing body for the regional chambers. While at the same time, the Civic Chamber of the Russian Federation does provide methodological support for regional civic chambers. Such support is aimed at consolidating the principles of self-government, independence, openness, and transparency in their everyday activities. Despite the representatives of all regional chambers having the opportunity to interact at plenary meetings of the Civic Chamber of the Russian Federation, in order to ensure constant interregional interaction on public control, the Council of Civic Chambers of the constituent entities of the Russian Federation coordinates the activities of regional chambers in terms

of implementing new prioritized initiatives and interregional projects, and facilitates the interchange of experience and best practices. The monitoring conducted by the Council shows that regional civic chambers still have many organizational problems. Often such problems include the weak activity of the chambers, lack of competencies for establishing constructive interaction with the authorities, the media, NPOs, and organization of activities on public control. These problems can be solved with more coordination between the chambers for an intensive exchange of positive experiences.

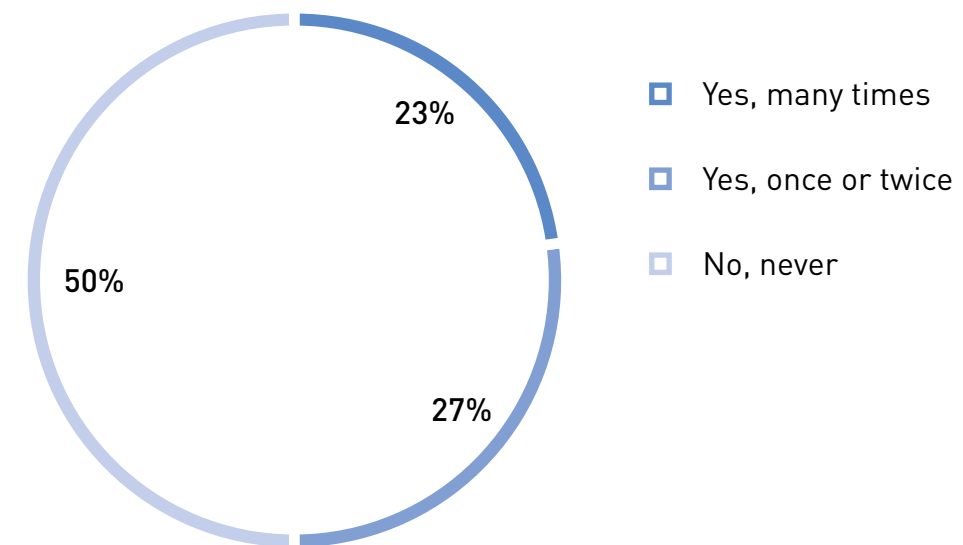
As a response to this problem, in November 2019, members of regional civic chambers could attend **a series of training seminars held as part of the project “The Civic Chamber’s University”**. The module was

attended by 49 leaders of public activists from different regions of the country, some of whom were selected at previous sessions of the Civic Chamber’s University, the rest passed competitive selection. As part of the project, young leaders are taught to find resources through which social change can be launched in the regions.

The experience of 2019 showed that in a number of socially significant conflict situations at the local level, the role of civic chambers as an organized institution of civic dialog was not quite in line with their potential. In the scheme of things, we can talk about the shortcomings of the mechanism to form civic chambers, which often make them dependent on the regional political situation. In light of this, the **Civic Chamber of the Russian Federation is discussing legislative changes aimed at**



Have you personally participated in municipal (city or district) civic chamber events?



Source: The Civic Chamber of the Russian Federation²⁶

improving the mechanisms to form civic chambers.

As has been repeatedly highlighted, the implementation of the principles on which the chambers’ activities shall be based is currently **hindered by legislative gaps in establishing a minimum level of financial support for their activities**. The issue of financial support often mitigates the high-quality organization of current work, for example preparation of events, materials for public expertise reviews, results of public control, etc. At present, 44 regional budget laws have a separate line for ensuring the activities of the Civic Chamber. Each constituent entity decides on the issue of ensuring the activities of the civic chamber based on its capabilities; therefore, the level of financial support for the chambers’ activities varies significantly: 8 chambers have financing exceeding 10 million rubles per year, another 10 have

from 5 to 10 million rubles, and 20 have from 1 to 5 million rubles. The Budget Law of other constituent entities has no separate budget line for the activities of the Civic Chamber, and funds may be received from the budgets of regional ministries and departments, for example from a ministry of labor and social security. The perennial lack of funding for ongoing work significantly reduces the quality of work in public control, and independence in discussing various problems. The Civic Chamber of the Russian Federation suggests that **it is necessary to add a rule in regional legislation on the mandatory financing of the current activities of civic chambers**.

Municipalities in many regions have created civic chambers. According to a survey conducted as part of the “Community” forum, nearly half of its participants already have experience of



interacting with municipal civic chambers. The Moscow Region has civic chambers in all municipalities, and their activities are coordinated by the Civic Chamber of the Moscow Region. The Irkutsk Region has 14 municipal civic chambers (there are a total of 43 municipalities in the region). Some regions have such a network of public control at the local level.

At the final “Community” forum in Moscow, a scheme where operating both branch and rural public councils was introduced using the Ivanovo district of the Amur Region as an example. Out of a total population of 23,000 people in the district, more than 200 residents are members of various public councils.

At the same time, in a number of the Russian Federation’s constituent entities

there are no municipal civic chambers at all. Besides civic chambers and councils, many regions have other advisory bodies of social activists under the head of the region or mayor. And at the same time, the status of some public structures under regional authorities (councils on interacting with business entities and expert councils) is often not defined.

It is obvious that at the legislative level, the activities of municipal civic chambers are not sufficiently regulated. And in fact, they are only mentioned in the Federal law on public control. This situation creates an overlap regarding powers and jurisdiction of these institutions. The Civic Chamber of the Russian Federation plans to **launch an expert discussion on the legislative regulation of the activities of municipal civic chambers (councils).**

#Public councils: new role in the work of authorities

Public councils are permanently acting consultative and advisory bodies of public control under federal executive bodies. The Public Council is intended to ensure that the needs and interests, and the rights and freedoms of citizens and public associations are protected and taken into account during the implementation of state policy, as well as to monitor the activities of federal bodies; for example, to consider bills, participate in monitoring of the quality of public services, evaluate the effectiveness of public procurement, etc.

According to the Federal Law “On the Foundations of Public Control in the

Russian Federation”, public councils under federal executive bodies are formed on a competitive basis.²⁷ In recent years the principles of autonomy and independence of public councils from public authorities have become a universally recognized norm. These criteria were developed with the participation of the Civic Chamber of the Russian Federation, and were reflected in a resolution of the Government of the Russian Federation adopted in June 2019.²⁸ The organizer of competitions to fill the vacancy in public councils is the Civic Chamber of the Russian Federation.



51 public
councils

formed

1,287 people
in councils

15 councils
is checking candidate
profiles

replaced outgoing
members
in **21** councils

31 public
councils

formed during the current
composition of the Civic
Chamber
(since June 2017)

18 of them
operate according to a new Activity
Standard for public councils

1 earlier formed
council
totally “reset”

The Civic Chamber establishes the basic requirements for candidates; candidates for the post of chairman of a public council are nominated by the Civic Chamber of the Russian Federation. The term of office for the composition of public councils may not exceed 3 years from the day of the first in-person meeting of the composition of the public council. Today, there are **51** public councils formed under federal executive bodies comprised of **1,287** people. During the work of the current composition of the Civic Chamber (since June 2017), **31** public councils were formed, **18** of them work according to a new Activity Standard for public councils adopted in 2018. The submission of documents has been closed in **15** councils and the stage of verifying candidate profiles is currently underway. And also, since June 2017, **21**

public councils have held competitions to replace outgoing members, and one previously formed council was totally “reset”.

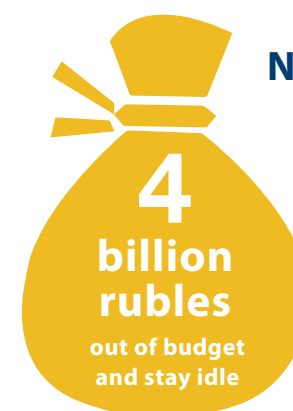
Members of public councils discuss departments’ current initiatives, consider socially significant bills, and supervise their implementation. They also monitor the quality of public services. Members of public councils have significant powers and expert competencies that allow them to influence the agenda of departments, and most importantly, they have the opportunity to know all the ropes of the department, without diving into the bureaucratic routine; and that is why councils can be quite useful for both government departments and civil society.

Such instances are out there. The Public Council under the Ministry of Natural Resources of Russia recorded the ineffective implementation of the federal target program “Lake Baikal Protection”. It is extremely difficult to implement the federal target program’s key event – the elimination of the negative impact of waste accumulated by the Baikal Pulp and Paper Mill. In 2018, the Audit Chamber of the Russian Federation conducted an audit that showed an inefficient spending of funds, in particular, about 4 billion rubles were diverted from the

budget, and spotted the non-execution of powers by responsible structures and the misallocation of funds. The Public Council under the Ministry of Natural Resources of Russia were provided with documents on the proposed changes in the federal target program to harmonize financial assistance to the region. Members of the Public Council as part of a Civic Chamber delegation visited the city of Baikalsk to assess the practicality of the amendments. Public activists were able to monitor the progress of the project to eliminate waste from the BPPM on the

PUBLIC EXPERTISE

Federal Target Program “Baikal Lake Protection” 2012-2020

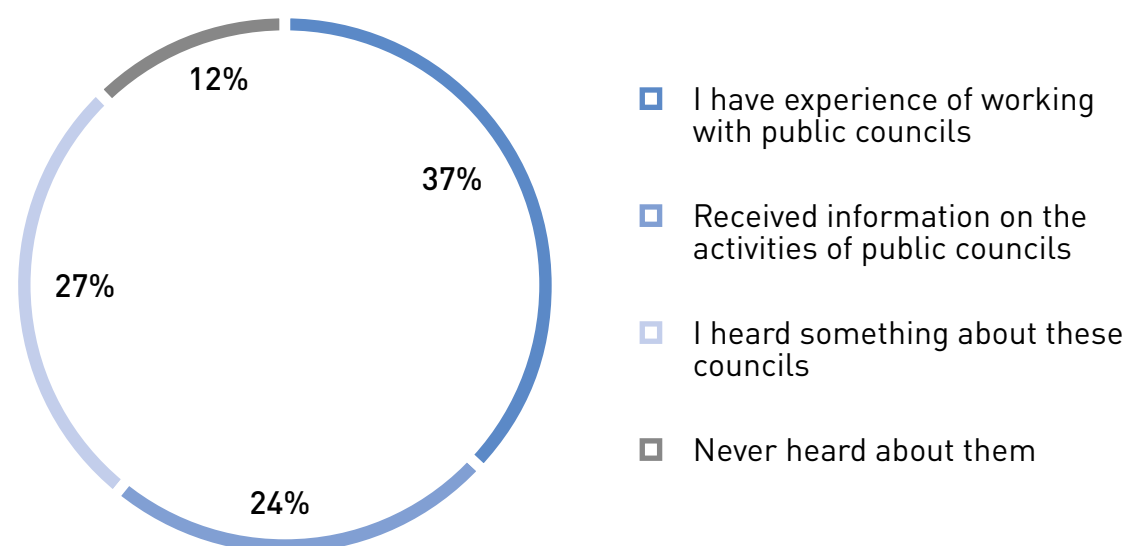


NO TECHNOLOGIES FOUND



PUBLIC COUNCIL UNDER THE MINISTRY OF NATURAL RESOURCES OF RUSSIA
revealed ineffective expenditure of funds in terms
of the BPPM and offered another concept

Do you know about the activities of public councils under executive bodies in your region?



Source: The Civic Chamber of the Russian Federation²⁹



ground; the body implementing the project is “Rosgeologiya”. During this event, it became clear that the start of the project had been delayed due to a lack of technological solutions. The Public Council gave specific proposals for changing this situation.³⁰ In some instances, if the issue is related to a hyped up newsworthy event the media sparks lively discussions with the participation of media personalities. This was the case, when there was a discussion about a proposal by the Public Council under the Ministry of Natural Resources of Russia on the introduction of the subject “Ecology for Sustainable Development”. This topic was covered in 234 messages in the media, 2 clips on TV channels, and 726 messages on social networks.

Such a proactive approach is inculcated slowly and is rather an exception than a tendency; today the potential of public councils is far from being fully realized. A public council can also discuss the organization’s HR policy, including explicitly addressing the resignation of any official, but so far such precedents have yet to happen. Public councils often form an agenda based solely on departmental topics. There are public councils that

are moderated by government officials. **Often the councils are slow in reacting to social injustices appearing in the media, the legitimate claims of our citizens to the activities of state institutions,** which has obvious consequences on the level of credibility and interest in them on the part of the population. Sometimes public councils have heated discussions, but their results remain unknown to the media and the public.

One of the most important tasks of public councils in the coming years will be to discuss and publicly monitor the implementation of national projects. Public councils shall become a platform for open and heated discussions on national projects: If there is any doubt that the stated goals will be completed on time, and the goals themselves need to be adjusted, this should be spoken about directly. This is an important format for civil society to participate in the implementation of national projects.

Regions, along with civic chambers, are forming public councils under executive bodies, and in some cases this is already a large-scale network of public control. Technically, this work involves tens of thousands of social activists throughout the country. Most respondents of a survey, conducted during the “Community” forums, already have experience in interacting with community councils in the regions or receive information about their activities.

In some state institutions, the activities of the capital and regional public councils are coordinated. For instance, members of public councils under the Federal Anti-Monopoly Service hold regular online meetings, as well as joint meetings in Moscow. In addition to interregional interaction assisted by public councils, interinstitutional interaction can also be organized. For this purpose, a Coordination Council under the Civic Chamber on the environmental safety of Russian citizens was created.

An interesting initiative to form an Assembly of regional public councils under relevant authorities was implemented by the Ministry of Construction of Russia. As a result an expanded public council that helps the federal institution receive feedback from the regions appeared.³¹ The first in-person meeting of the Assembly of Regional Public Councils in the areas of construction and housing and communal services were held in July 2019 at the Civic Chamber of the Russian Federation. The key topic of the meeting was the national project “Housing and Urban Environment” and the contribution of public councils to its implementation.

The dependence of public councils on regional authorities is gradually decreasing; the practice of appointing civil servants to public councils is almost history. For example, in 2014, the Civic Chamber of the Stavropol Territory monitored the civic councils of municipalities. At that time 62% of the councils were led by heads of administrations or municipalities or their deputies; the councils included state officials from various levels. Today, such tendencies have completely vanished.³²

The activities of public councils in the regions are weakly structured and largely depend on the position of local authorities and their desire to hear the voice of civil society. To evaluate the contribution of these civil society institutions to the development of regions, solving local problems is quite difficult due to a few vivid examples of such councils’ activities. The activities of public councils are regulated by regional legislation, which usually assigns them a role in the field of public control. If at the federal level the role of the Civic Chamber in the formation of the composition and coordination of the activities of public councils under federal executive bodies is clearly provided in normative acts, then the regions do not have such certainties. Some of the Russian Federation’s constituent

entities (Voronezh, Amur, Tambov, and Chelyabinsk Regions) have regional chambers that may participate in the formation of public councils.

In July 2019, the Kaliningrad Region adopted the Law “On Public Councils Under State Authorities”. This legal act regulates the activities of public councils, the composition of which will now be in the hands of the Kaliningrad Region Civic Chamber, rather than of specialized ministries. Such a decision came from the local legislative body for the first time, and in some way it is an unexpected decision that creates a precedent, which could set an example for other regions.³³ Moreover, the Kirov Region adopted amendments to the legislation, according to which the regional Civic Chamber forms 2/3 of public councils under regional executive authorities, coordinates the final composition of public councils that should provide the chamber with the results of their activities.

In some cases, the streamlining of the activities of public councils under regional executive bodies is carried out on an institutional basis. For instance, the system of public councils under the territorial bodies of the Federal Anti-Monopoly Service is conducted with the participation of regional civic chambers and with the coordinated support of the Civic Chamber of the Russian Federation.

Most laws in the regions still do not indicate powers of civic chambers to form public councils under territorial executive bodies. The participation of civic chambers in the composition of public councils is an important tool for ensuring the independence and productive work of these institutions. To resolve this issue, **it is necessary to amend regional laws on public control, which enable regional civic chambers to participate in the formation of public councils.**

#Civil society activists in the field of public control

The year 2019 marks five years since the entry into force of Federal Law No. 212-FZ “On the Basics of Public Control in the Russian Federation”. Despite the law clearly defining the structure of subjects of public control, the actual quality of its enforcement depends on the activity and competence of ordinary members in local public control, namely housing and environmental inspectors, members of civic chambers and councils, members of public monitoring commissions, leaders of non-profit organizations, etc.

Some regions of the country have a unified system of public control with clear rules of the game and the ability to quickly and effectively join in the work. For example, active public control was created in **the housing and communal services system**, initiated by the Civic Chamber of the Russian Federation. Non-profit organizations served as a basis for creating resource centers for active housing owners, and the national project “Housing and Communal Services Control” is a methodological center for regional NPOs. Public inspectors monitor





the activities of homeowners associations, the quality of capital repairs, and collect the opinion of residents about the quality of improvement of the outdoor space. A successful example is the experience of the Kirov Region where, since 2018, with the participation of the regional Civic Chamber, control has been established over the formation and approval of tariffs for housing and communal services. The final act, based on the results of complex monitoring of housing and communal service tariffs for 2018, it was noted that the requirements to limit the growth of tariffs has not been met and residents are paying an additional comparable amount through taxes.

At present, a system of **public control around the implementation of the Law “On Immortalizing the Memory of the Fallen in the Defense of the Fatherland” is being developed**. Today, according to the Russian Ministry of Defense, out of 31,078 military graves, the preservation level of 31% of graves has been rated as “unsatisfactory”. The maintenance of grave sites is managed by municipalities, which often lack the funds

for this. The main activities in monitoring the status of monuments and grave sites are carried out by public organizations.³⁴ The Civic Chamber of the Russian Federation, regional chambers, together with search NPOs, participated in the development of the federal target program “Creation and Restoration of Military Memorial Objects in 2019–2024”.³⁵ The relevance of the program was confirmed by a public inspection of military grave sites in the Leninsky district of the Republic of Crimea and the city of Kerch, which did not always demonstrate a decent level of preservation and improvement, as well as the lack of passports for state registration of military grave sites in the “Memorial” unified database.

A monitoring system concerning orphanages is being developed to bring their activities in line with Decree No. 481 of the Government of the Russian Federation from May 24, 2014, which acts as the basis for reform in this sphere. According to data for 2018, the total number of individuals in orphanages is about 71,500 children. Almost 29,000 of them are children placed in these institutions by parents or other legal representatives. At the end of the last year, the number of orphanages reached more than 1,300, more than 90% of them are state-owned.³⁶ The general task of the state and society is that a large number of children be brought up in families, preferably birth families. It is also necessary to reduce the time spent by children in orphanages, and stimulate orphanages to organize the family setting for their pupils.

The Civic Chamber also evaluates the provision of the services “Nannies for Orphans in Hospitals” according to Paragraph 88 of the action plan for the Decade of Childhood. It is necessary to improve the legal framework and expand the access of NPOs to the provision of social services to children.³⁷

This year, after a visit by the President of the Russian Federation to the St. Petersburg

Children’s Hospice, budgetary federal and regional funding for **palliative care** for children was set. At the federal level, **4.6 billion rubles** were allocated, and each region should add 20% to this money and create a regional development program for this sector. The Children’s Rights Commissioner for the President of the Russian Federation, **Anna Kuznetsova**, together with the chairman of the Commission of the Civic Chamber of the Russian Federation on Charity, Civic Education and Social Responsibility, **Alexander Tkachenko**, **launched the monitoring of the organization of palliative care for children in the regions**.³⁸ On August 29, the first children’s hospice was opened in the Moscow Region with the participation of Alexander Tkachenko in the city of Domodedovo.³⁹

One of the most important forms of public control is **an independent assessment of the quality of services** provided by cultural, social care, health and educational organizations. According to Federal Law No. 392-FZ dated December 5, 2017, public councils for an independent assessment of the quality of social services were established under the Ministry of Culture of Russia, the Ministry of Health of Russia, the Ministry of Education and Science of Russia, the Ministry of Education of Russia, and the Ministry of Labor of Russia. These councils are formed by the Civic Chamber of the Russian Federation from representatives of all-Russian public organizations. They assess not the quality of services themselves, but the availability of conditions for their provision, i.e. openness and accessibility of information, comfortable conditions for the provision of social services, including waiting time, friendliness, politeness of employees at social care organizations, and accessibility of services for people with disabilities.

To date, the activities of these public councils are developing quite actively, but the involvement of contractors on public contracts who collect and summarize



information about the quality of the conditions for the provision of services by organizations is facing problems. In light of this, **it is necessary to consider the scope of powers of the Civic Chamber and civic chambers of the constituent entities of the Russian Federation related to public councils for an independent assessment of the quality of social services, including participation in monitoring the results of the assessment and following measures on their results**.

Since January 1, 2014, bills of acts of the Russian Federation’s constituent entities concerning the implementation of entrepreneurial and investment activities must pass a mandatory **procedure on the assessment of regulatory impact**. The business community, empowered by the rights of entrepreneurs in the regions, is actively involved in this activity.

Since 2017, the Vologda Region has implemented the routine practice of conducting public control of road repairs. The region has allocated budgetary funds to launch a public control training program

for municipal employees. The Kursk Region opened a free resource center for representatives of civil society and NPOs working in the field of public control, where they are provided with accounting and legal services for the whole year.

The development of a food quality control system is in process. The Komi Republic Civic Chamber, under the framework of the “Days of Control”, together with the Ministry of Agriculture and the consumer market of the republic, assesses the quality of dairy products.⁴⁰ The project by **Semyon Volchek**, a contestant in the Civic Chamber “My Project is for My Country!”, “Interregional System **for Monitoring the Safety and Quality of Food** by Non-Profit Organizations as an Institution of Civil Society in the Field of Consumer Protection” operates in 20 regions. During the course of the project, they managed to significantly change the attitude of the public to the problem of counterfeit food products and its ingredients.

At the same time, many gaps remain in the sphere of legislative regulation and the organization of citizen participation in public control. According to the legislation, individual citizens and public associations are not subjects of public control, but they have the right to participate in its implementation. In order to do so they must have special knowledge and experience in the relevant field, as well as be officially approved as participants in public control (public inspectors, public experts, and public watchdogs). However, the procedure for empowering public inspectors, experts, and watchdogs are approved not in all areas of public control.

In light of this, **the quality of sectoral laws in the field of public control should be improved**. There are suggestions to provide subjects of public control with the

procedural rights to apply to the court with a statement in protection of the interests of **an indefinite number of people**.

Today, the vast majority of regions have adopted laws on public control, **but there are no laws on public control in the largest constituent entities of Russia, namely Moscow and St. Petersburg**. The quality of regional laws varies widely: Some acts successfully detail and develop the norms of federal legislation, which makes the law a working instrument. The Kirov Region, the Yamalo-Nenets Autonomous District, and the Tyumen Region are good examples of laws on public control. In other cases, lawmakers simply reproduced the norms of the federal law.

A negative practice of public control exists, which has become widespread during **inspections of business entities by public organizations according to Article 45 of the Federal Law** “On Protection of Consumer Rights”, which, in particular, gives the right to conduct independent expert examination of goods, works and services, to carry out public monitoring of compliance with the law and, if violations are discovered, transmit this information to the competent authorities. Taking advantage of the legal illiteracy of business owners, dishonest employees of public organizations conduct raids among small and medium-sized businesses for personal gain. Similar violations exist in the system of public control in places of detention.

Additionally, **legislation does not establish the responsibility of subjects of public control for distorted or inaccurate information, and the responsibility of persons who impede the implementation of public control**. Further institutionalization of public control is necessary, including the requirements for the subjects of public control in the preparation and conduct of public inspections.

Examples of legislative regulation of citizen participation in public control

Public inspectors, public experts and public watchdog	What regulates the status of public inspector, public expert and public watchdog
<div>Public environmental inspectors</div>	Decree No. 403 of the Ministry of Natural Resources of Russia dated July 12, 2017 “On Approving the Procedure for Organizing the Activities of Public Environmental Inspectors”
<div>Public industrial safety inspectors</div>	Rostekhnadzor Decree No. 293 dated August 2, 2017 “On Approval of the Procedure for Attracting Public Inspectors in the Field of Industrial Safety by the Federal Service for Ecological, Technological and Nuclear Supervision and Qualification Requirements for These Inspectors”
<div>Public animal inspectors</div>	Art. 20 of Federal Law No. 498-FZ dated December 27, 2018 “On Responsible Animals Handling and on Amending Certain Legislative Acts of the Russian Federation”
<div>Public inspectors and public experts in housing control</div>	Decree No. 1491 of the Government of the Russian Federation dated December 26, 2016 “On the Procedure for Implementing Public Housing Control”
<div>Public watchdogs during the state final certification of educational programs</div>	Resolution No. 491 of the Ministry of Education and Science of Russia dated June 28, 2013 “On the Approval of the Procedure for Accrediting Citizens as Public Watchdogs During the State Final Certification of Educational Programs of Basic General and Secondary General Education, the All-Russian Olympiad of School Students and Other Olympiad of School Students”
<div>Public election watchdogs</div>	Federal Law No. 67-FZ dated June 12, 2002 “On Basic Guarantees of Electoral Rights and the Right of Citizens of the Russian Federation to Participate in a Referendum”

#Public Monitoring Committees (PMCs): humanitarian and social tasks

A special place in the system of public control is held by the institute of public monitoring commissions for public control to ensure human rights in places of detention (PMC).

The history of the existence of **public monitoring commissions** began in June 2008, when the law “On Public Control of Ensuring Human Rights in Places of Detention and on Assistance to People in Places of Detention” was adopted.⁴¹ Members of PMCs carry out inspections on a voluntary basis, outside their main working hours. The main purpose of control is to

make sure that those who break the law are held in conditions that meet established requirements, and the rights guaranteed by the Constitution are strictly observed.

A feature of the activities of the PMCs in the Russian Federation is that, unlike other world analogues (“visitors” in the UK or France), members of a PMC in the Russian Federation are approved directly by one of the institutions of organized civil society — the Council of the Civic Chamber of the Russian Federation. In this regard, the Council of the Civil Chamber of the Russian Federation bears a quite serious



and painstaking work on the selection of candidates, requiring a responsible and balanced approach. Since the adoption of the law, public monitoring commissions in most regions have already replaced its their fourth composition of members. In total **367** compositions of PMCs members have been formed, **6,988** documents for candidates have been considered, of which **4,344** people have been appointed as members of PMCs. Sometimes there is criticism of the Chamber related to the fact that certain candidates were not supported. In this regard, it should be noted that the foundation of decisions is based on several criteria: the need for regular rotation of PMC members, the professional experience and reputation of candidates, and the quality of work of current members; the total score is based on the reports received by the Civic Chamber of the Russian Federation.

In 2019, the work of the Civic Chamber on the formation of new compositions for PMCs was distinguished by a special scale: **45 regions** of Russia completed the procedure of forming new PMCs. As part of the campaign, 1,165 applications were submitted, of which 971 were recognized as complying with the requirements of the law. As a result of the competition, 709 people, or 60.8% of the total number of candidates, entered 45 PMCs. New PMCs were formed in the **Nenets and Chukotka Autonomous Districts** (they could not be formed earlier, because there wasn't enough applications from candidates). The composition of PMCs have outstanding members: Well-known activists from the human rights movement, and professionals who are deeply involved in the topic.⁴² The maximum composition of the PMCs of 40 people was immediately formed in four constituent entities of the Russian Federation: Moscow, St. Petersburg, the Krasnodar Territory, and the Sverdlovsk Region. The number of PMCs members increased in another 17 regions where the rotation took place (in the Rostov Region, the Nizhny Novgorod Region, the Vladimir Region, the Komi Republic, etc.).

The Civic Chamber strives to attract as many active citizens as possible to work in the PMCs. The Civic Chamber prepared a guidance manual to help a candidate for the PMCs to understand the requirements of regulatory documents.⁴³ The priority for the Civic Chamber is to increase the representation of candidates for PMCs from socially oriented NPOs, which could strengthen the work on social rehabilitation and social integration of prisoners. We should support the thesis expressed by public activists at the final “Community” forum that flawed members of society need support in difficult life situations and that they often have to start life over from scratch.

According to data obtained in consultations with the Presidential Grants Fund, in 2019, the Fund supported 42 projects in the sum of 91.1 million rubles in support of the rights of convicts and the work of PMCs. In 2018, 27 projects in the sum of 65 million rubles were supported. In 2017, 37 projects in the sum of 100 million rubles were supported. There are organizations that are subsidized by the Russian Ministry of Labor. But this is still not enough. The Civic Chamber will make every effort to facilitate the financing of the activities of non-profit organizations and foundations involved in the social reintegration of prisoners.

In 2019, as part of methodological support for PMC members, the members of the profile commission of the Civic Chamber of the Russian Federation conducted 15 events, carried out more than 30 visits to places of detention (mainly jointly with PMCs) in 19 constituent entities of the Russian Federation. A significant event for the participants in the human rights movement dealing with the problems of prisoners was the preparation of a special report by the Civic Chamber of the Russian Federation called “Ten Years of Activities of Public Monitoring Commissions in the Constituent Entities of the Russian Federation”.

Regular contact with the problematic agenda of public control in places of detention allows the Chamber to take an active role in improving the regulatory framework of PMCs activities. In 2018–2019, joint work with the Civic Chamber, allowed us to eliminate the following gaps in regulatory support and the organization activities: Members of the PMCs were given the right to film, video, and photograph, measure temperature, humidity, and light in the places of detention facilities in order to record violations of the rights of detainees. The increase in transparency and the prevention of violations was facilitated by the withdrawal of medical service of the Federal Penal Service from direct subordination to the heads of institutions and territorial bodies of the penitentiary system; now they are directly subordinate to the Health Care Department of the Federal Penal Service of Russia.

Obviously, many issues in the activities of PMCs require further improvement both in terms of legislative support for their activities, and in terms of methodology. The level of work by commissions in different regions varies significantly. There is a big gap in the ratio of the number of members of PMCs and the number of places of detention in some regions. The legislation does not actually reflect the duty of the PMCs to report to the Civic Chamber: There is a norm that PMCs should send materials following the results of public control, however, neither the dates, nor the frequency of provision of these materials, nor their contents have been indicated. In light of this, the final “Community” forum demonstrated opinions on the need to strengthen feedback between the Council of the Civic Chamber of the Russian Federation and the existing members of the PMCs. In general, support was given to the idea that it would be reasonable to amend

the legislation that clearly establishes the duty of the PMCs to regularly report on the results of its work.

A key problem is the material and technical and financial support of the PMCs activities. This is not about paying salaries to the PMCs’ members, as they work on a voluntary basis, but about compensating them for the travel costs to the place of inspection, communication, the purchase of consumables, and other operating expenses: today, members of the PMCs pay their costs themselves. In some regions, places of detention are hundreds of kilometers away from the administrative center, which makes such trips very costly. In this regard, **it is necessary to actively promote the issue of reimbursing the costs of implementing the PMCs activities from regional budgets.**

Such a sensitive topic as the protection of the rights of prisoners, the highest requirements for transparency, and the ethics of public control must be respected. During the functioning of the PMCs, there are cases of abuse committed by their members; several former members of PMCs have been convicted of bribery. At the same time, the Civic Chamber today does not have legislatively fixed levers of influence on the activities of the already formed PMCs and their members; **there is no procedure for removing members of the PMCs.** In this regard, the Civic Chamber of the Russian Federation proposes to consider amending the legislation, which would provide the Council of the Civic Chamber with the right to remove members of the PMCs.

There is no doubt that the PMCs system has already made a significant contribution to improving the penal system in our country, and further progress in this area depends on our common efforts, perseverance, and adherence to the principle of civil society.

#Public expertise: contribution of the civil society to the quality of institutional environment

An important instrument of public control is public expertise. The task of public expertise is to hold a dialogue and coordinate socially significant interests of various communities, authorities and business. The preliminary readings (“zero readings”) conducted by the Civic Chamber, actually give independent public assessment of the impact of the proposed decisions on the sphere of legislative regulation, the forecast of improvement or deterioration of the position of people, social groups, and conditions for entrepreneurial or public activities.

For 2019 (as of November 26, 2019), the Civic Chamber conducted expertise of **21** bills, of which **14** were in the format of preliminary readings, i.e. before the first reading in the State Duma.

The most important example of work in this area is the law on **palliative care**.⁴⁴ The Civic Chamber held discussions in the regions. Meetings with experts from medicine and representatives of patient organizations, allowed to discuss the expanding of the concept of palliative care, the availability of pain relief, and various aspects of accompanying palliative patients at home. By the third reading, this legislative initiative passed a row of serious public discussions and to a greater degree reflected the opinion of the expert community

and public organizations than the original version. In fact, it was public organizations that set the structure of the bill and the direction vector for state institutions. After the adoption of amendments to federal law, the concept of palliative care was expanded: In addition to medical services, palliative care should include socio-psychological and spiritual care.

In 2019, the Ministry of Economic Development of Russia developed a bill **“On Amending Certain Legislative Acts of the Russian Federation in Part of Improving the Regulation of the Activities of Socially-Oriented Non-Profit Organizations”**, which provides for norms aimed at systematizing information on the provision by authorities of all levels of financial support to SO NPOs (socially-oriented non-profit organizations) through their listing in the Single portal of the budget system of the Russian Federation, improving the reporting system of NPOs, inspections cycle, provision of SO NPOs individual state support measures established for small and medium-sized businesses with the same number of employees and the size of income, as well as special conditions for participation of SO NPOs in the privatization of the leased state and municipal property. According to the results of public expertise held by the Civic Chamber prepared a report containing



commentaries and suggestions to the bill. In particular, it was noted practical problems that need to clarify the projected provisions to solve problems that facing SO NPOs during the formation and submission of reports to the Ministry of Justice of Russia.

Criticism was sparked by provisions establishing quantitative characteristics of the average number of employees ("from 101 to 250 people") and income level ("from 800 thousand rubles to 2 billion rubles") as a condition that will be taken into account when deciding on providing SO NPOs with support by organizations forming support infrastructure for small and medium-sized enterprises (borrowing, guarantees and sureties). Given this condition, new types of support will be able to use only large NPOs. At the same time, credit provisions and independent guarantees are being desperately sought by small NPOs that implement social projects (providing services in the social sphere) and do not have other stable sources of financing their activities.

As of November 25, 2019, the bill was not submitted to the State Duma of the Federal Assembly of the Russian Federation.

The bill on non-stationary and retail delivery trade, which was also discussed as part of a public expertise at the site of the Civic Chamber, affects both the interests of business and consumer rights. In particular, it introduces uniform approaches and basic principles for registering the right to place non-stationary trading facilities and reflects such key points as the conclusion of contracts for retail trade for a period of five to seven years, a one-time extension of the contract without bidding, priority retail place and a number of other provisions. It is assumed that the municipal authorities will introduce amendments to the layout of objects of non-stationary trade for public discussions involving residents and business entities interested in placing these non-stationary or mobile retail facilities.⁴⁵ Supporting the bill as a whole, the Chamber in its conclusion proposed a number of clarifications to balance

the consumer's safety and increase the mobility and accessibility of the distribution network.

The bill was submitted to the State Duma of the Federal Assembly of the Russian Federation on December 5, 2018. As of November 25, 2019, the date of consideration of the bill in the first reading was not determined.

Following the results of public hearings on a package of **bills regulating taxi services**, the Civic Chamber drew attention to the need for conceptual revision of the bill. Supporting the introduction of compulsory insurance of civil liability of transport operators, the Civic Chamber proposed to detail the responsibility of all market players (representatives of aggregators, taxi-booking services, authorized bodies, drivers), and develop and consolidate a detailed procedure for such liability.⁴⁶

Bill No. 481004-7 was submitted to the State Duma of the Federal Assembly of the Russian Federation

on June 5, 2018, and was adopted in first reading on December 13, 2018. The corresponding bill No. 428641-7 was sent to the State Duma of the Federal Assembly of the Russian Federation on March 29, 2018, adopted on first reading on October 17, 2018. As of November 25, 2019, the date of consideration of both bills in the second reading was not determined.

The bill regulating the work of **cultural professionals was harshly criticized by them** regarding the introduction of regular (not more than once every three years) competitions to confirm the qualifications of cultural professionals with whom labor contracts were concluded for an indefinite period. An amendment to the Labor Code of the Russian Federation provides employers with the right to terminate a labor contract based on the results of a competition or if a cultural professional refuses to participate in it. The Civic Chamber suggests that the novation does not fully take into account the specifics of the work cultural professional, and the criteria for confirming qualifications



do not indicate their professional skill and quality of work, but only come down to quantitative indicators.⁴⁷

As of November 25, 2019, the bill was not been submitted to the State Duma of the Federal Assembly of the Russian Federation.

The discussion of **the bill on “cyberdruzhina” (cybersquad) whipped up** public talks. The bill prescribes the cooperation of volunteers who spot extremist information on the Internet with law enforcement agencies. It is assumed that cyberdruzhina will struggle with posting information prohibited in Russia on the Internet, including that aimed at promoting war, inciting ethnic, racial or religious hatred and hostility, as well as information which dissemination is punishable by criminal or administrative law. The main fears of those opposed to the bill are related to the censorship on the Internet, transformation of the new law into an instrument of pressure on freedom of speech and settling personal scores. And at the same time, the hearings in the Chamber had comments that the bill should regulate the existing practice of working with cyberdruzhina, including such controversial as, for example, provoking pedophiles.⁴⁸

As of November 25, 2019, the bill was not submitted to the State Duma of the Federal Assembly of the Russian Federation.

Of course, the teaching community supported **amendments to the Law on Education**, aimed at reducing the paper reporting of teachers. The bill, which was considered as part of the preliminary readings in the Civic Chamber, provided a limitation of the list of documents which pedagogical workers should prepare. Often, the administrations of a number of educational organizations shift their responsibility for the formation and maintenance of reporting onto the shoulders of teachers, which affects the quality of their basic duties.⁴⁹

As of November 25, 2019, the bill was not submitted to the State Duma of the Federal Assembly of the Russian Federation.

Participants of the hearings in the Civic Chamber pointed out significant shortcomings of the bill **on the quality and safety of food products** and amendments to article 37 of the Federal Law “On Education in the Russian Federation” (on school meals). In particular, it was pointed out that the basic terms of the law are not unambiguous and have loopholes.

For example, the term “healthy nutrition” does not take into account the age-related, physiological characteristics of the body, including mental and physical stress. The terms “food safety” and “unacceptable risk” have evaluative categories; “food products for baby nutrition” does not contain requirements for differentiation depending on the age and physiological characteristics of children; “hot meals” is defined as “a product that is brought to culinary readiness”, but it is clear that temperature and culinary readiness are not identical concepts.

Among the significant shortcomings of the bill, the participants of the hearings noted a too broad interpretation of the concept of “food product turnover”; the absence among 18 well-developed GOSTs for the organization of public catering a separate standard for the nutrition of children in pre-school, school and social children institutions; the inability to track down the monitoring of GMOs; the need to develop a GOST on the control of non-dairy fats and other components associated with dairy products; the blurring of the concept “authenticity of food products”.

Bill No. 797249-7 “On Amendments to the Federal Law ‘On Quality and Safety of Food Products’” and article 37 of the Federal Law “On Education in the Russian Federation” regarding the improvement of

legal regulation of the quality of food products” was adopted by the State Duma in the first reading. As of November 29, 2019, the date of consideration of the bill in the second reading was not determined.

Following a public expertise **a bill elaborated by the Ministry of Economic Development of Russia “On Amendments to the Labor Code of the Russian Federation Regarding the Establishment of the Specifics of Labor Regulation of Persons Working with Employers Who are Non-Profit Organizations”** was supported. The bill is aimed at reducing the additional resource burden for NPOs on the development, approval and amendment of personnel documentation. For this purpose, the document provides NPOs with the features of labor regulations of employees working for small business entities, namely, it is proposed to establish the possibility of concluding, by agreement of the parties, a fixed-term labor contract by persons entering into work relations with NPOs, as well as the right of NPOs as employers to refuse local regulations containing labor norms.



As of November 25, 2019, the bill was not submitted to the State Duma of the Federal Assembly of the Russian Federation.

The Civic Chamber supported the bill banning **“booze shops” in residential buildings**. Participants of the public expertise emphasized that the quality of life and the safety of citizens should be the highest priority of the state policy. Thus, the bill proposes to provide state authorities of the constituent entities of the Russian Federation with the right to establish additional conditions for the retail of liquor in catering services in apartment buildings, including a complete ban on the retail of liquor products, based on a decision of the general meeting of premises owners in an apartment building made according to the Housing Code of the Russian Federation. The bill also plans amendments aimed at establishing restrictions on the minimum area of the customer area (with a total space at least 20 square meters) and requirements for compliance with regional legislation on ensuring peace and quiet of citizens. According to the participants of the public expertise, the changes proposed in the bill are aimed at eliminating the existing negative consequences and reducing social tension in the field of public relations under consideration. Moreover, participants of the public expertise suggested that the proposed restrictions in the bill extend to low-alcohol drinks as well.

The bill was submitted to the State Duma of the Federal Assembly of the Russian Federation on March 29, 2018, adopted in first reading on September 24, 2019. As of November 25, 2019, the date of consideration of the bill in the second reading was not determined.

A particular interest among the public and the professional community was sparked by the bill **“On Amending Certain Legislative Acts of the Russian Federation (Regarding the Ban on the Creation and Operation of Unitary Enterprises)”**, elaborated by the Federal Antimonopoly Service in order to protect competition in local markets.



The Civic Chamber considers that the provisions of the bill do not take into account the consequences of the withdrawal of unitary enterprises working with socially significant markets (in which there are practically no private enterprises) and operating in underpopulated remote urban districts and settlements where competition is completely absent or at a very low level. In this case, this is the reference to socially significant areas of activity where daily maintenance of the proper level of ensuring the needs of the population is necessary in order to create comfortable living conditions for people. Among them, in particular, include transport services, removal of domestic waste and refuse, supply of utility services, cleaning of streets and roads, pharmacy, etc.

The liquidation of unitary enterprises in socially significant areas in the absence of legislative consolidation of alternative effective mechanisms for resolving vital

issues for the population can lead to social tension and a deterioration in the quality of life. The discussions in the Chamber demonstrated opinions in favor of differentiated approach, taking into account the state of competition in socially important sectors in remote, inaccessible settlements, i.e. in areas with low investment attractiveness and low profitability. In addition to issues related to attracting business entities to work in those segments occupied by SUEs (state unitary enterprise) and MUEs (municipal unitary enterprise), there will be an acute problem of employing people released from these unitary enterprises. If a unitary enterprise is a city-forming enterprise, then its reorganization can have serious negative consequences for the territory.⁵⁰

The bill was adopted in first reading on December 11, 2018. As of November 25, 2019, the date of consideration of the bill in the second reading was not determined.

The Civic Chamber considered simultaneously within the public expertise of a bill banning the creation and implementation of unitary enterprises and **a bill of the Government of the Russian Federation “On the Implementation of the Activities of State Unitary Enterprises”** aimed at preserving certain types of unitary enterprises.

The Civic Chamber drew attention to the premature development of this bill prior to the adoption of the bill “On Amending Certain Legislative Acts of the Russian Federation (regarding the ban on the creation and implementation of the activities of unitary enterprises)”, and at the same time formulated proposals for the refinement of the list of activities for the implementation of which state unitary enterprises can be created with activities aimed at ensuring socially significant functions such as, e.g. drinking water and food supply of settlements in remote and inaccessible areas; the activities of housing and communal services (communal services, operability of boiler houses, etc.); street and road maintenance services (outdoor space cleaning and watering, snow and ice removal, maintenance of the territory) and others.⁵¹

As of November 25, 2019, there was no information on the further progress of the bill.

Issues of immortalizing those who died defending the Motherland and improving the legislation in this area are under constant focus of the Civic Chamber. Thus, the Civic Chamber, as part of a public appraisal, took an active part in the refinement of **the bill “On Amending the Law of the Russian Federation ‘On Immortalizing the Memory of the Victims in the Defense of the Motherland’ (hereinafter referred to as “the bill, the draft of federal law”) and the draft order of the Ministry of Defense of the Russian Federation ‘On Establishing the Procedure for Interaction of the Ministry of Defense of the Russian Federation**

with State Authorities of the Constituent Entities of the Russian Federation, Local Government and Public Organizations on the Issues of Immortalizing those Who Died During the Defense of the Motherland, the Procedure for Verifying the Information Contained in the Names of Persons who Died During the Defense of the Motherland, and Used When Inscribing Memorials and Objects, as well as the List of Information on Persons Died during the Defense of the Motherland Indicated on Memorials”, proposing to expand the list of powers granted by the bill to the constituent entities of the Russian Federation to immortalize those who died in the defense of the Motherland and the maintenance of military gravesites within their territories, as well as formulating proposals to detail the procedure for verifying the information contained in the name lists of those who died during the defense of the Motherland, and to make inscriptions (changes in them) on memorials.⁵²

As of November 25, 2019, the bill was not submitted to the State Duma of the Federal Assembly of the Russian Federation. No further information on the progress of the bill.

The Civic Chamber annually holds a **preliminary reading of the draft of the federal budget**, and stands for the priorities of modernization of the social sphere and national development objectives reflected in this highly important financial document for the country. According to the participants of the hearings, while the state budget revenues are increasing (only this year they grew by 10–11%), the draft of the federal budget in 2019 includes an increase in expenditures only by 0.7% of GDP (up to 16.8% GDP), and in 2020 by 0.5% of GDP (up to 17.3% of GDP). At the same time, in 2019, citizens’ incomes shrunk by 1.5%.

The Ministry of Finance of Russia, considers the document as balanced and verified. However, according to the members of the Civic Chamber, the project developers lack

an understanding of the wide social context in which the Russian economy is immersed.

Among the main problems is the effectiveness of budget spending. An adoption of the budget at the end of the current year has become a common practice, and budgetary funds, are received no earlier than July – August, after the completion of all necessary procedures, in particular tenders for public procurement, and the work must be completed before the end of the year. **The weak efficiency of the Law on Public Procurement (44-FZ)** is due to the fact that tenders attract companies of a poor understanding of the subject area, and the main criterion remains the price of goods and work (services).

Participants once again noted the need for a wide expert discussion of the draft of the budget **at an early stage**, when considering its main conceptual provisions, macroeconomic forecast and key indicators.

Other legislative initiatives that were also discussed in the Civic Chamber include headline-making bills on the prevention of domestic violence, animal cruelty, distributed custody, requirements for the alcohol advertising, improvement of the state cadastral valuation, improvement legislative mechanisms governing children's access to cultural values and cultural goods, on enabling students' admission to educational activities and others.

At the regional level, an agenda of public expertise is formed around legislative initiatives that are of fundamental and strategic importance for the development of a particular region and the quality of life. For example, the Civic Chamber of the Stavropol Region held a discussion on a bill on Caucasian Mineral Waters elaborated by the Ministry of North Caucasus Affairs. The Chamber stated that the proposed initiatives lead to the emasculation of the legal status of a specially protected ecological-resort region of federal significance.⁵³

As of November 25, 2019, the law was under consideration by the Council of Federation of the Federal Assembly of the Russian Federation. The conceptual proposals of the Civic Chamber were brushed off.

Based on the experience of conducting public expertise by the federal and regional civic chambers in 2019, it seems advisable to promote the following initiatives aimed at increasing attention to the institute of public expertise and its effectiveness:

- routinely recommend subjects of public control to use the "Official Website for Posting Information on the Drafting by Federal Executive Bodies Regulatory Acts and the Results of Their Public Discussion" (<https://regulation.gov.ru>) when conducting a public expertise of the regulatory acts;
- oblige responsible federal executive bodies to update timely information on public discussion of bills within

the time period established by law, by posting the current editions of such regulatory acts on the "Official Website for Posting Information on the Drafting by Federal Executive Bodies Regulatory Acts and the Results of Their Public Discussion" (<https://regulation.gov.ru>);

- to amend the legislation which defines obligation of the subject of legislative initiative to send a reasonable response to the conclusions of the Civic Chamber of the Russian Federation and civic chambers of the constituent entities of the Russian Federation based on the results of a public expertise of regulatory acts;
- oblige the federal executive authority developing a bill, to delegate their representatives to attend public hearings at the Civic Chamber of the Russian Federation on the expertise of the regulatory act.



#Local and territorial self-governments as an environment for forming civic engagement

Local self-government is one of the key areas in the activities of the Civic Chamber of the Russian Federation in 2019. The Chamber stands for removing barriers and improving interaction between civil society in the regions, local self-government and regional authorities. This was addressed through a public expertise

of the draft of the Federal Law No. 631751-7 the Federal Law No. 631751-7 "On Amendments to the Federal Law 'On General Principles of the Organization of Local Self-Government in the Russian Federation'" regarding the improvement of issues of the territorial organization of local self-government.



The Civic Chamber formulated a number of proposals and comments, in particular, on the unlimited shift from a two-tier system of local self-government to a single-tier, which risks a concentration of municipal authorities at the "district" level and conflicts with constitutional norms (Chapter 8 of the Constitution of the Russian Federation) and the general concept of the Federal Law of October 6, 2003 No. 131-FZ "On General Principles of the Organization of Local Self-Government in the Russian Federation".

As practice shows, it is necessary to make broader use of mediation mechanisms in public hearings, which would imply the participation of a reputable independent mediator in the dispute settlement process. During the "Community" forums, the idea of creating a unified electronic register of public hearings, the maintenance of which could be undertaken by the Civic Chamber of the Russian Federation repeatedly appeared.

The strategic goal is to reformat the institution of public hearings in a way allowing to create working groups of public representatives, public councils on urban planning and architecture issues under municipal administrations and under district administrations, which will be involved in projects at the earliest stages of planning any object, and to assign to public hearings a role of a real barrier through which one cannot drag any society-unfavorable decision.

To this end, in 2020, the Civic Chamber of the Russian Federation intends to analyze the regulatory legal sources governing public hearings during urban planning in the constituent entities of the Russian Federation, and prepare proposals for amending the legislation in order to implement the procedure for carrying out these procedures.

For example, it is necessary to involve residents of cities and villages in

modeling the urban environment and developing the transport system of the regions. Today, there are many successful examples of the participation of civil society in the development of urban space; projects are often implemented in new interesting formats. Specifically, transport infrastructure and accessibility are the most important condition for the development of small cities. A key advantage is made up of the connection of the place both with the outside world and with the surrounding settlements. There are already successful practices where residents determine themselves buses' routes. An example is the city of Tutaev in the Yaroslavl Region, whose residents designed the city transport system with their own efforts.⁵⁴

Great hopes are associated with the development of **proactive budgeting**, when the residents of the territories are directly involved in determining priority problems of local importance and the distribution of part of the budget funds, and in addition, connected to public control of the projects implementation.

The Komi Republic allocated 90 million rubles within the framework of the project "People's Budget" to implement local initiatives, with a focus on improving settlements.⁵⁵ In 2019, the Primorsky Territory, for the first time held a competition of projects initiated by groups of citizens, and TSGs (territorial self-governments). The winners among rural settlements received 100 thousand rubles, the winners from urban settlements 200 thousand rubles, and from urban districts 500 thousand rubles.⁵⁶

The Bryansk Region allocated 100 million rubles for the implementation of 89 proactive budgeting projects.⁵⁷ A discussion of the initiative "**Interactive Budget for Citizens**"⁵⁸ which is underway at the Civic Chamber of the Russian Federation, allows

residents to participate independently in the formation of the municipal budget and propose their initiatives to local authorities. In the future, this project could be a real breakthrough in the organization of local self-government in Russia.

An important format for discussing and solving local problems is the territorial bodies of territorial self-government (TSGs), which were widely developed in some regions. In June 2019, the Civic Chamber held one of the “Community” forums, which cover the topic “Citizens’ Self-Organization and Local Government” in the Arkhangelsk Region, a region where TSGs have long and active experience of development. The TSGs movement provides serious support in solving local problems and allows reaching a qualitatively new level of territory development. Often TSGs

implement completely extraordinary and unique initiatives and projects.

The Voronezh Region created about two thousand TSGs and launched a special regional grant program for TSGs. In Buryatia, the TSGs movement began to develop in 2010, and currently more than two thousand TSGs operates in the region, and since 2012, holds annual republican contest “The Best Territorial-Public Self-Government”.⁵⁹ The Bryansk Region has 605 TSGs, which address issues of improvement, fundraising for self-taxation, help with paperwork and are actually voluntary assistants to heads of rural settlements.⁶⁰ Often, it is a territorial self-government that is the most understandable way of co-organization for people to solve specific problems. In many cases, territories are developing exactly where TSGs are created.



There are other interesting examples. In 2019, the Primorsky Territory for the first time held a projects competition initiated by residents of municipalities of the Primorsky Territory to resolve local issues. Projects could be submitted by initiative groups of citizens and TGS.⁶¹ The Ulyanovsk Region holds the Festival of Local Communities, a platform for the “collection” of public initiatives to develop settlements, improve infrastructure, and mapping of problem fields and growth points on the territory of municipalities.

The Civic Chamber of St. Petersburg supported the project “Open Petersburg”, the main idea of which is to build credibility between the state and society. Interactive maps of St. Petersburg and the Leningrad Region were presented on the developed website, where residents could choose the district and municipality, vote for a particular project and leave their

comments. In total, over 8,000 responses, initiatives, and solutions to various problems were received. The contest helped to reveal objective results of the work of the city district administrations, which helped to establish a dialog between society and the authorities.

A serious resource for the formation of an active civil society is **the development of housing self-government**. According to the Housing Code, owners of apartment buildings are responsible for the maintenance of common property, they are obliged to participate in general meetings and make decisions regarding the life of the house. Each house must have a Council of an apartment building (the only exception is the house in which the homeowner association is created). Housing activists groups and apartment building councils, working mostly for free, are the most massive volunteer

detachment in this country, performing a huge amount of work.

Among the leading topics in the citizens' petitions to the contact networks of public control in the field of housing and communal services are charging fees for housing and communal services and complaints against the management of apartment buildings and inappropriate management. A paradoxical situation takes place: The government keeps on adopting new regulations; licensing of homeowners association has been introduced, but the house management is downgrading. This is because the owners do not have mechanisms to control the situation.

Today, citizens play a passive role in the sphere of management of apartment building. As a rule, in practice, owners neither participate in meetings, nor make important decisions on house management, nor choose councils of apartment buildings, nor control the work of homeowners association. At the same time, instead of fulfilling their duties and exercising rights to manage the house, many prefer to solve problems by complaints to the supervisory or regulatory authorities. Such a paternalistic position is largely generated by the authorities themselves. Despite constant statements that the most important task is the formation of a class of active and responsible owners of apartment buildings (this task was

particularly declared as a priority in the development strategy of the housing and communal services until 2020), specific decisions made by the authorities contribute to a decrease of owners activity. In particular, the role of general meetings in deciding the selection (re-election) of homeowners association was seriously reduced. Currently, to change management of an apartment building, changes to the register of licenses must be made first. In this case, from the moment of the meeting to the moment the record is changed, several years may pass, which makes the owners doubt that they can really control the situation in the apartment building.

The owners have no real advantage for the financial impact on the management organization. Regardless of the quality of work of this organization, owners' money continues to be credited to the organization's account. Often, owners are deprived of the opportunity to use and dispose of the common property of apartment buildings, which by law they own together. However, in fact, the common property of apartment buildings (attics, cellars, prams, and elevators) is alienated in favor of certain legal entities and individuals or transferred "to the balance sheet" of municipalities. The Civic Chamber is currently actively working to protect the rights of owners of common property and considers this direction one of the most desirable among citizens.

#Media environment and challenges of information society

The mass media is the most important institution of civil society, which is a feedback channel between citizens and the authorities, and it serves as an instrument of public control, and broadcasts common and shared semantic values that unite the society.

Surveys show that the mass media still has credibility of Russian citizens and holds

third place in the rating of credibility after the army and the church.⁶² The information environment in this country has been developing very dynamically in recent years, and rather than based on the traditional mass media, but through an increase in the segment of electronic communications, and the development of the Runet. The Internet has already dramatically changed the structure of the information consumption



of millions of Russians, and this trend will only increase.

And at the same time, the latter trend also carries certain dangers associated with the absence of any filtering system and verification of the information distributed on the network, which opens wide opportunities for misinformation and manipulation of public consciousness. Not less important matter is the general regulation of the Internet space. It is no secret that for public insults in the press a person may be brought before court. Meanwhile, the Internet space until recent times has remained out of any control. This problem is one of the most pressing; it attracts attention of the state and the civil society and is constantly on the discussion agenda of the Civic Chamber.

On March 18, 2019, the Federal Law "On Introducing Amendments to the Federal Law 'On Information, Information Technologies and the Protection of Information'" was signed.⁶³ This legislative act empowers the Prosecutor General of the Russian Federation and his deputy to identify websites on the Internet that contain information that offends human dignity and public morality, obvious disrespect for society, the state, official state symbols of the Russian Federation, and the Constitution of the Russian Federation.

Upon detecting information, that offends the state or society, the prosecutor general or his deputies contact Roskomnadzor, which must ensure the removal or block of this web-resource. It is proposed to introduce administrative liability for such violations, i.e. fines from 30 to 100 thousand rubles. The Law defines the procedure for removing such information from the web.⁶⁴

On March 29, the so-called fake news law came into force.⁶⁵ It prohibits the

publication of inaccurate socially significant information disseminated under the fall pretense of truthful messages if it threatens the life, health, and property of citizens or undermines public order or security. This law is supported by a fine of 30 thousand rubles to one and a half million rubles. The Civic Chamber believes that there is a need for a law that will oblige social networks to monitor independently illegal content on their websites.

On May 1, 2019, the President of Russia V.V. Putin signed the so-called Law on the Sovereign Internet.⁶⁶ The essence of the innovations is that Internet providers have to transfer to the disposal of Roskomnadzor technical equipment, which, if the Russian Federation is disconnected from the World Wide Web, will manage the domestic segment of the Network.⁶⁷ The law entered into force on November 1, 2019, and a number of its provisions will come into force only in 2021.

Recent years have been followed by a dynamic transformation of the mass media. Social networks as a source of news is used by 37% of Russians. At the same time, the main news distributors are generally foreign social networks such as Instagram, Facebook, and YouTube.⁶⁸ Literally today the dominance of Western mass media in the Russian information space is an evident problem with elements of censorship and prohibitions. For example, this year Instagram owned by Facebook deleted the account of the TV channel "Arkhyz 24" from Karachay-Cherkessia, which had 100 thousand subscribers, without any explanation, and then the account of the TV company "Dagestan" was also deleted without explanation. Also, the Google administration, which owns the video hosting YouTube, blocked without explanation access to the publication channel "Ridus".



As known, according to the requirements of the law the day preceding the voting, political propaganda cannot be disseminated. Despite the timely notification of Google and Facebook about the day of silence, this did not work: On September 7 and 8, Facebook was spreading advertisements and political materials but the head of the social network shifted the responsibility on advertisers.

The inevitable conclusion that it is necessary to oblige foreign mass media structures (mass media and Internet companies) operating in the Russian market to register legal entities in the Russian Federation that will operate under Russian laws. In this case, they will be fully responsible for their actions, including financial responsibility.

Unfortunately, we have to admit that the Russian mass media focused on foreign

audiences are facing increasing pressure. In August, RT was fined £200,000 by a British mass media regulator "Ofcom", for "failing to preserve due impartiality". In recent years, numerous violations against Russian journalists and Russian-language mass media in the Baltic countries have been recorded: Russian journalists were not allowed to attend a trial on the events of 1991; the Lithuanian company "Init" was fined €150 thousand for refusing to suspend the relay of the Russian TV channel "RTR Planet"; VGTRK correspondent Olga Kurlaeva was deported, then she was accused of "a threat to the national security"; with the same wording the editor-in-chief of "Sputnik Lithuania" Marat Kasem, was detained at the end of May, etc.⁶⁹

Remarkably, most Western countries have the legislation that severely limits a foreign influence on the national mass media environment.



In September, the Civic Chamber launched its public control working group on Internet. The key task of which will be to analyze Western practices of regulating the Internet, as well as to develop measures that will help to counter the monopolization of the web mass media. During the discussions in the Chamber and at the “Community” forum, various positions were expressed. Including that we need analogues of such Internet sites as YouTube or Wikipedia. We must engage in the development of our own IT platforms that will help guarantee a sovereign Internet and ensure the information security of society.

The Civic Chamber pays special attention to the development of social advertising. In 2019, the All-Russian Public Opinion Research Centre indicated new data on the attitude of Russians to social advertising in the media. 71% of Russians believe that social advertising is needed, 24% are of the opposite opinion. In general, 47% of citizens did not see social advertising over

the past year, but 22% saw it, saw or heard, 21% do not remember. If respondents saw such advertisement, then it was devoted to compliance with traffic rules (7%), the anti-alcoholism (6%), healthy lifestyle (4%), according to the survey. As indicated in the survey, most often respondents saw or heard social advertising on TV (56%), on the street — 46%, on the Internet — 31%, in clinics, schools, and universities — 23%. Almost half of Russians (44%) believe that social advertising should primarily be against domestic violence, 42% — anti-drug, and 38% — anti-corruption, 34% are sure that such advertising should motivate responsible behavior on the roads, another 32% — anti-alcoholism.⁷⁰

The Civic Chamber has a Coordinating Council on Social Advertising and Social Communications, whose activities are aimed at improving the quality and effectiveness of social advertising, and enabling services for its distribution. The number of references to SO NPOs in the mass media and social advertising has

increased in recent years. However, the 5% quota for social advertising in the mass media established in part 3 of article 10 of the Federal Law of March 13, 2006 No. 38-FZ “On Advertising” is not met. And according to the Coordination Council for Social Advertising and Social Communications under the Civic Chamber of the Russian Federation, the real share of social advertising on federal channels does not exceed 2%. Non-profit organizations complain about non-transparent procedures used by the mass media, especially TV channels, when making decisions on the placement or non-placement of social advertising, as well as its payment status. To increase openness, understandability and transparency of making such decisions, the instructions of the President of the Russian Federation, and the active assistance of the Civic Chamber of the Russian Federation and the Ministry of Communications of Russia, allowed to create commissions on social advertising under the Public Television of Russia, CTC Media, “Krasnaya Zvezda” media holding, “Gazprom-Media Holding”, VGTRK holding, and Channel One. Information about the work of the commissions and their approaches to place social advertising is available on the websites of these media.

The following remaining problems can be noted; the legislation does not regulate the

conditions for placing social advertising in the media, i.e. allowed both paid and free placement of social advertising. SO NPOs that do not have significant funds, and in some cases carry out activities mainly depending on the state support (subsidies, grants), in most cases do not have the ability to pay for the placement of social advertising.

There are frequent cases when the names of these organizations are not mentioned in the plots of TV channels indicating the work of various SO NPOs, or in the materials prepared with their participation, do not mention positions of employees out of concern that such mention in free advertising will be interpreted by regulation authorities as unlawful, especially when it comes to SO NPOs that provide services payable by citizens, or receive subsidies from the budget. There is a need for a more thorough regulation of this matter. 29 regions have measures to provide SO NPOs with preferential terms for advertising spaces owned by the constituent entities of the Russian Federation. The vast majority of municipalities have no transparent procedures for placing outdoor social advertising.⁷¹ These and other issues remain in the field of view of the Coordinating Council on Social Advertising and Social Communications.

02



#THE THIRD SECTOR DYNAMICS: PROGRESS OF VOLUNTEERING, CHARITY AND INFRASTRUCTURE FOR NPO SUPPORT



#Development of volunteering and promotion of patriotic education as tasks of civil society

An important indicator of civic activity and people's desire to participate in joint projects is the development of volunteering, i.e. selfless individual or collective activity for socially useful purposes for the benefit of other people or society as a whole.

In this area, we are witnessing a radical change in social stereotypes. If in 2013 only **3%** of Russians considered themselves as volunteers, to date, after only six years, already **17%** of Russians say that they are volunteers, and one in three has experience in volunteering. Almost the entire population of this country approves of volunteering — **88%**. In 2018 Russia celebrated The Year of Volunteer that allowed the volunteer movement to consolidate its status at the state level and involve even more citizens. To date volunteering organizations actively interact with federal and regional authorities.

The end of 2018 is marked by the adoption of **the Concept of promoting the development of volunteering in the Russian Federation until 2025** and the summer of 2019, is marked by the approval of the action plan for implementing the Concept of promoting the development of volunteering in the Russian Federation

until 2025, as well as an action plan to promote volunteering activities of socially oriented non-profit organizations (SO NPOs) and charity.⁷²

The Civic Chamber played an active role in the development and discussion of the document, primarily acting on the basis of the Volunteer Coordination Council under the Civic Chamber. Most of the proposals of the Civic Chamber were taken into account.

The document defines 95 steps (points) for the analysis and removal of barriers that hinder the activities of volunteering, the launch of educational programs and programs to support industry-volunteering in healthcare, social care, culture, ecology, and other areas. During the discussions, representatives of the volunteer community stated that all was not well with the admission of volunteers to various organizations, and the achievement of mutual understanding between the administration of various social institutions and volunteers. The key to solve this issue is the development of methodological recommendations and standard documents for employees of state institutions so that they understand how to build interaction with volunteers.

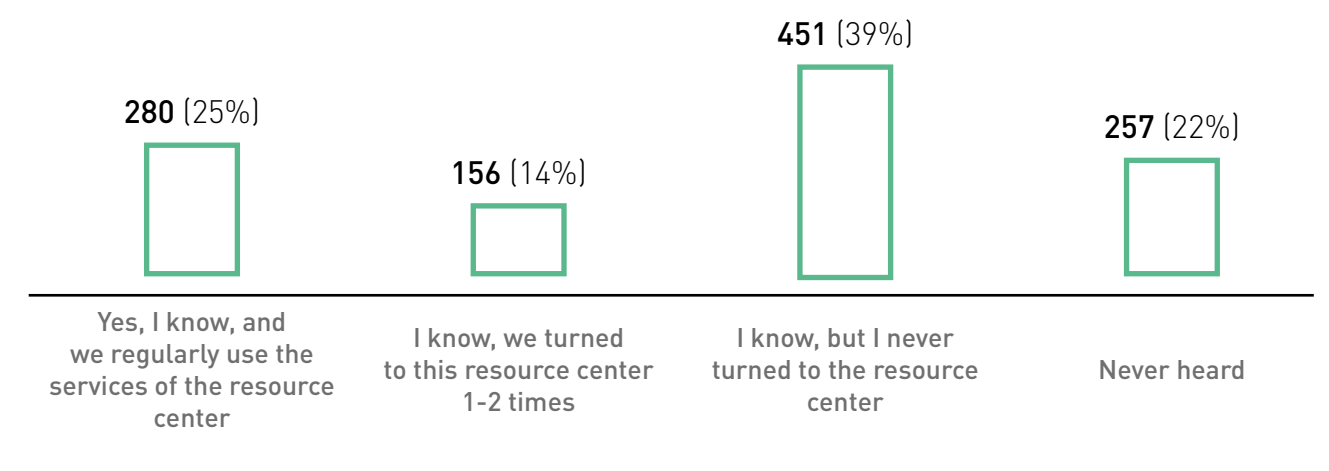
Another measure of supporting volunteering in the Civic Chamber of the Russian Federation is the contest **"Volunteer of Russia — 2019"**, the application campaign ended on June 30. The main volunteering event received a record number of applications — **28,144** projects from activists from all over the country. **This year the grant fund of the competition is 45 million rubles.**

The regions demonstrate not only the increase of interest in volunteering, but the development of volunteering resource centers, the most popular services of which are financial support, training, information support in the mass media and the Internet, and the sharing of premises for volunteers.⁷³

Our country is being done a great deal of work to develop **international**

volunteering. For example rescue-volunteers are involved in supporting rescue and humanitarian operations abroad. They face such a serious problem of an urgent visa. Volunteers need to arrive at the emergency scene as soon as possible. The Civic Chamber considers it necessary to establish mechanisms for obtaining visas for rescue-volunteers and to regulate the legislative framework of this matter. Russian volunteer organizations require legal support to avoid preoccupation to fall under the status of NPO as foreign agent. The Civic Chamber proposes to increase the duration of Russian visas for foreign volunteers working in Russia for 1 year. Such people, voluntarily helping and free helping Russian citizens, can apply for benefits in obtaining Russian citizenship.

Do you know about the activities of resource centers for NPOs in your region?



Source: The Civic Chamber of the Russian Federation⁷⁴

Information on the awareness of the participants of the "Community" forum about the activities of resource centers⁷⁵



Corporate volunteering is one of the forms of business participation in solving social problems, including those aimed at reducing inequality in society. This sphere is quite diverse. Companies can work with a specific fund or participate in individual charity events; charity races and marathons, which are now popular, also constitute a form of corporate volunteering. Volunteering is the participation of company employees in educational work and targeted assistance to those in need. To date, this area is developed mainly in large enterprises, but there is a potential for small and medium-sized companies. An important area of work of the Civic Chamber in this area is the development of **the Corporate Volunteering Standard**,⁷⁶ which is designed to help volunteers in small and medium-sized enterprises.

This is a kind of “menu” of the measures that a company can take to for successful implementation of corporate volunteering.

According to members of the Civic Chamber, patriotic education, along with the development of voluntary practices, remains one of the most important areas of state-public dialogue. The Commission of the Civic Chamber of the Russian Federation on Public Diplomacy, Humanitarian Cooperation and Maintenance of Traditional Values conducted a series of surveys that showed that our citizens consider “patriotism as love for the Motherland”, “a sense of duty to oneself, family and the Homeland”, “philanthropy and justice”. This distribution correlates with the basis of the system of traditional values embodied in the National Security Strategy of the

Russian Federation. And, in fact, it confirms the effectiveness of state policy in this area.

In connection with the deadline for the implementation of the state program “Patriotic Education of Citizens of the Russian Federation for 2016–2020”, approved by Resolution of the Government of the Russian Federation dated December 30, 2015 No. 1493, the Civic Chamber **conducted a survey on the implementation of the state policy of patriotic education of citizens in the Russian Federation**. The survey showed that the most popular and effective forms of patriotic education are the activities of patriotic centers (clubs), military sports games, festivals and contests of a patriotic orientation, as well as a personal example and meetings with veterans of the Great Patriotic War. To continue effective work on the formation of a patriotic consciousness of citizens, the Civic Chamber proposes to extend the state program for 2021–2025, while ensuring public control on its implementation and appropriate spending of budget funds.

In preparation for the celebration of the Year of Memory and Glory, a special attention was paid to preserve the historical memory of the exploit of the Soviet people, their role in the Victory over fascism, and to countering the falsification of history.

Taking into account the dissemination of examples of distortion of history for the last years by a number of foreign countries, the substitution of basic concepts, the pushing of anti-Russian historical concepts, the relevant commissions of the Civic Chamber of the Russian Federation constantly carry out explanatory work, publish books and brochures, organize round tables with the participation of historians and attracting Russian youth and foreign representatives.

For example, the Civic Chamber of the Russian Federation has published a

collection of scientific articles “Munich Betrayal: lessons for the modern world” based on the materials of the conference held by the Chamber. Round table “The evolution of relations with Western allies: from Normandy 1944 to the Cold War”, dedicated to the 75th anniversary of the opening of the second front in Western Europe, allowed to bring together historians, political scientists, public figures, and representatives of state institutions. The speakers of the roundtable emphasized that today the targeted policy of a number of Western countries to distort history is obvious. In particular, the landing of the allied forces in Normandy is of great importance, as likely it seems to be the key moment of the Second World War. At the same time, the heroic contribution of the people of the USSR to the capitulation of the fascist military machine is blurring.

The Civic Chamber is **implementing the project “Never Expire”**.⁷⁷ It was launched on the platform of the Civic Chamber of the Russian Federation on February 22 at a round table on the topic “Never expire. Problems of studying and preserving the memory of the victims of the genocide of the peoples of the USSR in the temporarily occupied territories during the Great Patriotic War”. Moreover, the conference “Never Expire” was held in the city of Veliky Novgorod, and the presentation of the project was held as a part of youth forums in the North-West and Volga Federal Districts.

In 2019, the Civic Chamber conducted a study on the situation of veterans who fought in the ranks of the Red Army during the World War II and live in countries with anti-Russian trends in diplomacy and politics.⁷⁸ European countries and the USA, regardless of their attitude to Russia and foreign policy rhetoric, provide veterans of the Soviet Army who participated in the World War II with a decent standard of living, additional benefits and social



protection. In the meantime, the position of veterans in the former republics of the USSR is worse, the attitude to the veterans there varies depending on their attitude to Russia. For example, Ukraine showed facts of mockery of the Victory Day on May 9, and intolerant behavior and physical violence against the veterans. The Baltic countries cling a state policy for the rehabilitation of fascism is being implemented. The veterans do not have any bonuses and benefits, while the “forest brothers”, along with the Nazis who fought against the Red Army, receive monthly payments. The situation with the provision of veterans of the Red Army in neighboring countries and attempts to falsify the history of the Second World War are of great concern to Russian civil society and require close attention of the state.

The Civic Chamber of the Russian Federation, regional chambers, together with NPOs of search teams, participated in the development of the **federal target program “Creation and Restoration of Military Memorial Objects in 2019–2024”**. The federal target program “Immortalizing Those Who Died Protecting the Motherland for 2019–2024” was approved by Resolution of the Government of the Russian Federation of August 9, 2019 No. 1036. The suggestions and comments of the Civic Chamber were taken into account. It should be noted that in practice, the main activities in the field of monitoring the status of monuments and gravesites are conducted by public organizations.

#Measures to develop charity and increase credibility in non-profit organizations

More and more people in Russia take part in volunteering activities; the business is developing its own corporate social responsibility programs, and the importance of partnership between the state and NPOs is growing. According to the monitoring of the state of civil society conducted by the Higher School of Economics, **35%** of adult citizens said that they voluntarily, without remuneration, had participated in a socially useful activity over the past year (not to help family members or close relatives). At the same time, **31%** of them did this within organizations, and **69%** did it on their own.⁷⁹

Increasing interest in charity must be encouraged and regulated, protecting from fraudsters. To this end, the Ministry of Economic Development, together with the Civic Chamber of the Russian Federation, adopted **the Concept of Promoting the Development of Charitable Activities in the Russian Federation until 2025**. The implementation of this document should make public support for charitable activities more active, lead to an increase in donations, increase in the effectiveness of charitable programs, and finally improve the quality of life of Russian citizens. As part of the concept, it is planned:

- to simplify the procedure for obtaining tax deductions for citizens who donate to non-profit organizations;
- to strengthen tax incentives for legal entities involved in charitable activities;
- to promote the development of corporate charity and the involvement of NPOs in the development and implementation of social business programs on a competitive basis;
- to expand the list of legal forms which is possible to create charitable organizations;
- to involve participants in charitable activities in various public councils under state authorities and local governments, as well as in the development of various regulatory legal acts;
- to amend the Code of Administrative Offenses to combat fraudsters that discredit charity in general.

Anti-Fraud activities are a particularly important issue for the image of charitable activities. A lot of unscrupulous businessmen “play” on this field, and it is not always

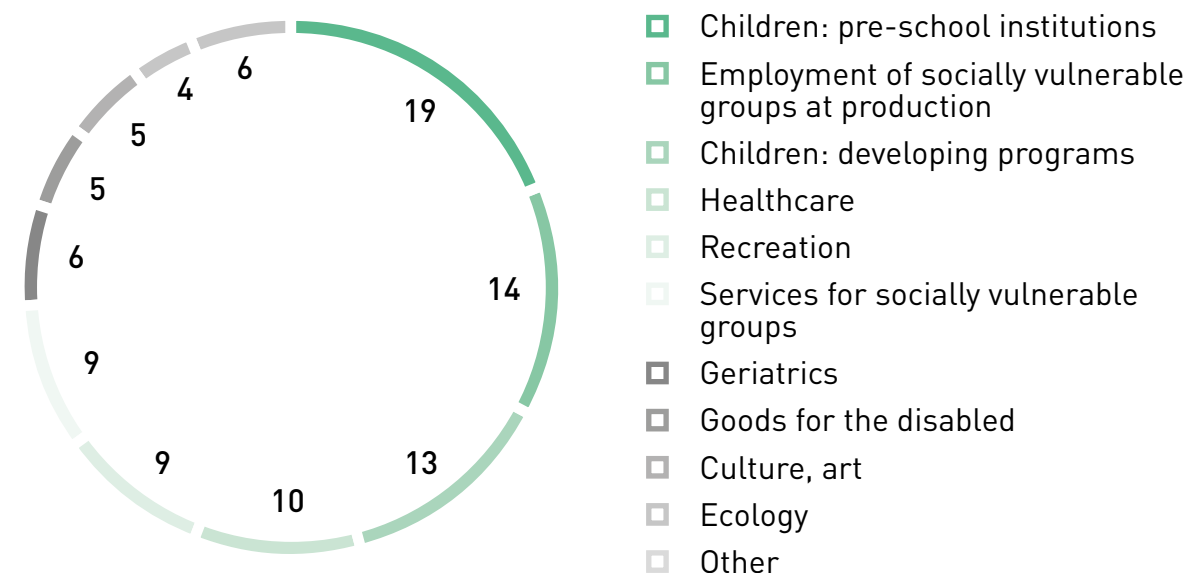


easy for people to understand whether they are dealing with honest benefactors or scammers. Each such case is dramatically toxic, as it reduces credibility to real funds and discredits the charitable system itself.

In 2019, the Civic Chamber enhanced anti-fraud activities in the field of charity and social advertising, initiating the development of **a Memorandum of Cooperation in order to prevent the risks of fraud fundraising through disseminating social advertising**. The need for its development is caused by repeated cases of fraudulent social advertising and other forms of social communication, which broadcast calls for the collection of private donations and which are either not exactly scammers or genuine scammers, or organizations. Also the Memorandum needs to reduce risks both for the mass media, which does not always understand that such messages can source from a scammer transmitting intentionally false information, and for citizens who respond to emotional calls and transfer their funds to scammers.

Important progress has been achieved in the field of social entrepreneurship. The July 26, 2019 was marked by the amendments to Federal Law No. 209-FZ,⁸⁰ which secured the concepts of “social entrepreneurship” and “social enterprise”. The law defines the conditions for classifying the activities of small and medium-sized enterprises (SMEs) as social entrepreneurship, reflecting the status of a social entrepreneur in a single register of SMEs, and also securing possible special forms and types of support for social entrepreneurship. There are four basic criteria for classifying enterprise as social: The SME subject gives employment for socially unprotected groups of citizens, ensures the sale of goods (work, services) produced by these citizens, itself produces goods (work, services) intended for such citizens, and/or carries out activities aimed at achieving socially useful goals and contributing to the solution of social problems of society. The Civic Chamber of the Russian Federation conducted a series of public expertise of the editions of bills at various stages of its development

Fields of activity of social entrepreneurs, %*



* According to the statistics of the All-Russian contest “Social Entrepreneur”.

#Good people2019|Civil Society Festival #foryourself! #forothers! #forall

9 days

Up to 500 ths.
festival guests

6 theme zones

More than 150 ths.
master-classes

45 charitable
foundations

More than 120 ths.
performers

and approval; the main provisions were supported by public figures, and received individual recommendations. Almost all recommendations of the Civic Chamber are reflected after the adoption of the law.

The issues related to the development of social entrepreneurship are ranked high in the agenda of the Civic Chamber. The May 31, 2019 was marked by the All-Russian Forum **“Social Entrepreneurship: Time to Act”**. The main initiative stated at the forum is the need to create a unified communication and practice-oriented platform for social entrepreneurs. The development of social entrepreneurship were also discussed on special discussion platforms at the “Community” forum in Ulan-Ude on May 30 and at the final forum in Moscow on November 1, 2019. The issues

of development of social entrepreneurship and existing practices in the regions are regularly reviewed at all platforms of the “Community” forum dedicated to the progress of the system of rendering services in the social sphere. Within the project of the Civic Chamber of the Russian Federation #RegionNPO, the constituent entities of the Russian Federation, along with measures to support SO NPOs as providers of services in the social sphere, provide work on the development of social entrepreneurship.

The interest of people in the problems of charity and the development of civil society is shown by the festival **“Good People”** held by the Civic Chamber. The festival is the venue for the presentation of various projects implemented by charitable foundations, public associations and civil society activists,



and states social problems and involves citizens to solve them. The festival is held annually in significant places of Moscow, highlighting the importance of civil society in the development of the country. The number of festival participants is growing year after year. If in 2017 the festival was attended by less than 7 thousand people, then in 2019, up to 500 thousand people became guests of the event held in the Gorky Park.

“Good people” is in partnership with the largest charitable foundations and public organizations; 45 charitable organizations took part in the fair of funds. The festival introduced the results of successful public projects that help solve critical social problems to residents and guests of the capital. The motto of the festival: “#foryourself! #forothers! #forall!”. Dozens of master classes and activities took place in six thematic zones. Products created in the creative studios of the festival were sent to care recipients of various social institutions in Russia. The fair of the festival “Good People” represented 45 charitable

foundations. Everyone could become their volunteer or make any donation.

The importance of charity for the development of civil society can hardly be overestimated, because selfless assistance to others is a universal value for all civilizations, cultures and religions. **Therefore, the Civic Chamber of the Russian Federation proposes to include the topic of charity and mercy in the schools curriculum.**⁸¹ A good illustrative example can be found in St. Petersburg, where all schools of the city participate in the **“White Flower” charity event**, that involves “Lessons of Kindness” when elementary school students produce about 70 thousand white flowers in support of seriously ill peers. The Civic Chamber of the Russian Federation together with the Ministry of Science and Higher Education and the Ministry of Education will be able to systematize the experience of the regions and, following the results, prepare recommendations for schools on involving children in charity and community service.

#Non-profit sector as a new branch of socially responsible economy

The development of the non-profit sector in Russia in recent years has been marked by competing trends. The total number of non-profit organizations is decreasing, while the role of NPOs in the economy is gradually growing due to the expansion of the field of the NPOs' participation in services to the population of the social sphere.

According to the register of the Ministry of Justice of the Russian Federation, more than 218 thousand NPOs are registered in Russia (223 ths. in 2016). According to the regional civic chambers, the number of working, active NPOs does not exceed 15–20% of their total number. The Primorsky Territory has about 3,000 NPOs registered, of which about 250 are active and really work.⁸² The Stavropol Territory has about 3,000 of registered NPOs of which about 90 organizations work on a permanent basis, including disabled and veteran associations, women's councils, monuments preservation society, and trade unions.⁸³

The staff of the main part of NPOs does not exceed five people, but, for example, the largest NPO of the Primorsky Territory is the regional council of veterans that unites 38 cities and district organizations, about 700 primary organizations with a total number of over 450 thousand people. The regional organization of the All-Russian Society of Disabled Persons consists of about 25 thousand people. NPOs vary significantly

in their areas of activity, namely including religious organizations, trade unions, and sports clubs. It is clear that the measures of state regulation and support of such various organizations should be different (as for commercial organizations). However, this approach comes in the practice of public administration slowly, which may impede the activities of single organizations. When adopting many regulatory acts relating to business entities, the features of NPOs are not taken into account, provided that many of them have a staff of 1–2 people and do not receive ongoing funding. For example, there is a legislative norm that the director of an NPO cannot be a volunteer. As a result, heads of small NPOs among pensioners automatically lose their status of non-working pensioners, the indexation of pensions stop, although they work for free in their NPOs and do not receive salaries. There are cases when pensioners pay themselves their own salaries, then deduct taxes in order not to violate the law.

There is a need in a delicate adjustment of legislation that would take into account features of the non-profit sector and individual NPOs. The current law on non-profit organizations, adopted in 1996, with all amendments, turns into a kind of “patchwork quilt” and conflicts with the Civil Code of the Russian Federation. Obviously, today there is a need to develop new comprehensive legislation on the

non-profit sector. Likewise, it is necessary to change approaches to the statistical recording of NPOs, taking into account information on the number of full-time employees and volunteers to the real areas of activity and financial indicators. The generalized data collected today say little about the situation and dynamics of the non-profit sector.

An important area in which the potential of civil society and NPOs can be involved is social services. In 2019, the Civic Chamber of the Russian Federation prepared a **special report entitled “Participation of NPOs in Services of the Social Sphere”**, which allowed to highlight both the achievements in this field in recent years and the barriers that stand in the way of further development of the sector.⁸⁴

The advantages of NPOs are that they see specific problems of a person, are closer to people, often offer an individual approach and unique methods that are not available anywhere else. NPOs are not limited by branch and departmental affiliation, which allows them to respond quickly to changes in public life, respond more quickly to changes in demand, and new requests and needs of service recipients. There are spheres where it is simply impossible to achieve significant changes without involving non-profit organizations, e.g. prevention of socially dangerous diseases, introduction healthy lifestyle and physical education to citizens, assisted living and employment of persons with disabilities, organizing recreation for children with disabilities, etc.

In Russia, the state has taken a course towards active involving of non-profit organizations in providing the population with social services at the budget expense. Federal Law No. 442-FZ⁸⁵ laid the legal

foundations for the implementation of social services by the SO NPOs, and secured the concepts of “social service”, “recipient of social services” and “social services provider”. Regions prepare registers of social service providers, and implement phased programs of accessing NPOs to budget funds for the provision of services to citizens in the social sphere.

In 2016, a set of measures was approved. It aimed at ensuring access of SO NPOs operating in the social sphere to budget funds allocated for the provision of social services to the population. Federal Law No. 44-FZ⁸⁶ for SO NPOs establishes the benefits provided when procuring social services.

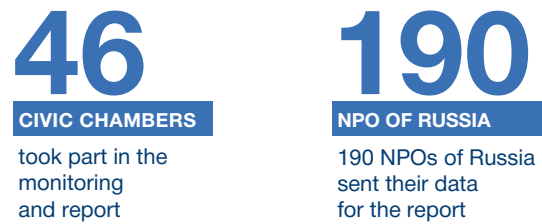
The state allocates significant funds to this area. At the beginning of 2019, 76 (72 in 2018) constituent entities of the Russian Federation fund SO NPOs in the social sphere; 66 constituent entities have such support at the municipal level. In 2018, more than 31 billion rubles (in 2017 — 24 billion) were transferred to support socially oriented non-profit organizations in 83 regions, the financing was distributed between 4.4 thousand SO NPOs, 22 mln received services. This funds were spent on social protection and social services, education, culture, healthcare, physical education and sports.

At the same time, these impressive figures do not fully reflect the development of the non-profit sector itself. In some cases, the providers of these services are NPOs reorganized from former budgetary institutions. For example, according to the Civic Chamber of the Trans-Baikal Territory, the majority of the region's organizations that received subsidies are state institutions that have changed the legal status of SO NPOs; the same practice exists in the Republic of Bashkortostan.

DEVELOPMENT OF THE NON-PROFIT ECONOMIC SECTOR

We eager to ensure that the contribution of the non-profit sector of our country to the economic, social and spiritual development of Russia is constantly growing

PUBLIC MONITORING OF THE ENTER OF SO NPOs INTO THE SOCIAL SERVICES MARKET



The Civic Chamber of the Russian Federation prepared a special report "The participation of NPOs in the Services of Social Sphere"

COORDINATION COUNCIL ON SOCIAL ADVERTISING AND SOCIAL COMMUNICATIONS

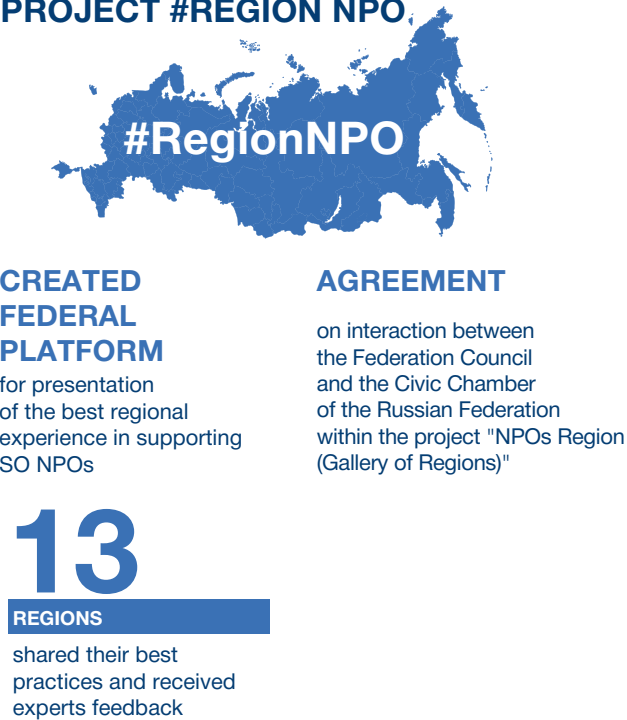
- CREATED COMMISSIONS
- on the placement of social advertising with leading Russian television and radio broadcasters:
- VGTRK "TV channel "Russia"
 - AO "Perviy kanal",
 - ANO "OTR",
 - AO "Gazprom-media Holding",



- "CTC Media",
- OAO "TRK VS RF "Zvezda".

NPOs providers of social services are facing certain difficulties. One of the them is tariffs and reimbursement of expenses incurred by NPOs, which are often unreasonably low. Tariffs vary in different regions. In some cases, there are delays in payment and even non-payment. Many constituent entities of

PROJECT #REGION NPO



"NPO-PROFI" PROJECT AND EDUCATIONAL PROGRAMS IMPLEMENTED TOGETHER WITH RANEPa, RGSU AND OTHER UNIVERSITIES



the Russian Federation have the amount of compensation that does not correspond to the complexity of services and does not correlate with the remuneration of employees providing services and they do not include administrative expenses. Reporting by NPOs on the provision of

social services is more complicated and costly than for budgetary organizations for which this process is digitalized.

An equally difficult problem is the accurate and competent qualification of the service that NPOs provide. Sometimes the respective registers do not have many unique NPOs services, which means that they cannot demand to be provided at the expense of budget funds. Narrowly targeted small organizations that provide only a few services cannot be recorded into the register of social service providers. Large and diverse organizations are usually selectable. This deprives the possibility of competitive access and the use of the potential of NPOs in particular cases. Positive is the practice of individual constituent entities of the Russian Federation to adapt the regulatory framework in the field of social services to provide SO NPOs with a competitive access to the provision of social services. For example lists of social services have been updated in the Sakhalin and Tula Region.

The stable operation of SO NPOs in the provision of services is also significantly complicated by months-long delays in paying for the services rendered by them. This is due to the assessment of the required amount of funds from regional and municipal budgets for provisioning of services in the social sphere is carried out, as a rule, based on the data of the previous year taking into account the existing demand for services of state and municipal institutions. NPOs providing services using new technologies lead to an unpredictable growth in demand, which is not provided in budget planning.

Other institutional barriers preventing SO NPOs from provisioning social services are the following:

- lack of effectiveness of mechanisms of interinstitutional, interlevel and intersectoral interaction on the participation of SO NPOs in the provision of services in the social sphere;
- lack of mechanisms for regular review of existing lists of services and standards for services that are not provided by state (municipal) institutions;
- the imperfection of the tender procedures in the procurement of goods, works, services for state (municipal) needs (Federal Law No. 44 — FZ), which substantially complicates the participation of SO NPOs in such tenders;
- excessive reporting of SO NPOs for rendered services and lack of access by SO NPOs to information systems that simplify the submission of such reports.

According to the Civic Chamber, in order to increase the effectiveness of the participation of SO NPOs in the provision of social services, it is necessary:

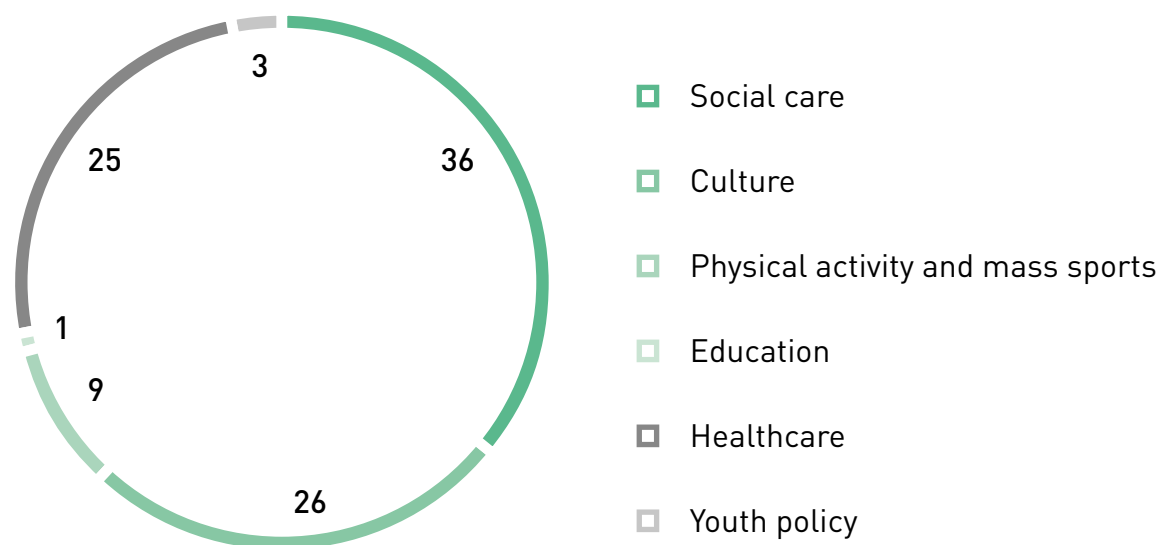
- To ensure the formation of mechanisms for coordinating the activities of federal and regional authorities, local authorities on the development of the market of social services with the involvement of NPOs and civic chambers of various levels.
- To consider the need to empower sectoral federal authorities of the social sphere with additional administrative functions in the development of mechanisms for the participation of SO NPOs in the provision of services.
- To ensure methodological support on the part of specialized sectoral federal authorities for the activities of regional

- authorities on the development of the social services market, involvement of non-governmental organizations in their provision at the expense of the budget system of the Russian Federation.
- To develop methods for assessing the needs for services provided at the expense of budgetary funds, in the context of services and categories of recipients.
 - To ensure regular review of existing lists of services, taking into account the occurrence of new services demanded by recipients of the services provided by SO NPOs.
 - To develop guidelines for standardization and tariffing of services provided by SO NPOs and not provided by state (municipal) institutions.

THE TOTAL AMOUNT OF FUNDS TRANSFERRED BY CONSTITUENT ENTITIES OF THE RUSSIAN FEDERATION TO SO NPOs

The total amount of funds transferred by the constituent entities of the Russian Federation to SO NPOs for the provision of social services to the population in 2018 amounted to 31.3 billion rubles. This more than by 30% exceeded the results of 2017 (over 24 billion rubles). These funds were distributed between 4.4 thousand SO NPOs (growth by 7%), provided that, these services were used by more than 22 million people, which is 3.6 times more than in 2017.

The total amount of budget funds of the constituent entities of the Russian Federation actually transferred to SO NPOs for the provision of social services, %



Information is given on 83 constituent entities, with the exception of the Ulyanovsk Region and the Republic of Khakassia.

Information on the total amount of funds transferred by the regions to SO NPOs for the provision of social services⁸⁷

The results of the implementation of measures to ensure access by SO NPOs to the provision of services in the social sphere, in 2018, by branches

	Social care and social services	929	11,212.4
	Education	1,316	8,117.1
	Culture	823	2,867.4
	Healthcare	123	353.0
	Physical activity and mass sports	585	7,759.1
	Youth policy	654	1,008.9
	TOTAL	4,430	31.317.9



Branches of social sphere



The number of SO NPOs, which were assigned with services, funded from the budget, units (for all constituent entities of the Russian Federation)



The total amount of budget funds of the constituent entities of the Russian Federation actually transferred to SO NPOs for the provision of services by branches, mln. rubles



Constituent entities of the Russian Federation are leaders in the assignment of services to SO NPOs (in terms of the budget funds of the constituent entities of the Russian Federation actually transferred to SO NPOs for the provision of social services) (on all analyzed constituent entities)

7. To strengthen control of untimely transfers of funds from the budget system of the Russian Federation to NPOs as part of obligations and according to the concluded agreements on the provision of subsidies.
8. To urge federal and regional authorities ensure digitalization of interaction with NPOs that provide services in the social sphere, and the possibility of submitting digital reports using the Internet.
9. To promote the development of the competencies of employees of SO NPOs involved in the provision of services in the social sphere, including by providing them with free access to continuing education programs for employees of state (municipal) institutions.
10. To consider changing of the methodology for preparing by the regions a report on the implementation of measures to ensure access by SO NPOs to the provision of services in the social sphere, where delineate services and work.
11. To raise the public awareness of the implementation of national projects, as well as to ensure openness and accessibility of information on the possibilities and ways of NPOs participation; on the ongoing competitions for the provision of subsidies (grants), participation conditions, results and winners of competitive selections.

The constituent entities of the Russian Federation independently develop and implement mechanisms for attracting non-governmental organizations to the provision of services in the social sphere. However, there is a need for a single legislative act at the federal level that would ensure legal regulation of existing practices, the rules for the use of budget funds and guarantee a uniform law enforcement practice.

To this end, the Ministry of Finance of the Russian Federation has prepared a bill "On the State (Municipal) Social Order for the Provision of State (Municipal) Services in the Social Sphere", which allows solving a number of problems. Firstly, this is the introduction of the concept of "state (municipal) social order" (the volume and quality of state-guaranteed social services free for citizens). Secondly, the obligation of the executive authorities to determine annually the volume of the state (municipal) social order for specific services and the method of its implementation. Thirdly, the document guarantees the conditions for competitive access of state and non-state organizations to the performance of state social orders. Fourth, the bill defines the obligations and responsibilities of executive authorities and service providers.

On January 1, 2017, the **Law on Non-Profit Organizations — Contractors of Publicly Useful Services** came into force.⁸⁸ Its main meaning is that those NPOs that provide socially useful services of appropriate quality may be granted the right to receive priority state support and access to budget funds. The register of SO NPOs — contractors of publicly useful services has been maintained by the Ministry of Justice of Russia since January 1, 2017. Currently, it includes information on 341 organizations. Since January 1, 2019, 29 organizations have been excluded from the register. Since 2018, the executive bodies of the constituent entities of the Russian Federation have been empowered to evaluate the quality of services rendered by SO NPOs, and the territorial bodies of the Ministry of Justice of Russia in the constituent entities of the Russian Federation have been empowered to make the final decision. In 2019, the procedure to receive by NPOs a status of providers of socially useful services was facilitated, however, it still remains laborious, as NPOs often do not have a clear idea of what information should be submitted to authorities in order to confirm the quality of the service.⁸⁹ There are still

difficulties that appear both before the SO NPOs, which are faced with the task of proving their integrity and substantiating the quality of SUSs (socially useful services), and before the authorities evaluating these services. In particular, a prerequisite for an NPO to acquire a status of SUSs contractor is to obtain a conclusion on the compliance of the quality of the provision of the SUSs with the established quality criteria in authorized federal and regional executive bodies. In practice, there is an application variability in hands of authorities evaluating services of criteria for assessing the quality of socially useful services.

In 2019, the Ministry of Justice of Russia developed a bill "On Amendments to the Federal Law 'On Non-Profit Organizations' in Terms of Improving the Procedure for Including a Socially Oriented Non-Profit Organizations in the Register of Non-Profit Organizations Performing Socially Useful Services". The bill proposes to simplify the current procedure for acquiring the status of an SUS contractor for those SO NPOs that have implemented properly the project using a grant from the President of the Russian Federation provided for the development of civil society. Based on the results of a public expertise at the Civic Chamber, the concept of the bill was supported; submitted proposals to eliminate the uncertainty of its specific provisions regarding the procedure and criteria for evaluating the results of the implementation of SO NPOs projects using a grant from the President of the Russian Federation in order to assign them the status of an contractor of publicly useful services. On October 21, 2019, the bill was sent by the Government of the Russian Federation to the State Duma of the Federal Assembly of the Russian Federation. The version of the bill sent to the State Duma of the Federal Assembly of the Russian Federation, did not containing comments and suggestions included in the conclusion of the Civic Chamber.

The main problem remains **the uncertainty of preferences that gives NPOs the status**

of a contractor of socially useful services, the lack of clear systemic mechanisms of benefits for SO NPOs — contractors of SUSs. As a result, many NPOs question the practicability of applying for a status, given the complexity and imperfection of the procedure for recognizing NPOs as contractors of SUSs, which are associated with the insignificance of specific preferences for organizations with such status.

A number of regions, adopted legal acts that provide SO NPOs — contractor of SUSs with subsidies from the regional budgets. For example in the Moscow Region, such organizations can receive support for activities in the field of social protection and employment, the Saratov Region has a regulatory rule on the provision of subsidies from the regional budget to SO NPOs — contractor of healthcare SUSs. The Chuvash Republic subsidise SO NPOs having a status of SUSs contractors from the republican budget, if they carry out activities in two directions — healthcare and free legal assistance.

SO NPOs as social services providers can and should play an important role in the implementation of national projects. At the same time, their involvement in this work in one form or another is expressly indicated only in 5 out of 12 national projects — "Demography", "Education", "Housing and Urban Environment", "Ecology", and "Culture". The passports of national projects which include the federal ones do not contain specific proposals on the format for participation of SO NPOs in achieving national goals.

SO NPOs are actively engaged in the implementation of the NP "Culture". Specifically, 43 regions have already involved SO NPOs in the implementation of certain areas of regional projects "Creating the Conditions for Implementing the Creative Potential of the Nation" ("Creative People"), and provide them with subsidies

and grants from regional budgets on a competitive basis. This year, 19 SO NPOs received subsidies for the implementation of certain areas of the national project following the competitive selection organised by the Ministry of Education of Russia and the Federal Youth Agency. At the same time, in the implementation of the NP “Healthcare”, “Science” and “Ecology”, has an insignificant participation of SO NPOs.

The issue of access of socially oriented organizations to the state and social order during socially significant events requires a particular attention. Such events are created for the public good, they do not require income, tickets for such events are free. And since this is a public good, then why the law identifies the price of the contract as the main criterion in evaluating applications?⁹⁰ There is a need in amendments to the law by establishing that the priority for fulfilling the tasks of conducting socially significant events is applications from socially oriented organizations. The main selection criteria for applications for such events should be criteria that are

characterized as non-cost evaluation criteria, including: qualifications, goodwill, similar experience of successful procurement of services of a comparable nature and scope.

Since 2018, to draw attention to the best practices of non-profit organizations, the Civic Chamber of the Russian Federation has been implementing the project **#RegionNPO**, in the framework of which non-profit organizations and the business community provisioning social services have been representing. On June 19, the III Forum of Social Innovations of the Regions evidenced a conclusion of the Agreement On Interaction between the Council for the Development of Social Innovations of the Constituent Entities of the Russian Federation under the Council of the Federation of the Federal Assembly of the Russian Federation and the Civic Chamber of the Russian Federation in the Framework of the Project #RegionNPO (“Gallery of Regions”). The Agreement envisages the creation of a federal presentation platform for sharing experience and practice in



supporting socially oriented NPOs, their involvement in the development of social services, the introduction of innovative social technologies, the distribution of information on the best practices and their promotion.⁹¹

An important partner of NPOs in the regions are universities as centres of expertise and competencies. The so-called “third mission” of the university involves the shift from the image of a closed corporation to active interaction with authorities, NPOs and civil society activists. Such interaction often gives a positive result. Universities can become a platform for advanced training of NPOs staff, as well as the main resource for attracting volunteers. For its part, NPOs provide their own platform for student internships.

Recent years have demonstrated an active development of educational programs on the topics of civil society and the non-profit sector. If at the beginning of 2019, 19 constituent entities of the Russian Federation (25 universities) have been implementing

43 educational programs on the subject of NPOs, then today their number has increased to 66. Moreover, 24 constituent entities of the Russian Federation (37 universities) have been implementing 69 programs of extended education.⁹² The Law “On Free Legal Aid” regulates, among other things, the participation of universities in the free support of vulnerable groups of the population. Consideration should be given to develop at the legislative level of the tools of implementing the same approach to support SO NPOs and socially responsible business. In this regard, it is worth to mention the experience of the Yaroslavl Region, where the formation of the NPOs resource center took place at the platform of the regional university; NPOs resource support centers were also created on the basis of the South Russian Institute of Management (a branch of the RANEPa (YURIU RANEPa)), Kursk State University, Kazan (Privolzhsky) Federal University, and Lipetsk State Pedagogical University named after P.P. Semenov-Tyan-Shansky.

#Government support of non-profit sector

Recent years have been marked by an increase in state support of the third sector. The main form of state support for socially oriented NPOs is budget subsidies (grants). During 2017–2018, the Presidential Grants Fund organized four contests for the provision of grants of the President of the Russian Federation for the development of civil society, in which 16,814 NPOs took part. In total there were 19,414 applications for the implementation of 35,184 socially significant projects, 6,786 projects were supported for a total amount of 14.5 billion rubles. The number of regional NPOs is 87% of the total number of applications.⁹³

In 2019, the Presidential Grants Fund received 8 billion rubles from the federal budget for the provision of NPOs with grants.⁹⁴ In 2019, the fund received more than 27 thousand applications, including 2,443 NPOs submitted applications for the first time. The most active region in terms of the number of submitted projects, excluding Moscow and St. Petersburg, was the Republic of Bashkortostan — 386 submitted projects. Second place went to Volgograd Region with 378 projects submitted, and third place goes to Belgorod Region, which sent 349 initiatives. And again the most popular grant direction among the contest participants was “Protecting the health of citizens, promoting a healthy lifestyle” — 17% of projects. Second place — “Preservation of historical memory” with 15% of projects.

Third place — “Support for science and education” with 15% of projects.⁹⁵

Competitions for NPOs are held by federal agencies. For example, the Ministry of Education of the Russian Federation provides grants to create conditions for the early development of preschool children, to implement a program of psychological, pedagogical, methodological and advisory assistance to parents of children who receiving preschool education in the family. The competition is a part of the project “State support of non-profit organizations for the provision of psychological, pedagogical, methodological and advisory assistance to citizens with children”, which is a part of the federal project “Support for Families with Children” and the national project “Education”.⁹⁶ The grant competition of the Ministry of Sports of the Russian Federation is intended for non-profit organizations implementing projects in the field of physical education, mass sports and sports reserves.⁹⁷ The Ministry of Culture of Russia allocates 300 million rubles annually to support the creative projects of NPOs aimed at strengthening civic identity based on spiritual, moral and cultural values of the peoples of Russia, popularising the Russian language and literature, folk crafts.

Executive bodies of the constituent entities of the Russian Federation and local governments also provide NPOs with financial support. Some regions sent

a significant support for NPOs. For example, in 2016–2018 the Volgograd Region allocated from its budget 900 million rubles to support non-profit organizations.⁹⁸ The Arkhangelsk Region, developed a uniform form for applications of public initiatives project, which is unified with the application of the Presidential Grants Fund. This year it is planned to launch an online platform for submitting applications for regional grant competitions through the website of socially oriented NPOs of the Arkhangelsk Region.⁹⁹ Since 2019, St. Petersburg provides grants advances for NPOs.¹⁰⁰ Since 2019, the Khanty-Mansiysk Autonomous District, launched a unified system of supporting SO NPOs implementing socially significant projects, i.e. a grant from the Governor of the Autonomous District, which is created similarly with the granting system of the President of the Russian Federation for the development of civil society.

The general tendency is to increase funding for NPOs both through presidential grants and from regional budgets. And at the same time, the structure of budget support for NPOs varies from region to region. For example, in 2018, the Penza Region, in terms of a part of a regional competition, provided 74 NPOs with subsidies in the amount of 9.5 million rubles. And at the same time, regional NPOs received subsidies through presidential grants of 31 million rubles. In 2018 the Primorsky Territory, received 146 applications for the presidential grant competition, of which 46 received support in the amount of 90 million rubles. In recent years regional subsidies were within the range of 5 million, but in 2019, 65 million were allocated to the regional competition, while only 81 applications were submitted for the competition.¹⁰¹



In 2017 and 2018 the Stavropol Territory allocated from the regional budget subsidies for supporting SO NPOs in the amount about 40 million rubles, and in 2019 about 80 million rubles. In 2018, as part of the presidential grants, the winners were 14 organizations from Stavropol, which received about 32 million rubles.¹⁰² The Ulyanovsk Region launches a competitive selection among SO NPOs for the provision of subsidies from the regional budget, e.g. in 2018 12 million rubles allocated, and subsidies for the NPOs within the presidential grants amounted to about 32 million rubles.¹⁰³

The things are different in the Yamalo-Nenets Autonomous District, where in 2019, 115 organizations received support in the amount of 131 million rubles, namely the regional budget allocated 77 million rubles, and the municipal budget allocated 54 million rubles, consequently. At the same time, in 2018, only 4 NPOs with funding of about 4 million became winners in the presidential grant competition, despite 130 submitted applications.¹⁰⁴

In many regions, subsidies for supporting NPOs are also allocated from municipal (primarily city) budgets. Since 2015, the Ulyanovsk Region, launches competitions in all municipalities for the allocation of subsidies to SO NPOs. In 2017–2018, the total annual amount of funds for tenders amounted to about 6 million rubles. The administration of each municipality of the Ulyanovsk Region has a specialist to work with the non-profit sector. Some regions have special awards for NPOs and public figures. For example, such prize is awarded annually in the Republic of Tatarstan. 5 prizes from 250 thousand to 400 thousand rubles each were awarded in 2018.¹⁰⁵

As a rule, the pool of winners of regional competitions for NPOs includes approximately the same set of

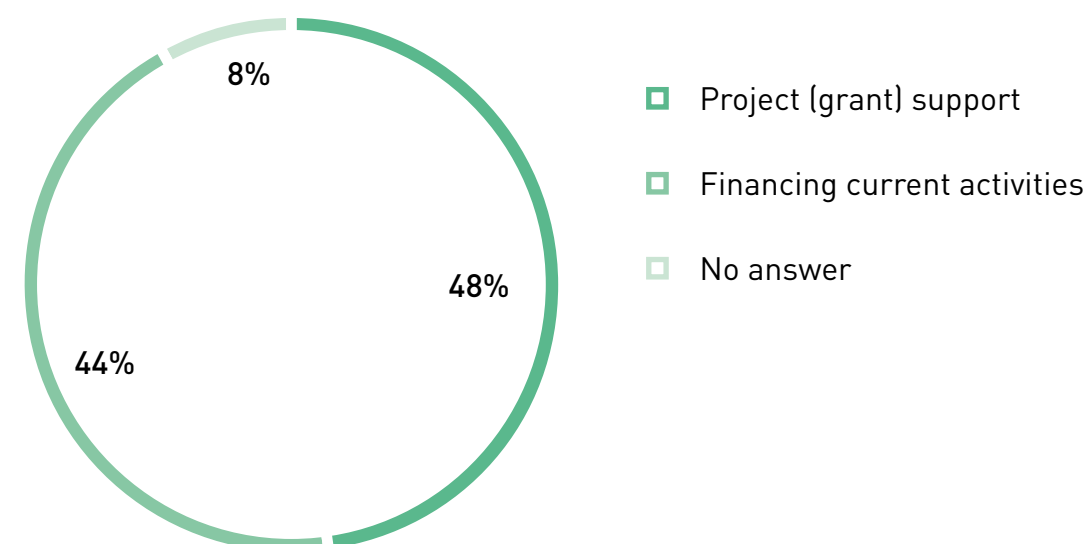
organizations, since the total number of active NPOs participating in competitions is very small. As noted in the materials of the Civic Chamber of the Stavropol Territory, “traditionally the regional support from the Stavropol Territory Council of Veterans, antidrug groups of public organizations, disabilities associations, a number of creative, environmental, cossack and patriotic nonprofit organizations”.¹⁰⁶

In some regions, the involvement of NPOs in the provision of public services and the implementation of national projects is systematic. The Volgograd Region, within the framework of the regional project “The Older Generation”, and with the participation of specialised NPOs, creates a system of long-term care for elderly citizens and persons with disabilities. To date, 9 SO NPOs are participating in the creation of the LTCSS (long-term care systems), namely 8 SO NPOs providing socially useful services at home, and one SO NPO providing stationary services. NPOs of the Volgograd Region take part in the organization of temporary employment of minor citizens aged 14 to 18 during their free time. NPOs conclude an agreement with the employment centre and receive subsidies from the regional budget for the payment of labour of minors employed for temporary work. In January — August 2019, 25 NPOs employed about 500 minors for temporary works. A financial support was provided from the regional budget in the form of subsidies in the amount of more than 2 million rubles for salaries of minors.¹⁰⁷

Along with grant competitions, the main form of supporting the NPOs is financing of the current activities of organizations. NPOs employees and civil society activists who took part in the survey within the “Community” forums are closely divided in answering the question of which of these forms of support should be a priority.

The state’s attention to the development of NPOs is obviously reflected in the change of

What form of government support for the NPOs sector should be a priority?

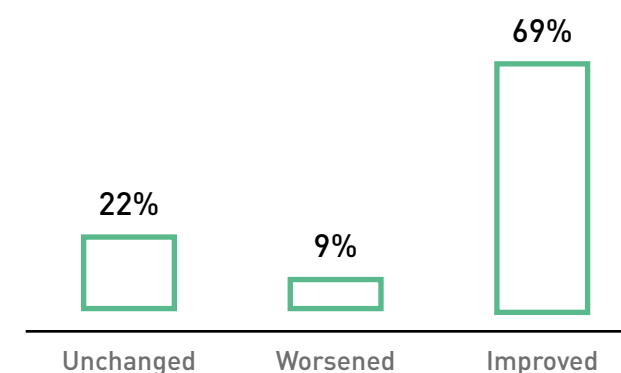


Source: The Civic Chamber of the Russian Federation¹⁰⁸

the perception of the general situation with the third sector in this country. Thus, the vast majority of participants in the “Community” forums (NPOs employees and civic activists) agreed that in recent years the conditions

for the activities of NPOs in Russia have improved in general.

Conditions for NPOs activities in Russia over the past 5 years:



Source: The Civic Chamber of the Russian Federation¹⁰⁹

The experience gained by the Civic Chamber of the Russian Federation in interacting with regional civil society activists during the preparation of a special report on the access of SO NPOs to the social services market led to the idea of the need to develop and implement a methodology for creating a rating of regions according to the level and quality of development of the non-profit sector. The Chamber devotes its work in 2020 to the development of this project. The Civic Chamber of the Russian Federation considers this work not only as an instrument of an objective diagnostic of the quality development of the non-profit sector in the regions, but also as a factor of “soft power” that will allow influencing the policy of regional authorities regarding a support of NPOs.

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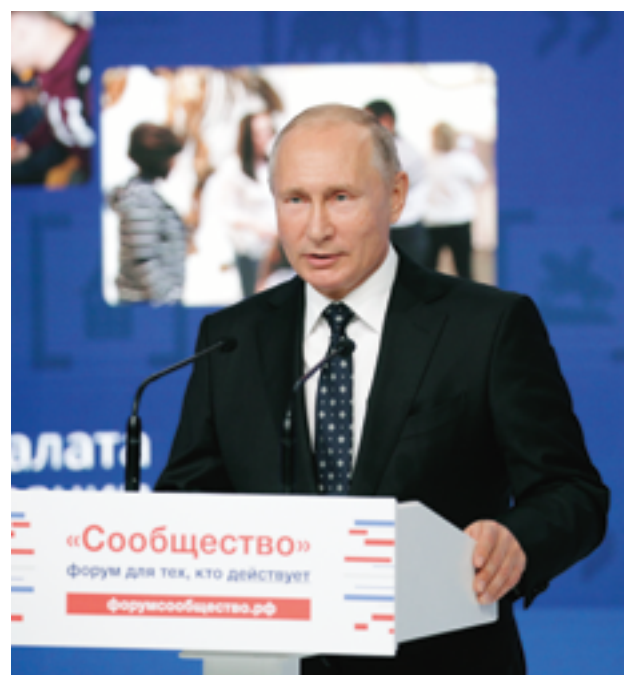


#SOLVING SOCIAL PROBLEMS WITHIN NATIONAL PROJECTS: CIVIL SOCIETY PERSPECTIVE



“

“Please note that, our projects are not federal, not regional, but national. It means a consolidation effort of all levels and branches of power, representatives of civil society and, of course, business.” the President of the Russian Federation Vladimir Putin.¹¹⁰



For the coming years, the implementation of national projects is the priority of the Russian state and society. National projects are not just a technical instrument and a list of growth indicators, they are a large-scale program for the country's development for years to come, which implementation defines our future.

As of November 2019, funds allocated for the implementation of national projects have been disbursed by 64% compared to annual values.¹¹¹ Federal projects still have 6 out of 76 projects not implemented.¹¹² Why was the implementation of such fundamentally important tasks for Russian society and the state so difficult?

Among the main problems are the **lack of resources and budget funds** for the implementation of investment projects in the framework of national projects, which is primarily due to the fact that the state continues to apply a monetarist policy, guided by the principle of “**low inflation at all costs.**” Such situation hardly justifies the reliance on fully required state investments in national projects. **Another problem is the low awareness of the population about**

national projects and the status of their transparency.

More than half of Russian citizens have not even heard that the state authorities are implementing some kind of national projects, and, only **7% of Russians** understand what their meaning is.

Operational control of the financial implementation of national projects for the public is significantly complicated by the decision of the Government to exclude information on intermediate tasks from the passports of national projects, leaving only goals for 2024 and, accordingly, information on budget allocations in terms of federal projects.¹¹³ For the success of national projects, civil society should be directly involved in their implementation. Active involvement requires common ground and public-state approaches. The Civic Chamber of the Russian Federation, together with regional civic chambers, is working on collecting proposals on the implementation of national projects and federal programs at the local level to model and evaluate the consequences of the proposed solutions.

#Challenges of social policy

For the Civic Chamber of the Russian Federation, the fight against the poverty in the country remains one of the highest priority areas. This task is complicated by the serious structural problems of the Russian economy.

On May 23, the Civic Chamber of the Russian Federation held a round table on the topic “National capital market: Problems and Opportunities”, where discussed the opportunities and prospects for the effective development of the domestic capital market. It was noted that Russia still lacks a clear understading of the characteristics of the Russian financial market and its economy looks more like the economy of a giant kiosk: all you earn shall you spend. Moreover, most of the money is concentrated in the budget.

The hearings had proposals to make wider use of public debt as a financial instrument, an instrument of development. For example, regional bonds and municipal bonds should become a tool for the development of the municipal economy.

As is well known, active business activity makes a significant contribution to the sustainable development of the country's economy. However, sociological surveys state that **71%** of businesspersons consider the business environment in Russia as unfavorable.¹¹⁴ This is associated with the risk of criminal punishment for economic crimes (Chapter 22 of the Criminal Code of the Russian Federation). Up to **30.5%** of petitions to the Commissioner under the President of the Russian Federation for the



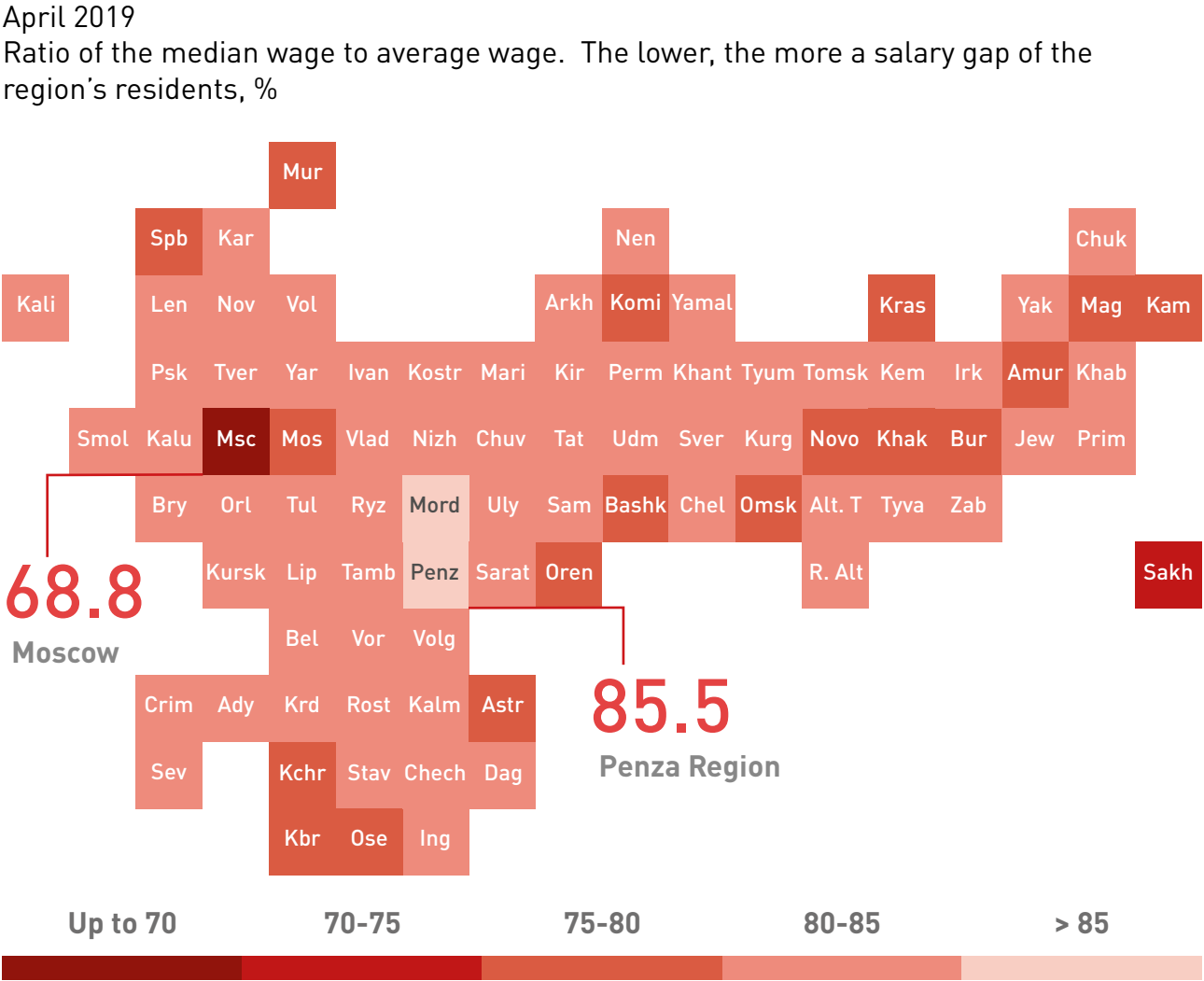
Protection of the Rights of Entrepreneurs related to the criminal prosecution of businessmen.¹¹⁵

On April 18, the capital of the Republic of Dagestan, Makhachkala, **held a forum of the Civic Chamber of the Russian Federation.** The topic was “Labor economy. Work places. Employment”. It was observed that one of the ways to solve the employment problem in Dagestan could be the development of **social entrepreneurship**, which is still evolving in the republic. The Civic Chamber of the Russian Federation was one of the first organizations that began to talk about a fairer tax system. The implementation of a progressive taxation scale has not yet been discussed, but there is already talk about zeroing personal income tax for citizens who receive less than a living wage. There is also a serious problem with the employment offices in our country, as they need a significant updating of standards and can no longer provide people with quality services. Employers do not work with such inflexible structures.

The Civic Chamber of the Russian Federation is seeking ways to overcome poverty in this country. For example, **the Civic Chamber of the Russian Federation** supports the initiative to pay families a minimum living wage of a child, which should help to reduce the poverty of families raising children under the age of three. Moreover, in 2017, according to Rosstat, the income deficit of families raising children aged three is 210 billion rubles.¹¹⁶ This is actually more than 30% of the income deficit of all families with children, i.e. this is a significant share. But it is necessary to see that this benefit not only actively works to support the family, but also can be used to hire a babysitter if a mother returns to work. This will ultimately stimulate the economic employment of the population, the growth of welfare, family incomes and work not only to reduce the poverty, but also to achieve another goal of national development, i.e. increasing the income of families with children.



Regions with the highest income disparity



Russian Federation 72%
Source: Rosstat @RBK, 2019
Source: RBK

Members of the Civic Chamber participated in a discussion on the results of a survey, conducted by the International Institute of Management of Entrepreneurs’ Associations, on the problems of employment of pre-retirement, and employers risks associated with this. The members suggested strengthening the role of educational organizations in the implementation of the vocational training program and additional professional education for citizens of pre-retirement age.

The Civic Chamber has consistently advocated the strengthening of the civil society’s role in determining policies to reduce inequality, promoting this agenda in the international arena. The international conference “From Inequality to Justice: International Experience and Solutions for Russia”, held by the Civic Chamber on December 10, 2019 with the participation of experts and representatives of economic and social councils from 43 countries, had wide discussions on the reasons of the high level of inequality in society and proposals for reducing it, taking into account the best world practices.¹¹⁷

#Ecology and quality of living environment



The Civic Chamber of the Russian Federation took an active part in the formation of the passport of the **“Ecology” national project**. One of the main proposals, including the creation of a public law waste collecting company, has already been implemented as a part of the national project. The beginning of 2019 marked the creation of the Russian environmental operator.¹¹⁸ The main goals of such public law company is to perform social and administrative functions of organizing stable systemic work of the waste management industry during the reform period and in the future.

The main problems that the established public law company is already facing include the extremely low investment attractiveness of the industry and lack of public awareness of the decisions and processes associated with the construction of SMW processing facilities. Low public awareness leads, consequently, to social and environmental conflicts that undermine the credibility of the reform. Seeking a trade-off on tasks of authorities, investors, developers and the interests of residents in the construction of waste storage and recycling facilities is the main task of the public.

The Civic Chamber of the Russian Federation, together with industry analysts, conducted:



Industrial waste management analysis



Monitoring of infrastructure facilities and their capacities in the regions



Monitoring of the openness and accessibility of information on government websites and regional mass media about the new system for handling SMW



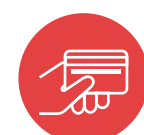
Analysis of information on regional SMW operators, namely company size, founders, beneficiaries, coverage, territorial schemes, etc.



Analysis of industry investment attractiveness



Analysis of recycling technologies¹¹⁹



Analysis of payments by population for SMW management services in 2019 (including SMW accumulation standards, single tariffs and SMW density)

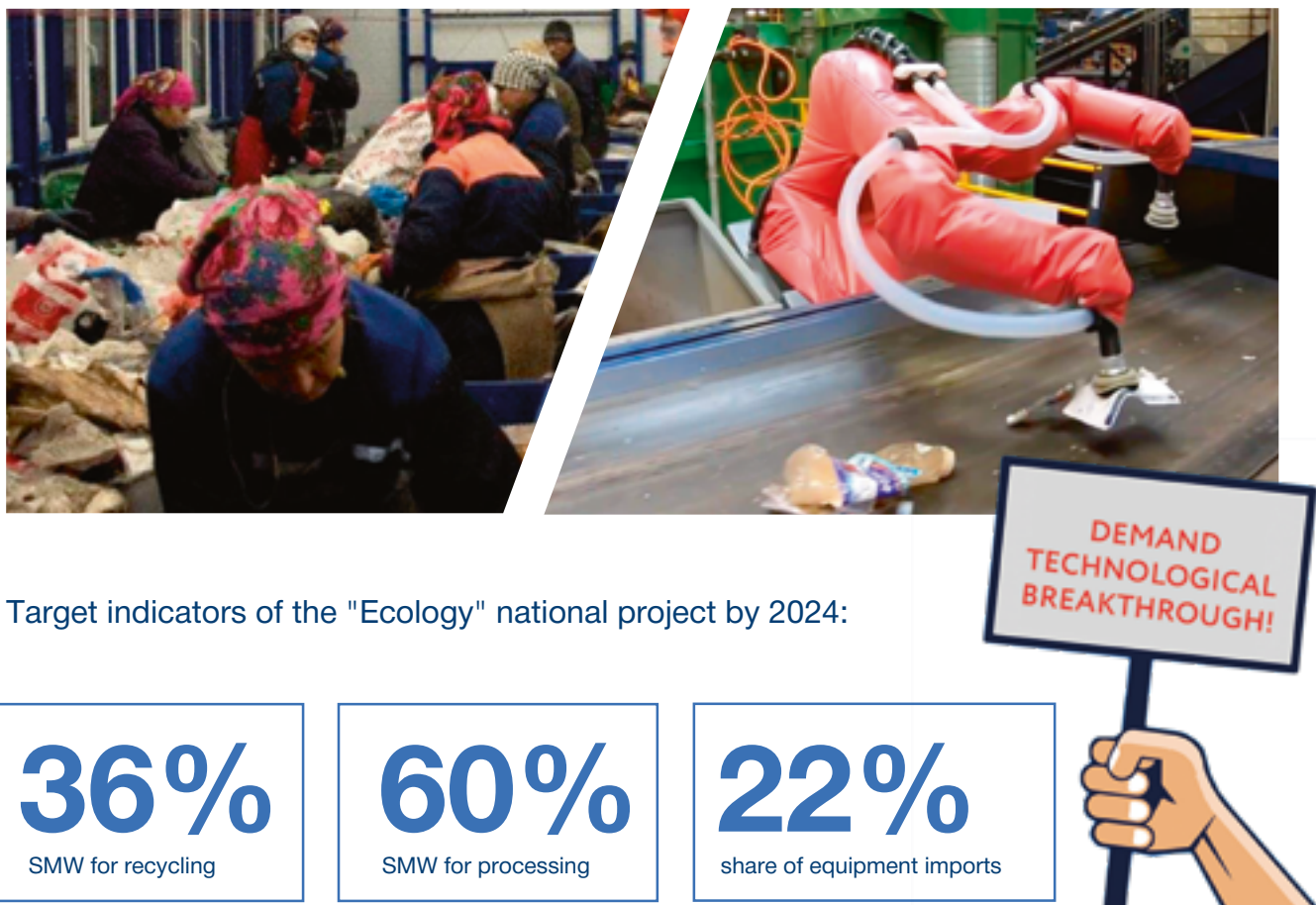
Meanwhile, while the implementation of the “waste” reform raises new questions. In 2019, many regions witnessed an increase in tariffs for households for the removal of solid municipal waste, although nothing has changed in terms of waste sorting and recycling, with waste still landfilled.

According to 16.2% of utility bills, the payment for SMW removal decreased, in 15.4% of utility bills the payment for SMW removal did not change, and in 68.4% the payment increased.¹²⁰ For a significant number of citizens, the transition to a new SMW management system was a surprise. Citizens did not have enough information about the essence of the changes, the goals and objectives of the reform. There was no understanding why the payment

changed and how it is calculated. In a number of constituent entities of the Russian Federation citizens are shocked with the inclusion in the tariff of an investment component that is funding the construction of new landfills, waste sorting, burning and recycling plants, which later become the property of business owners (experts from the Tyumen, Moscow and Kirov regions drew attention to this).¹²¹

In 2018-2019, there were troublespots associated with the waste management procedures and the activities of regional operators to create waste disposal infrastructure. Since 2018, within preparation of the report to the President of the Russian Federation

INSPECTION OF TECHNOLOGICAL SOLUTIONS



the Civic Chamber launched the mediation of social and environmental conflicts. One of the positive examples the Civic Chamber's activities in this direction is the resolution of the conflict around the landfill in the village of Malinki of the Moscow Region. Members of the Civic Chamber in a dialogue with residents and authorities, managed not only to develop a new methodology for resolving conflicts, but also to stop the operation of a new-created facility.

Since 2018, the Arkhangelsk Region and the Komi Republic have been rumbled with mass rallies, united by the motto "Pomorie not a dump!" The main reason for this conflict was the complete isolation of the public from the decision-making process on the construction of a SMW landfill near the Shies railway station. By the time the

protests began in July 2018, no geological surveys, environmental project reviews, or public hearings were held. Some attempts to falsify public discussion by holding fictitious hearings in the village Urdoma were identified.

Only with the intervention of the federal authorities in the conflict, and especially after the comment of the President V.V. Putin at the Media Forum of All-Russia People's Front in Sochi on May 14-16, 2019, which instructed the authorities of the Arkhangelsk Region and Moscow to take into account the opinion of Pomorie's residents when deciding on the construction of the landfill. The authorities of the region, together with contractors, procrastinate to work with the mass media and the public to clarify the position. In mid-June, preparations for the construction of

a landfill were suspended and additional examinations and public hearings should be held. When working with the conflict in the Arkhangelsk region, the experts of the Civic Chamber revealed loopholes in the legislation regarding public hearings and Federal Law No. 212-FZ "On the Basics of Public Control in the Russian Federation", as well as proposals for their elimination were prepared.

The Civic Chamber continues to collect proposals for highly efficient technological solutions as part of the implementation of the reform of solid municipal waste management. In 2019, the Civic Chamber of the Russian Federation published an "Audit of the Waste Management Industry".

To date, experts do not see investment plans and development of waste treatment and disposal facilities. Now there is an adjustment of territorial schemes everywhere, and until this process is over, the design of high-tech facilities will not begin. The investment attractiveness in the industry is low, the risks for investors are very high. There is a notorious risk of protest activity, low payment discipline, sometimes artificially restraining accumulation standards and tariffs, as well as a large number of amendments to the regulatory framework.

And at the same time, the "Ecology" national project set targets indicators: By 2024, 36% of the waste is to be recycled, 60% is to be processed. To achieve these goals, the government should stimulate construction of high-tech facilities.

An equally important indicator is "the share of imports of equipment for the treatment and disposal of municipal solid waste", which is planned to be reduced to 22% by 2024. Currently the Government is discussing the exclusion of this indicator.

During the audit of the waste management industry, experts of the Civic Chamber

revealed a connection between tariff and technological solutions. The use of imported equipment, often outdated, with low efficiency and manual low-productivity labor, poses a threat not only to economic, but also environmental safety of this country. Home made equipment can not only increase productivity, but also significantly reduce tariffs for the population for SMW services. The expert community insists that the exclusion of the target indicator "reducing the share of imported equipment to 22% by 2024" is unacceptable.

The main result achieved during 2019 was a change in the industry management system, and its transparency. Regional operators begin to work openly according to the territorial scheme and can show where and what waste transporting. Members of the Civic Chamber of the Russian Federation hold regularly field meetings in various constituent entities of the Russian Federation with representatives of the local government, regional operators and the public for an objective assessment and monitoring of the progress of the reform in the regions, and provide the regions with expert support in problematic issues.

One of the growing hotbeds of protest activity is the regimes of economic activity within the boundaries of special protected natural areas (SPNA) or adjacent to them.

Among the identified problems, people most often note difficulties with the construction and privatization of land and real estate, coordination of socio-economic and economic activities, construction of social and communal facilities, location of cemeteries, picking of mushrooms, berries, and the harvesting of firewood, and even the arrival of relatives subject to restrictions imposed on the area by SPNA. For the current year, only the Ministry of Natural Resources of Russia received 1,684 such complaints. According to preliminary

estimates, SPNAs throughout this country are inhabited by about 2 million people (900 settlements), and in the absence of a constructive dialogue, this issue may cause another social tension.¹²²

Implementation of **the federal project “Clean Air”** by 2024 should reduce polluting emissions by 20%. There are plans to improve the environmental situation and reduce emissions of pollutants into the atmosphere in 12 industrial cities: Bratsk, Krasnoyarsk, Lipetsk, Magnitogorsk, Mednogorsk, Nizhny Tagil, Novokuznetsk, Norilsk, Omsk, Chelyabinsk, Cherepovets and Chita. The indicator of citizens’ satisfaction with the state of the environment, which is scheduled for 2024, is impressive: it should run to 90%. How will it be done? Subjective factors and the methodology by which the dynamics of citizens’ satisfaction with the air will be studied become of great importance. Experts agree that reliable information on the quality of the environment will be available only when creating a unified

information platform where air quality data will be posted, collected from various sources of relevant departments: all atmospheric air sampling that comes from the posts of Roshydromet, Rospotrebnadzor, and Rosprirodnadzor, as well as stationary and mobile stations of enterprises of the constituent entities of the Russian Federation. Government institutions, enterprises and the public should be connected to this integrated system. The Civic Chamber conducted an analysis of existing sources of information on the state of the environment and, for its part, offered the Ministry of Natural Resources of Russia assistance in organizing public monitoring of the population’s satisfaction with the environmental situation.

Among the most promising areas of work in the field of public environmental control are the **activities of public environmental inspectors**. An information resource created for effective work, coordination and

exchange of experience of environmental “druzhina” (squad) was introduced in the Civic Chamber of the Russian Federation. Since 2018, the Civic Chamber has been working to create a register of environmental NPOs, during which more than 4,500 NPOs have been identified in the database of the Ministry of Justice of Russia, and about 1,000 of them participated in contests of the Presidential Grants Fund in the Ecology sphere (for 2017 and 2018). When forming the registry, it turned out that most organizations do not own websites, have outdated contacts, and many NPOs do not conduct any activities. In September 2019, the **“roll call of green NPOs”** was announced, and the main purpose of which is to update contact details and activities spheres. Based on the results of this work, it is planned to initiate the creation of a credible public organization uniting experts, scientists, activists and volunteers in the field of ecology, as well as the creation of a Code of Ethics for eco-NPOs.

The success of the reform is impossible without the responsible environmental thinking. Civic maturity is tested with the introduction of waste sorting (WS) in our cities.

It is assumed that waste sorting in Russia will be introduced, commencing from cities with a population of over one million, and the entire system for this initiative will be built from scratch. WS at the first stage will be organized on the principle of two containers: one for clean

(dry) secondary materials, the second for organic contaminated (wet) waste. Resource saving should be the main principle of responsible environmental policy. An important contribution to the formation of this a policy is made by the All-Russian contest of best environmental practices **“Reliable partner — Ecology”**. The winner of the competition was the printing company “Komi Republican Printing House”, which is headed by **Anna Churakova**, member of the Civic Chamber of the Russian Federation and the Civic Chamber of the Komi Republic. The key publication of the project was the new-generation book, “Fascinating Ecology, or the Boomerang Effect”, published in May 2019 by **Natalya Melnikova and Natalya Gerasimenko**.¹²³

Another area is **monitoring the implementation of automatic control systems for discharges and emissions** of industrial facilities of category I, which have a significant negative impact on the environment, and creating conditions for the regions population to obtain reliable information on the state of the environment. The Civic Chamber regularly monitors the state of engineering infrastructure, including treatment facilities at the local level. To that extent, thanks to the persistent intervention of members of the Civic Chamber, **Igor Shpector and Aigun Magomedova**, it was possible to allocate funds for the overhaul and modernization of treatment facilities in Makhachkala and the simultaneous construction of the main sewer collector.



#Demography needs breakthrough solutions

Is it possible to ensure a steady natural increase in the country's population until 2024 within the framework of the existing **"Demography" national project**? Definitely not. This is the disappointing conclusion of the report of the Civic Chamber "Demography-2024. How to ensure sustainable natural growth of the population in the Russian Federation".

The report highlights that the new set of measures to support families with children, which was initiated in early 2018, did not fundamentally improve this situation. In January 2019, the Federal State Statistics Service recorded a decrease in the number of births by further 11% compared with the data for January 2018. The absolute number of children born decreased to the level of 2007, and the total fertility rate to the indicators of 2011.

This situation has an underlying cause related to the consequences of the demographic pit of the 90s and the decline in population incomes observed in recent years. Nevertheless, the previous success of state policy in the field of family support shows that the state is able to have a significant impact on the demographic behavior of the population. However, within the framework of the "Demography" national project, the planned 6-year increase in the total fertility rate at 1.6-1.7 means **not just stagnation, but a deliberate weakening of the country's reproductive potential in current and in future generations, and the formation of a new "demographic pit" by 2040-2050.**

From the point of view of the Civic Chamber, a radical revision of Russia's demographic policy is necessary. The birth crisis should be one of the main priorities for the country.

The Civic Chamber of the Russian Federation in the report Demography-2024. How to Ensure Sustainable Natural Population Growth in the Russian Federation" offers new measures aimed at supporting families at all stages of the life cycle. However, the main condition for a qualitative change in the current situation is the need to focus on multichild families.

But today, the main corpus (90% of investments) are support measures for the



first and second children. Birth support of third and subsequent children is less than 10%, while in demographically successful countries this level is above 40%.

Within the framework of the "Demography" national project, it is necessary to develop a new federal project **"A Multichild Country"**, which should include support measures for multichild families initiated by the President of the Russian Federation V.V. Putin in the framework of the Address to the Federal Assembly of the Russian Federation of February 22, 2019, as well as additional measures based on successful regional and international practice.

The Civic Chamber expects that the public's outcry on this crucial issue will be heard and the "Demography" national project will be adjusted to implement the main task of the sustainable natural growth of this country's population.

Even those family support measures that are currently being implemented in Russia are not available to a major part of families with children. The Civic Chamber organized an online monitoring **"Family Policy: support measures as viewed by**

families".¹²⁴ The monitoring goals were to identify the effectiveness and accessibility of currently existing measures to support families with children, as well as to collect comments from citizens on improving family policies and evaluate already proposed initiatives, e.g. **All-Russian Paternal Capital**. In total 10,861 people took part in anonymous monitoring. Responses came from 83 constituent entities of the Russian Federation.

Less than half of support measures apply to more than 50% of respondents and can be considered successful. Basically, monitoring participants do not receive access to benefits due to lack of information or do not have rights to it due to the need to have the status of a low-income family. Respondents consider it necessary to establish a unified **status of multichild families** throughout Russia providing current regional benefits for residents of the Far East become available to all Russians. After indexing, the survey participants suggest the optimal amount of maternal capital in the amount of **550 thousand rubles**. Most of the respondents also supported the Paternal Capital project proposed by the Civic Chamber.

All-Russian survey on
Family policy support measures as viewed by families
(10,861 respondents, 83 regions, August — October 2019)

New public initiatives	Support
Paternal (family) capital	74% (opposed 18%)
Flexible parental leave for children under age 1.5	70%
Family ticket 1 time annually	70%
Benefits for each child in multichild families before reaching legal majority	62%
Free higher education for children from multichild families	55%

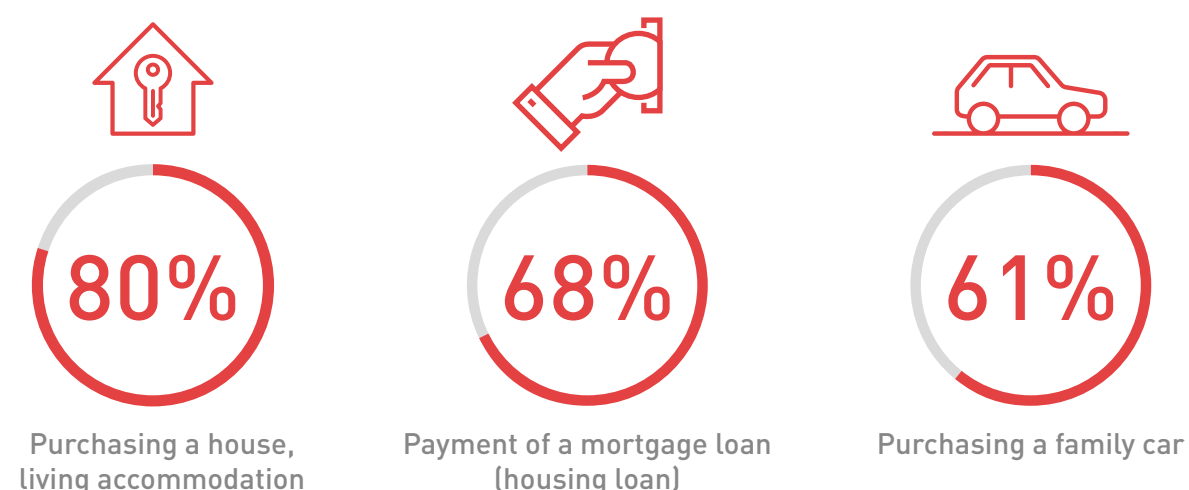
Source: The Civic Chamber of the Russian Federation

Results of the monitoring “EVALUATION OF PUBLIC INITIATIVES IN THE SPHERE OF FAMILY POLICY”

Implementation of Federal Paternal Capital



Top-3 popular areas of spending federal paternal capital



Source: The Civic Chamber of the Russian Federation

In general, the monitoring results revealed serious gaps in the implementation of the demographic policy of Russia, while citizens suggested their improving.

Separate federal projects in the framework of the “Demography” national project should be reviewed with the engagement of relevant NPOs. To that extent, the bill “**Promoting the Employment of Women — Creating Conditions for Preschool Education for Children under Age Three**”, should see an alternative to the construction of a nursery, as certified babysitters, family kindergartens, and so-called private unlicensed kindergartens. The

Civic Chamber also takes the initiative to introduce **flexible parental leave**. The right to choose the duration of the vacation and adjust the amount of benefits will help to take into account the interests of a working mother. For example, instead of the current year and a half and 40% of the salary, to see a vacation for nine months and double the share of salary.

The Civic Chamber pays special attention to the “**Decade of Childhood**” plan, the implementation of which is directly related to the success of the demographic policy in Russia. Specifically actively discussed the possibility of volunteers to access hospitals

to care for children (paragraph 88 of the plan). From the point of view of the Civic Chamber of the Russian Federation, these measures are not enough to ensure adequate children care and supervision. And this is confirmed by the monitoring of the Civic Chamber, which, among other things, evaluated the provision of the service “Nannies for Orphans in Hospitals”. It is necessary to improve the legal framework and expand the access of NPOs to the provision of social services to children.¹²⁵

Also within the framework of the “Decade of Childhood” plan, the Civic Chamber is actively involved in the social orphanage preventive measures, family social support and reducing the number of troubled families. To see these practices a series of online training seminars was organized for babysitters, childcare providers as part of the project “**Professional babysitters for children!**”¹²⁶ More than 200 babysitters from seven pilot regions of the Russian Federation during the five-day training course received knowledge and skills from leading experts in the field of early development and childcare. The project aims to implement the task set in the May decree of the President of Russia, in terms of creating conditions for the labor activity of women with children, including achieving 100% accessibility (by 2021) of pre-school education for children under age three.

The Civic Chamber actively monitored the situation with the organization of children’s vacations in Russia. The project “**Social Navigator**”, organized by the Administration of State Projects of the Rossiya Segodnya International Information Agency and the International Public Fund “Russian Peace Fund” with the support of the Civic Chamber, annually collects data for parents to decide where

to send their child to spend a summer vacation. In the summer of 2019, the navigator included 942 vacation programs implemented both in Russia and abroad. Also on June 26 the Civic Chamber of the Russian Federation launched a “hot line” to monitor the situation with children’s vacations. In total 638 requests were received: 563 feedbacks from tourists (66% from Russia, 34% from abroad) and 75 petitions related to children’s recreation. This season observed frequent cases of children poisoning in children’s camps. For example, on July 22 in Crimea, the work of the children’s recreation camp “Bereg” located in Alushta was suspended. There were ten children hospitalized due to poisoning. This case was provoked by pathogenic staphylococcus, the carrier of which were employees of the food unit. One of the reasons for such situations is a formal approach to personnel verification.

The Civic Chamber considers that inter institutional commissions that check the camps before operation should be assisted by medical workers, who will take the necessary tests from the staff on the spot in order to give the real health status and give their opinion and access to the work of any employee.

The Civic Chamber makes proposals on introducing amendments to the legislation of the Russian Federation aimed at consolidating the status of a “multichild family”, as well as on sharing the experience of the Sakhalin Region on additional social support for multichild families. These changes are necessary to see the **Federal Law on Support for Multichild Families**, which, with the active participation of civil society, will significantly improve the demographic situation in the country.

#Health of the nation: contribution of social initiatives

For five years, the Civic Chamber of the Russian Federation has supported a public initiative in the field of demography and health care to strengthen and preserve the health of young people, aimed at regulatory increasing of the age of alcohol sales in the Russian Federation to consumers under age 21, the so-called **Law 21**.¹²⁷ The center for the consolidation of public proposals and the creation of Law 21 was the “Sober Russia” federal project.

The initiative on “Law 21” has fundamental support: For five years, the All-Russian Public Opinion Research Center has recorded more than 75% of the citizens who are in favor. The attitude to the initiative in the responsible authorities is gradually changing. In particular even the Ministry of Finance of Russia considers it permissible to increase the age for buying any alcohol to age 21, although initially it has not supported the corresponding bill of the Ministry of Health of Russia.¹²⁸

The Civic Chamber together with the “Sober Russia” federal project prepared the **Report on the Current State of the Anti-Smoking Legislation of the Russian Federation**. The document identifies and compares the scale of the negative consequences of drug addiction and drug trafficking, and also assesses the new hobbies of young people, notorious hookahs and vapes, which are quite popular among adolescents. Among the proposals of the Civic Chamber is to oblige tobacco companies in the Russian Federation to disclose information on the composition of tobacco in their cigarettes.¹²⁹

With the participation of the Civic Chamber of the Russian Federation, the **“Regions Anti-Drug Rating — 2019”** was prepared and introduced.¹³⁰ The document identifies and compares the scale of the negative consequences of drug addiction and the drugs trafficking in the regions. The Civic Chamber noted the growth of such destructive phenomena as drug advertising on social networks and the spread of drugs through the Internet, prescription drug abuse, teenage substance abuse (sniffing). On this background, the state machine is often late with an adequate reaction to the emergence of new types of psychoactive and narcotic substances, new channels for their distribution. In this part, civil society and responsible citizens can greatly help the state, pointing out legislation loopholes and the imperfection of law enforcement practice in the fight against new threats.

An important contribution to the prevention of alcoholism and drug addiction among young people was the program **“Sobriety Lesson”**.¹³¹ This is a unique teaching instrument developed by the federal project “Sober Russia” and the Moscow Institute of Psychoanalysis with the support of the Civic Chamber.

With the support of the Civic Chamber on World Health Day, simultaneously in more than 150 cities and in all constituent entities of the Russian Federation, the all-Russian action **“10 thousand steps to life”** was held. In Moscow, the action



was held at VDNKh and attracted more than a thousand of people. The action “10 thousand steps to life” is based on the WHO recommendations to take 6 to 10 thousand steps a day to maintain a minimum of normal physical activity.

The Civic Chamber conducts annual monitoring of the implementation of the RLD complex (RLD — Ready for Labor and Defense). This year the analysis focused on the third stage of the implementation of RLD standards, namely, how this process progressing among the population aged 18 to 59. At the same time, the volunteers of the **“Sober Russia” federal project** monitor the state of sports facilities in all constituent entities of the Russian Federation, and how new near the house sports facilities are being built.¹³²

In Russia **39%** of population practice sports regularly. The state sets the task to run this figure to **55%** by 2024. The Civic Chamber of the Russian Federation monitors the implementation of this goal through the federal project **“Sport is a Norm of Life”**, including in the regions of the Russian Federation.

The implementation of the instructions of the President of the Russian Federation on comprehensive improvement of the legislation on physical education and sports,¹³³ and the large-scale tasks of national and federal projects are slowing down. Often there is a lack of attention to public initiatives and the results of public control.¹³⁴

Following the results of the proposals consideration and recommendations of the Civic Chamber, aimed at implementing the decisions adopted at a meeting of the Presidential Council on the Development of Physical Culture and Sports on March 27, 2019, the President of the Russian Federation gave instructions to the Government of the Russian Federation and to the heads of the constituent entities of the Russian Federation.¹³⁵

An important moment in solving the problems of implementing national projects is the preparation of specific action plans. At the same time, there is still no public information on their list related to the federal project “Sport is a Norm of Life”; there are

no plans to support existing information networks in the field of physical education and sports that have accumulated sufficient data potential for immediate use for state needs, including for information support, statistic etc. An example of such network can be an open information platform “Sports Russia”.¹³⁶

To achieve this main goal of the federal project aimed the so-called **Law on Fitness Centers**.¹³⁷ To date in Russia, **7 million** do fitness, but the fitness industry has problems, namely ensuring the safety of the process and specialists who do not have the appropriate education. To solve these tasks, the bill provided for mechanisms for accreditation and the supervision of the quality of services. During 2018-2019, the Civic Chamber of the Russian Federation held round tables and hearings on this issue, which was resulted in a preliminary

reading of the bill and amendments to the corresponding law in 2019.¹³⁸

Throughout a year, the Civic Chamber catalysed public discussion on the bill of inter institutional program **“Swimming for All”**. This draft involves the formation of conditions (infrastructural, organizational and economic, scientific, methodological, etc.) for the encouraging in training and systematic swimming as vital and health, and as a backbone sport for the population of the Russian Federation of all age and social groups. The Civic Chamber consistently advocates the introduction of comprehensive training in swimming and gymnastics. Realization of development goals is impossible without the **introduction of modern standard projects for sports and recreation centers** that provide certain services that can be used by various groups of the population, and most importantly



geographically accessible. The Civic Chamber engaged representatives of sports federations at the perennial basis, because their voice is often not taken into account in the design and construction of sports facilities.¹³⁹

The Civic Chamber has also made proposals in the field of **medical tourism** in Russia and regarding the capabilities of Russian resorts to solve key national problems in the field of physical education, sports, public and corporate health.¹⁴⁰ Many hotels and health resorts have facilities for fitness or wellness centers. But often they are in free use, and the working staff there only give general advice. The Civic Chamber considers it possible to create and develop rehabilitation centers for professional athletes and citizens involved in active sports based on Russian resorts, as well as develop standards for wellness services specialists.

Today the physical training and sports section or healthcare do not have professional standards for specialists how to provide wellness services. Their development and application will help to set the standard for such services and improve their quality.

There is a pressing need in **staffing of the sports sector**: from 2015 to 2017, the number of trainers fell from 98 to 92 thousand people, the number of trainers of the highest and first categories decreased by 19%, i.e. according to statistics of the Ministry of Sports, from 35 to 29.8 thousand people. Trainer's financial support is often passed on to regions that do not always compensate these additional payments that have been lost during the transition from education to sports. In this case, this is also a matter of adjusting regulatory support. In particular, the **preparation of the professional standard “trainer-teacher”** was disrupted. It resulted in non-enrollment of students in this specialty for the current academic year.¹⁴¹



#How ensure accessibility and quality of healthcare



The Civic Chamber held the round table named “Insurance principles of compulsory medical insurance are the guarantee of the social rights of Russian citizens” **where the report on the economic efficiency of the insurance model** titled “Analysis of the status of insurance medicine in Russia and its prospects” was discussed. Participants of the event recognized that the existing system of compulsory health insurance is optimal and effective and there can be no return to the budget model. The main direction of its improvement can be an irreversible movement toward the path on the development of insurance principles and a phased transition to a risk model. Additionally, it was proposed to include liability of medical professionals in the compulsory medical insurance (CMI).¹⁴²

The Civic Chamber discussed **the situation with the routing of patients to high-tech medical care (HTMC)**. Today, to contact,

for example, the Bakulev center, the patient must receive a referral at the place of residence. But constituent entities of the Russian Federation, due to the difference in the rates of CMI, impose restrictions on the volume of aid; consequently, residents do not always have the opportunity to receive timely high-tech care included in the CMI.

The availability of healthcare is also associated with the development of **telemedicine and mobile complex**. In this area, the experience of public-state and public-private partnerships play a significant role. The Civic Chamber’s platform demonstrated mobile complexes based on the “GAZelle NEXT”. Such complexes help medical professionals conduct large-scale diagnostic examinations in the regions of the Russian Federation.¹⁴³

The Civic Chamber also proposed ways to improve the social and medical support of residents of closed administrative-territorial entities (ZATOs).¹⁴⁴

The Civic Chamber annually hosts within its platform large forums of the patient community. The Civic Chamber held the 11th Forum the Movement Against Cancer, where participants declare the fight against cancer is **the most significant component of the national project “Healthcare”** until 2024. The forum traditionally resulted in the address to the President of the Russian Federation on the program for the implementation of civil monitoring of the oncology service as part of the implementation of the national project to combat cancer.

The Civic Chamber discussed in detail the role of charitable foundations in solving problems with providing vital and essential medicines, which are included in the list approved by the Government of the Russian Federation. Providing citizens with such medicines is currently referred to the authority of state authorities of the constituent entities of the Russian Federation.

The regional budgets bear a significant financial burden, as the cost of medicines is high, and this limits the regions to comply fully with their obligations. Another problem, which solution requires a dialogue with the authorities, is connected with the medicine assistance to orphan patients. It was proposed to expand the system of neonatal screening and the **“Seven High-Cost Nosologies”** state program (the so-called 7 HCN: hemophilia, mucoviscidosis, multiple sclerosis, etc.), which provides the patients with medicines at the expense of the federal budget. It is proposed to introduce federal funding for the treatment of such diseases and provide federal medical centers with the right to prescribe this treatment and observe its dynamics.

The Civic Chamber together with relevant experts at the hearings on amendments to the legislation on palliative care strongly advocated the expansion of the interpretation of **palliative healthcare (PHC)** by including social, psychological and spiritual care in this concept.



By means of joint effort, the concept of palliative care in the bill was supplemented by a set of measures, including medical intervention, psychological measures and care measures.¹⁴⁵

In 2019, the Civic Chamber’s activities include, a new area of work — the development of bone marrow donation. In January 2019, at the open Blood Donor Day in the Civic Chamber of the Russian Federation, employees of the National Medical Research Center for Hematology of the Russian Federation of the Ministry of Health of the Russian Federation collected typing results for entry into the Federal Register of potential bone marrow donors, which is creating with the support of medical scientific research organizations.

In addition, the 2019 was marked by the signing of the memorandum “On the Coincidence of the Interests of the Charitable Foundation ‘Rusfond’, the Civic Chamber of the Russian Federation and Presidential Council for Civil Society and Human Rights in Bone Marrow Donation”.¹⁴⁶

The Civic Chamber expects that the creation of a national bone marrow registry will be considered at level of a national task and this task will be solved at the state level.

#Accessible environment for everyone — imperative

Among the “hot lines” of the Civic Chamber of the Russian Federation, two are working on **the accessibility of higher education for young people with disabilities** and on **the creation of a modern system of comprehensive rehabilitation and habilitation of people with disabilities and children with disabilities**.

The “hot line” on accessibility of higher education for young persons with disabilities is aimed at monitoring the enforcement practice of the implementation of Art. 71 of the Federal

Law “On Education in the Russian Federation”, which entitles disabled applicants to the budget at a ten percent quota to submit documents simultaneously to five universities for three specialties in each.

The second “hot line” is aimed at helping to ensure the rights of persons with disabilities to rehabilitation according to an individual rehabilitation and habilitation program (IPRA), the opportunity to find high-quality rehabilitation services in their locality or region, and providing timely and appropriate quality rehabilitation equipment (RE) and much more.



This “hotline” was launched for the first time and its activities are assisted by a working group on comprehensive rehabilitation under the Presidential Commission of the Russian Federation for Disabled Persons.

Accessibility of the environment for disabled persons should be ensured in any home and institution. It is necessary to build appropriate elevators and ramps, create the necessary conditions in public places, and check the availability of the environment.

The Civic Chamber paid attention to the problem of organising parking spaces for persons with reduced mobility (HIA). In September last year, new rules for the issuance of signs “Handicapped” for drivers were introduced. They now indicate the region code, personal number, surname, name and patronymic of the disabled person, information from the certificate confirming the benefit, disability group and the term of the sign. However, there are still situations where disabled persons cannot park the car where they can do it under the law.

The Civic Chamber supported the consolidated position of social activists on the need to create a universal system and an information array on vehicles owned by disabled persons. This system will allow people with disabilities to ensure their right to benefits nationwide.¹⁴⁷

The position of the Civic Chamber was supported by the legislator, and the problem of accessibility of parking spaces for disabled persons was largely resolved in the amendments to the Federal Law “Concerning the Social Protection of Disabled Persons in the Russian Federation” adopted this year.¹⁴⁸

To some extent, travel services, which must be considered as an intensive form of social adaptation of disabled persons, remain largely inaccessible to disabled persons. There are more than 10 million disabled persons in Russia. Most of them practically

do not travel. For 70% of them, travel is not financially available.¹⁴⁹

The “Community” forum in Makhachkala, demonstrated the results of a study on problems of employment of disabled persons. According to the study, the employment rate among disabled persons in Russia is only 17.2%, while there is a high increase in motivation to work, i.e. 32% of respondents would be willing to work under certain conditions and another 39% are searching for job.

Among the identified problems: Training in professions that are no longer in demand on the labor market, as well as various abuses by employers, such as offering employment under the book with associated risks; the creation of special enterprises for people with disabilities in order to receive support from the state and stop activities; preference to pay a fine rather than looking for a worker with a disability; formal rather than a real employment with the payment of the lowest salary.¹⁵⁰

The problem of integrating disabled persons into society is acute. The activities of the Center for Sociocultural Rehabilitation of Diana Gurtskaya, which opened in Moscow in 2018, are devoted to solve the problems of socialization of disabled persons by means of art.¹⁵¹

Russia has successful experience in implementing sociocultural projects such as “White Cane”, “Abilimpix”, Paradelphic Games, “Inclusive Moscow”, “Cinema Without Barriers”, “Ariadne’s Thread”, “Accessible Museum”, “Tactile Zoo”, inclusive theater. Certainly, there are more implemented and required projects. Often, the unique programs and practices of socio-cultural rehabilitation of disabled persons, implemented in the constituent entities of the Russian Federation by groups of committed professionals, do not receive proper media coverage and state support.



In order to share the best practices aimed at promoting the full participation of disabled persons in society, developing their creative and intellectual potential, forming a socially active person, a member of the Civic Chamber Diana Gurtskaya organized a competition of programs and practices for the social and cultural rehabilitation of disabled persons. In total, the competition received 250 practices in seven categories, revealing the main tasks in the field of

socio-cultural rehabilitation of disabled persons.

In the framework of a joint conference of the Civic Chamber and the Federation Council, the role of non-profit organizations in the implementation of projects for the socio-cultural rehabilitation of disabled persons, and in particular the problem of access to public sports facilities for people with disabilities, was examined.

#Care for those in need: improvement of the PBS system

The Civic Chamber discussed throughout a year initiatives to bring patients of psycho-neurological boarding schools (PBSs) to the assisted living, and to organize hospital-replacing forms of social services for them.

According to experts, the assisted living for people staying in psycho-neurological boarding schools should begin not only by studying the work of the PBSs themselves, but also by providing housing, infrastructure, employment, training opportunities etc.¹⁵²

An interesting approach to the issues of living with disabled persons was suggested by Maria Lvova-Belova, a member of the Civic Chamber of the Russian Federation. She represented the project "Novie Berega": a settlement, which is currently being built in the Penza Region, is a town of 12 buildings residential buildings, shop, chapel, educational centre, bath-and-health complex, cinema and business area with a car fleet and convenient recreation areas, paths and squares that correspond to the best practices for equipping houses for living. All that according to a universal design, everything is adapted for disabled persons.

A similar project is a socio-therapeutic village of the family type "Otradny Sad". The project was implemented in the village of Talovka, Pribaikalsky district of the Republic of Buryatia. The village was created as an alternative to the traditional education of children with disabilities and neuropsychiatric special boarding school.¹⁵³

The Civic Chamber of the Russian Federation holds expert workshops on the diagnosis of mental disorders. For example, a seminar with international participation "Modern diagnosis of mental disorders: ICD-11 (international classification of diseases of the 11th revision)", demonstrated the possibilities of practical application of the new diagnostic tools.¹⁵⁴ Russia is one of the first countries to host such educational event combining lectures and practical training on the application of the new classification.

The Civic Chamber discussed effective practices of private-public partnerships in the field of organizing the assisted living of children undergoing long-term treatment in health facilities at the round table of the same name. Its participants considered the initiative to build free family-run hotels for parents with children undergoing treatment in large medical institutions in Moscow.¹⁵⁵

There is a legal basis for providing quality assistance to disabled persons in this country. At the same time, the system remains quite outdated and does not meet the requirements of a social understanding of disability. That is why, children and adults with intellectual disabilities being in stationary institutions of the social protection system, continue to pass from a baby nursery to a neuropsychiatric special boarding school, with no chance of integration into society.



On behalf of the Deputy Prime Minister of the Russian Federation on Social Policy T. A. Golikova to conduct a survey of people living in PBSs, from April to September of this year, 150 thousand citizens living in 500 PBSs of the country were examined.¹⁵⁶ The Civic Chamber actively supported this work.

For two days on the eve of the “Community” forum in Arkhangelsk, Natalya Kiryukhina, a member of the Civic Chamber of the Russian Federation, representatives of the

charity fund “I am!”, experts from RBOO Center for Clinical Pedagogy, charity fund “Lifestyle”, and SPb B00 “Perspektiva” monitored quality of life of people living in PBSs and other social institutions. The goal was to assess the living conditions of people in PBSs in terms of all compliance with standard human needs, as well as from the point of view of further positive development and resources (staff, material, etc.) which are not enough to create such conditions.

#Where we will live: housing and comfort urban environment

The target indicators for the national project “Housing and Urban Environment” are extremely extensive and ambitious. According to the passport of the national project, it is necessary to achieve the following indicators by 2024:

- to increase commissioning of new housing from 75.3 million square meters in 2018, up to **120 million square meters** per year;
- to ensure improved housing conditions for **5 million citizens**;
- to decrease the average level of mortgage rates up to **7.9%**;

- to increase the number of loans issued from **1.1 to 2.26 million**.

How will the citizens be provided with affordable housing? What tools, besides mortgages, can be offered? Apartment buildings (AB) or private housing projects (PHP) — what should be bet on? Is it possible to reduce the cost of houses under construction? Finally, what should be the housing policy in Russia and is it possible to share the successful experience of the “advanced” regions to other regions of the country?

The most important condition for implementing the goals of this national project is the expansion and differentiation



of satisfaction forms of citizens' housing needs, including depending on the level of the need (mortgage, rental housing, or subsidized rent).

According to surveys, at least **70% of people want to live in individual houses**, however, the entire construction industry today is up to build multi-family residential buildings.¹⁵⁷ As a result, people dream of having their own home, but are forced to dwell in small-sized apartments. It is important to note that a small space in a multi-storey house limits opportunities to create a large, multichild family and comfortable conditions for three or more children. The goals of housing policy are correlated in this part with the demographic goals of national development: **a small house — a small family, a large house — a big family**. The development of private housing projects can help solve the key **demographic problem** for our country and preserve the cultural code of our people. Following the discussions, the Civic Chamber considers the following ratio of commissioned housing to be optimal: **80 mln. sqm. — AB and 40 mln. sqm. — PHP**.

Proposals for specific measures of state support for private housing are formulated based on public opinion polls, ranking of the country's regions for the development of PHP, per capita, as well as the results of the thematic sections of six forums of active citizens "Community", conducted in federal districts by a member of the Civic Chamber **Leonid Shafirov**.¹⁵⁸ The following priority measures were proposed: **co-financing from the federal budget of the best regional, municipal programs for the development of PHP, the creation of federal, regional and municipal project offices (centers of competence)** to provide individual developers with a full range of engineering, legal, consulting and other services, the **creation of federal portal USIA "Gosuslugi" of super service "Svoi Dom"**, as well as the unified federal Internet portal (with regional annexes) containing

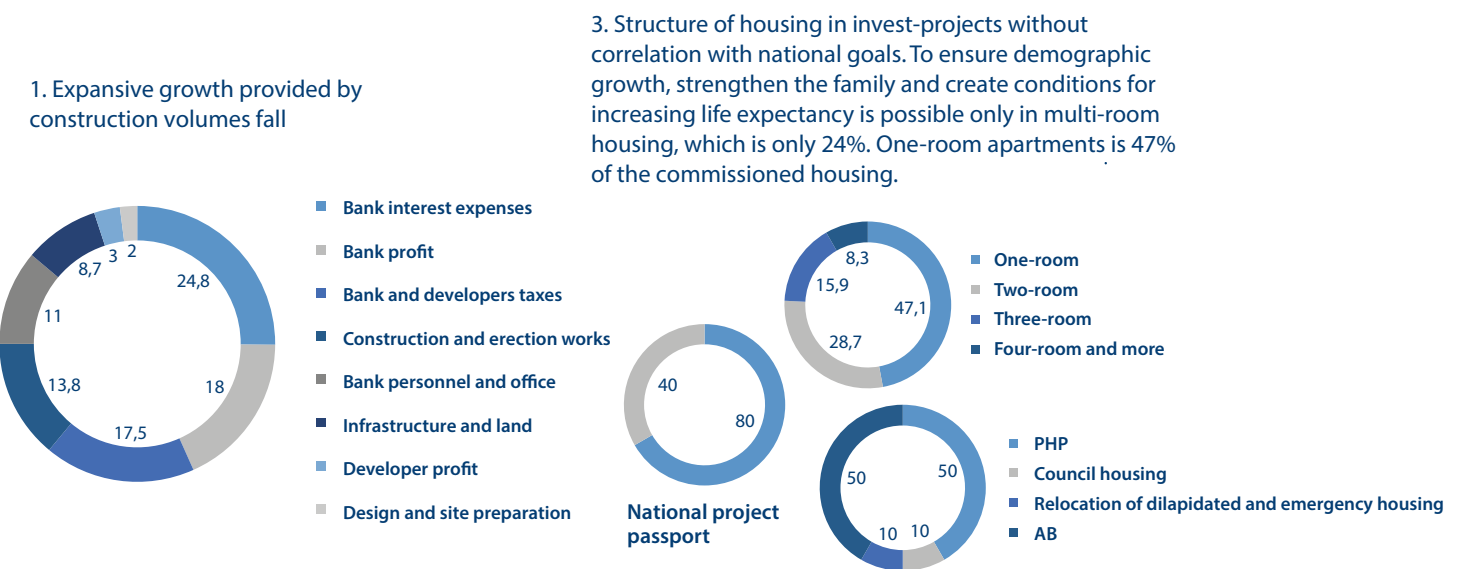
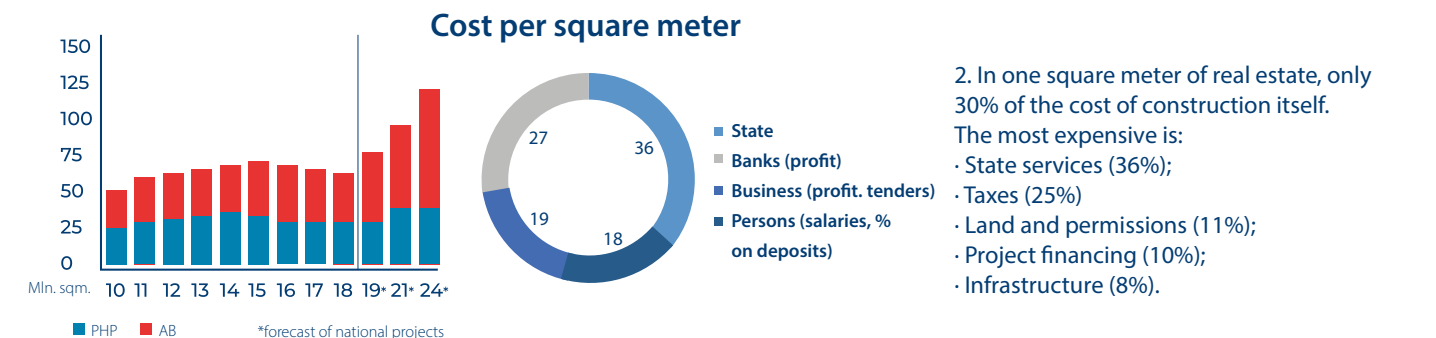
information on land plots for PHP, which can be obtained free of charge or for a fee from all regional and municipal authorities.¹⁵⁹

According to statistics, the cost of housing construction is only a third; the remaining two-thirds are interest on loans, taxes, payments for connecting to communications, land, etc. An additional cut-cost of housing can be found in allocating of expenses for the design and construction of engineering infrastructure, preparation of documents for connecting to infrastructure, to government spending, reducing tax burden, raising preferential project financing for construction work and forming a base of standard projects.

The Civic Chamber focuses the federal project "Formation of a Comfortable Urban Environment",¹⁶⁰ since its target indicators include not only an increase in the share of cities with a favorable urban environment, but also an increase in the share of citizens participating in resolving issues of urban development. Thus, one of the most important goals of the project is the formation of an active urban community. It is very important that this task must be accomplished, and not turn into profanity or imitation of public participation.

The Civic Chamber of the Russian Federation is carrying out a great deal of work together with the State Corporation "Fund of assistance to reforming housing and communal services". Thanks to the efforts of members of the Civic Chamber, many issues related to emergency housing are resolved quickly and locally. By October 1, 2019, members of the Civic Chamber within the framework of public control of the implementation of national projects visited more than 150 settlements in 35 regions of this country. Meetings are held with the participation of senior officials of the regions, heads of municipalities and interested non-profit organizations. Each on-site meeting includes studying of on-site problems related to the operation of heat

New housing policy



4. Only about 15-20% of citizens can afford a mortgage. More less can take a mortgage for leading a multichild family lifestyle. It is necessary to provide housing for all, not just the rich. The payment of the "mortgagor" to the bank only 10% to 20% is the price for the flat; others are taxes, interests to the bank, developer and bank profit, purchase of land and infrastructure.
5. There are feedbacks on a drop in the number of developers in the regions after the introduction of escrow accounts. Restoring the potential of companies that have left the market will take time and costs.
6. The model of investment construction leads to the degradation of the urban environment: norms of population density increase (density above 300-450 people per hectare is uncomfortable for life). Cities lose their unique appearance; disappear courtyards that create the social environment and the basis for the development of self-government; they are replaced by around the house space.
7. The costs of building infrastructures are borne by the cost of housing and make its price unbearable.
8. Private house projects uses archaic construction technologies and do not adhere to the concept of a house developing together with the family: With a fixed small area of the house, a family growth leads to it separation.

- Principles and objectives of the new housing policy, subordinate to the implementation of national goals related to housing construction.**
1. It is necessary to reduce the tax, administrative, rental burden on the price of housing and limit the bank margin for mortgage transactions.
 2. Wherever it is allowed by the style of life, to make the priority of the construction of PHP rather than AB.
 3. To ensure the construction of infrastructures, including off-site engineering networks at the expense of the state.
 4. To aim the mortgage at the increase demand for PHP and multi-room apartments from all citizens, and not just the rich.
 5. Create alternative financial instruments: development funds, construction cooperatives, construction of departmental (employer-rented housing) housing, attract NPOs to the housing sector.
 6. To ensure development, implementation and sharing of innovations cutting construction cost, but also increasing the quality, energy efficiency and durability of housing.
 7. To develop standard design and planning solutions that create a comfortable social environment.
 8. To ensure state housing construction for council housing, relocation from dilapidated and emergency housing, and creation of special programs for the Far East.
 9. To consolidate plots for land-use planning of new residential areas.

supply systems (**thermoelectric power station, hydroelectric power stations, boiler houses**), **water supply, wastewater, sewage and sewage treatment plants**. Also in regions the Civic Chamber checks the implementation of capital repair programs and the work of homeowners organization, checks the operation of utility metering stations, checks the quality of newly built housing and gives relevant recommendations, considers issues related to the construction of railways and highways of federal, regional and municipal importance, improvement of both public spaces and courtyards, as well as issues of processing and disposal of solid municipal waste, tariff regulation of communal resources.¹⁶¹ For example after an in-field event of the profile commission in the Pskov Region on the demolition of emergency housing, as well as the status of the housing and communal services and housing infrastructure, the Chamber addressed to the President of Russia. Since 2017, members of the Civic Chamber have been communicated with the Government of St. Petersburg regarding the reconstruction of Bogatyrsky Prospekt. Addressing to G.S. Poltavchenko (Governor of St. Petersburg until October 2018), then to the Acting Governor of St. Petersburg A.D. Beglov. As a result, work on this site was taken under special control, and to date Bogatyrsky Prospekt, located in the districted with population up to 300 ths. of Petersburgers, has opened for passage.

The Civic Chamber regularly holds events on topical problems of the industry, such as the introduction of information technology in the accounting system for communal resources and the regulation of engineering systems of the municipal infrastructure of cities, the shift of heat supply to cities to a closed system, new technologies for energy-efficient overhaul and insulation of the facades of apartment buildings, the reform of the elevator facilities.¹⁶²

Serious criticism of the public was caused by **the methodology for calculating the urban environment quality index**, approved by order of the Government of the Russian Federation in March 2019.¹⁶³ Despite the modest name, this is the most important document. Notably this method is the tool for assessing the effectiveness of the implementation of the federal project “Comfortable urban environment”. The document not only allows to determine the current state of the urban environment in a specific municipality, but based on the given indicators, all-Russian city ratings will be annually formed. The method has **36 criteria**, reflecting, according to the plan of the developers, the quality of the urban infrastructure, the environmental situation, the safety of living, etc. The draft of the methodology has been criticized by the Civic Chamber of the Russian Federation.

The “Methodology” has a lot of controversial criteria that can be quite unfit to reflect the quality of life of citizens. Most importantly, among the proposed criteria, **there is a need in those that reflect the city’s job status**, social infrastructure status, i.e. number of kindergartens, schools, hospitals, as well as the implementation of housing programs and many other things that make the city truly attractive for life. The Civic Chamber’s experts insisted that the methodology should become **an integral indicator reflecting the implementation of various national projects within a particular territory**. When developing the new methodology, some comments of the Civic Chamber and other public institutions were taken into account.

Since 2008, this country has been implementing a large-scale program of resettlement of citizens from emergency housing under federal financial support provided to the regions by the State Corporation “Fund for the Assistance of Reforming Housing and Communal Services”. **Over a 10-year period,**



1.04 million citizens were moved from emergency houses, whose area is almost **16 million square meters**. During this period, **99.4% of housing** recognized as emergency by January 1, 2012 was resettled. It is assumed that by 2024 there will be no housing recognized as damaged by January 1, 2017.

Along with it, there are a number of problems that the Civic Chamber of the Russian Federation has repeatedly indicated. One of the main requirements is to establish unambiguous criteria at the federal level for the protection of the poor citizens when relocating from emergency housing.

Unfortunately, the bill developed by the Government provides guarantees for the

provision of new housing in exchange for emergency housing only for those who live in dwelling under a contract of social rent. The owners of an emergency housing, are subject only to the redemption price payment mechanism. In addition, such price in most cases does not allow purchasing a new full-functional housing instead of an emergency one.

In order to solve these tasks, the Civic Chamber suggest developing and using of uniform housing standards when recognizing citizens in need of housing support (**minimum housing standard**) and providing such support (**housing standard**) throughout the country, as well as centralized personified registration of such citizens.

#Public control of spatial development: the National Program for the Far East

When implementing strategic state tasks and national projects, it is important not to focus on the development of agglomerations or large cities, but to find ways, resources and potential for the development of territories of each type. In February 2019, the Government of the Russian Federation approved the Spatial Development Strategy of the Russian Federation for the period until 2025. The bill of the strategy was discussed by the Civic Chamber in 2018 and was criticized for containing an unreasonable emphasis on the development of only large cities. Civil society activists insisted on the mechanisms that ensure social, infrastructural and economic development of small towns and villages. Small towns should be considered as resource centers for the development of the surrounding countryside, as a key infrastructure node.

At the end of 2018, the President of Russia gave instructions to the Government of Russia to develop a **National Program for the Development of the Far East until 2025 and for the future until 2035**. For the first time such documents say that this should be done in cooperation with the public and the business community. Regional civic chambers have been actively involved in the development of this national program.

The development of this national program consisted of three stages: 1) conducting public discussions in each municipality, summarizing proposals at the regional level

and negotiating them with the legislative body of the region; 2) work in 25 working groups in the main areas of economic and social development, which included representatives of all regions of the Far Eastern Federal District; 3) a synthesis of all proposals by region at the federal level. Along with it, citizens may make proposals via a special website <http://www.dv2025.ru/>, where registered about **17 ths. proposals**.¹⁶⁴

The Council of the Federation, the State Duma, business communities and public associations also actively participated in the preparation of the national program. At the same time, the Civic Chamber of the Amur Region implemented its initiative to launch an interactive resource **“Map of Problems”**. This map can systematize local problems reported by citizens. The solution to such problems, which amounted to about 14 ths. is possible by the forces and means of local authorities, without engaging resources of the national program.

Opinions of citizens, commercial organizations and public associations formulating proposals for inclusion in the national program were collected with, an inter-chamber project, which was launched to interact with the authorities in the development of the National Program for the Development of the Far East for the Period until 2025 and for the Future until 2035. This inter-chamber project was called “My ideas for the Far East”. With the support of



PROJECT "MY IDEAS FOR THE FAR EAST"

**MORE THAN
200 EVENTS**
on discussing regions development

**COLLECTED MORE
THAN 1,100 PROPOSALS**
from activists

CREATED COUNCIL
of Regional Civic Chambers
of the Far East

RECEIVED 16,524 PROPOSALS
on the website www.DV2025.ru

**CIVIC CHAMBERS WILL PARTICIPATE
IN THE IMPLEMENTATION
OF THE NATIONAL PROGRAM FOR
THE DEVELOPMENT OF THE FAR EAST**

TRANSPORT # HOUSING # JOBS

NATIONAL PROGRAM OF THE FAR EAST DEVELOPMENT

**IMPROVING THE QUALITY
OF LIFE TO A LEVEL ABOVE
THE MID-RUSSIAN**

**ACCELERATION OF THE
RATES OF ECONOMIC
GROWTH BY 1.5 TIMES
ABOVE THE MID-RUSSIAN**

FAR EAST BUT NOT FAR

HEALTHCARE # ECOLOGY # ROADS

the Civic Chamber of the Russian Federation, a Council of Civic Chambers of constituent entities of the Russian Federation in the Far Eastern Federal District has been created. The first presentation of the social block of the National Program for the Development of the Far East for the Period until 2025 and for the Future until 2035 was held as part of the “Community” forum in Ulan-Ude.

This is an important new practice of engaging organized civil society institutions represented by regional civic chambers to the development of strategic decisions in the framework of national projects. This experience can be an important example of constructive and working interaction between institutions of civil society and the state.

#Public activity and development of rural territories

The Civic Chamber associates great expectations with the support of initiative projects of local communities. A significant part of the funds of the State Program for the Development of Rural Territories is supposed to be directed to the implementation of initiative projects of rural municipalities, businesses, individual residents and their groups. However, there still remain preoccupations that when allocating funds, preference will be given to settlements having jobs and a higher proportion of extra-

budgetary co-financing, which can lead to a relapse of the Soviet epic of eliminating unpromising villages.

In the first place, initiatives aimed at building human resources (career guidance, education, employment, etc.) and improving living conditions (housing, infrastructure, social services, etc.) in the countryside, as well as changing the structure of rural employment, supporting alternative (agriculture) areas of employment, e.g.



agritourism. Such initiatives were proposed in the framework of the project of the Civic Chamber, All-Russia People's Front and the Russian Union of Rural Youth named "Incubator of rural initiatives". Under the guidance of a professional tutor and with the help of attached mentors, teams from 60 regions of this country worked out and implemented projects for the comprehensive development of their rural community. The best of them were introduced at the Village Initiatives Forum as part of the Russian

Agricultural Exhibition "Golden Autumn 2019" and will receive support under the State Rural Development Program.

Following the monitoring of the Civic Chamber on the standard of living, the status of the social and engineering infrastructure of rural settlements within the framework of the Civic Chamber's project named "Village Standard", as well based on proposals received from the regions, the State Program for the development of rural areas was



supplemented in terms of implementation of integrated settlement projects sites for the development of compact housing in rural areas.

The Civic Chamber of the Russian Federation, together with the Russian Union of Rural Youth, conducted an all-Russian survey on rural employment and the development of human resources in rural areas. According to the survey, the level of social optimism regarding rural life remains low; a negative assessment of the quality of life prevails.

In a letter to the Russian Ministry of Labor, the Civic Chamber drew attention to additional incentive measures for moving to rural areas and employment, such as the introduction of **a shorter working day for women** living in rural areas. The proposal was heard, and guarantees to women who live and work in rural areas, in terms of reducing working hours, as more than 36 hours a week, were enshrined in the federal law in 2019. Now it is important to clarify **what is meant by the countryside**, because there is no such term in the law. It is also important to understand

what is meant by a place of work in rural areas. The Civic Chamber proposes to determine such places of work not at the place of registration of the legal entity, but at the actual location of the enterprise.

The Civic Chamber paid attention to sectoral problems of agricultural development. In particular, the Civic Chamber's negative response to the Law "On the Development of Viticulture and Winemaking in the Russian Federation" allowed protect the interests of farmers, winegrowers and winemakers.

In general, the development of rural territories cannot be considered only in strict connection with the development of agricultural, processing and related industries, but much more broadly, including in the context of ensuring the national security of this country, as an important element of land retention. The Civic Chamber's report named **"How to save the village: problems of population employment"**¹⁶⁵ provides measures for the integrated development of rural territories and the prevention of population outflow to cities.

#Intellectual heritage for future generations: development of education and science

A large number of measures are being taken in this country aimed at improving the education system, consolidating pedagogical and scientific-pedagogical personnel in the educational system, raising the status of teacher and scientist in society. And the public is actively involved in monitoring their implementation. Since 2018, the "Education" national project, the "Development of Education" State program for 2018-2025, which includes 10 federal projects, have been approved and implemented. To evaluate the implementation of the "Science" national project and the "Education" national project, the Civic Chamber of the Russian Federation held thematic round tables.

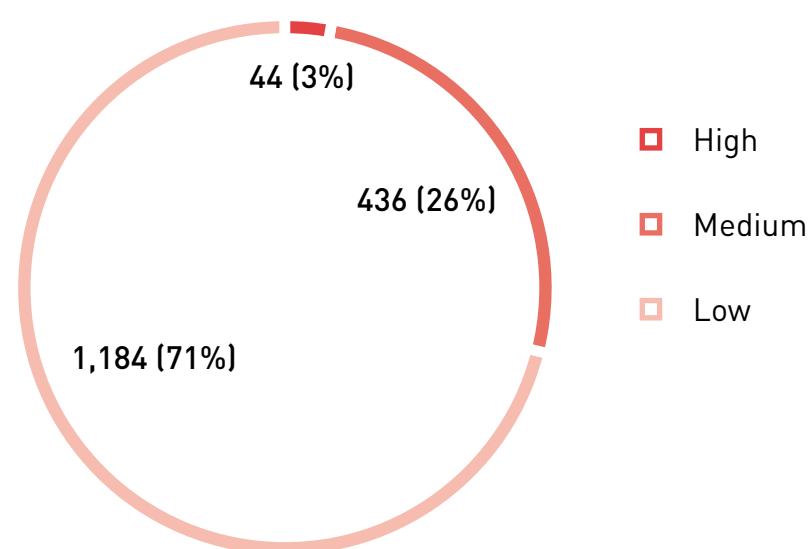
In January — February 2019, the Civic Chamber conducted a survey on the status of a teacher in modern society in the context of the "Teacher of the Future" federal project, which is one of ten in the "Education" national project.¹⁶⁶ The survey showed that, despite the measures taken by the state, the prestige of the teaching profession in society remains low (71% of answers) and even continues to decline (81%).¹⁶⁷

What is the reason of the existing attitude of society towards the teacher? The survey showed that the low status of a teacher in society is due to a combination of reasons, and among them in the first place are **"excessive teaching load" and "a large amount of reporting"**.

In St. Petersburg based on the oldest pedagogical university of our country, St. Petersburg Pedagogical University named after A.I. Herzen, together with the Committee on Education of St. Petersburg and the Federal Educational and Methodological Association for Teacher Education in August 2019, the Civic Chamber held public, as part of the development of the topic of staffing of the education system, on the theme "Mission of teacher training universities and the system of continuing teacher education in the implementation of the 'the Education' national project: preparation and support of the teacher's

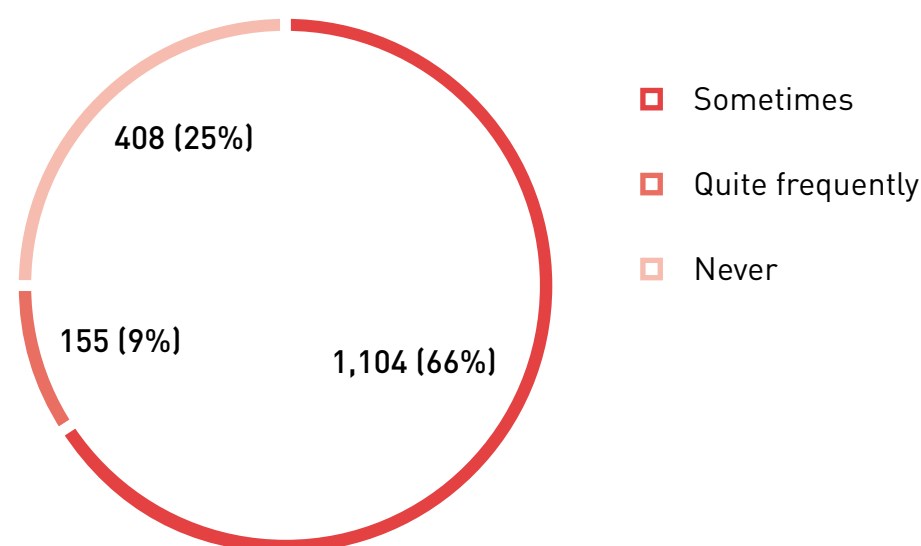


Assessment of prestige of teacher profession today



Source: The Civic Chamber of the Russian Federation

Experience with teachers' negative professional behavior



Source: The Civic Chamber of the Russian Federation

activities and the problems of the development of pedagogical technologies in the context of the school of the future".¹⁶⁸ Dozens of regions of the Russian Federation showed interest in public hearings, and those who wanted to participate had to be placed in three streaming classrooms of the university. The online meeting joined representatives from the Krasnoyarsk and Khabarovsk Territories, the Republic of Komi, Saratov, Vologda, Pskov, Ulyanovsk, Leningrad and other regions of Russia.

Constant monitoring of public opinion on the problems of the implementation of the "Education" national project (the "Teacher of the Future" federal project) allows not only to send recommendations to the executive authorities on the implementation of national projects, paying attention to bottlenecks in their implementation, but also to keep in view the solving of urgent problems of high-quality staffing in various fields of activity, including education and science.

EDUCATIONAL STANDARDS

On April 24, the Civic Chamber of the Russian Federation held a discussion on the bill of Federal State Standard for Basic General Education (FSS BGE). This document has been expected by society, school system and the parent community of this country. It is aimed at organizing the educational (training and education) process in grades 5–9, creating textbooks, and implementing in-process and final control. The bill of FSS BGE has caused an active discussion in the society, especially regarding the prospects for the development of the national school, the possibility of fulfilling the goals and objectives set in the "Education" national project.

To identify points of view and opinions of the broad segments of the population on the prepared document, the Civic Chamber conducted an online survey from April 10 to 25, 2019. It involved 16 thousand people

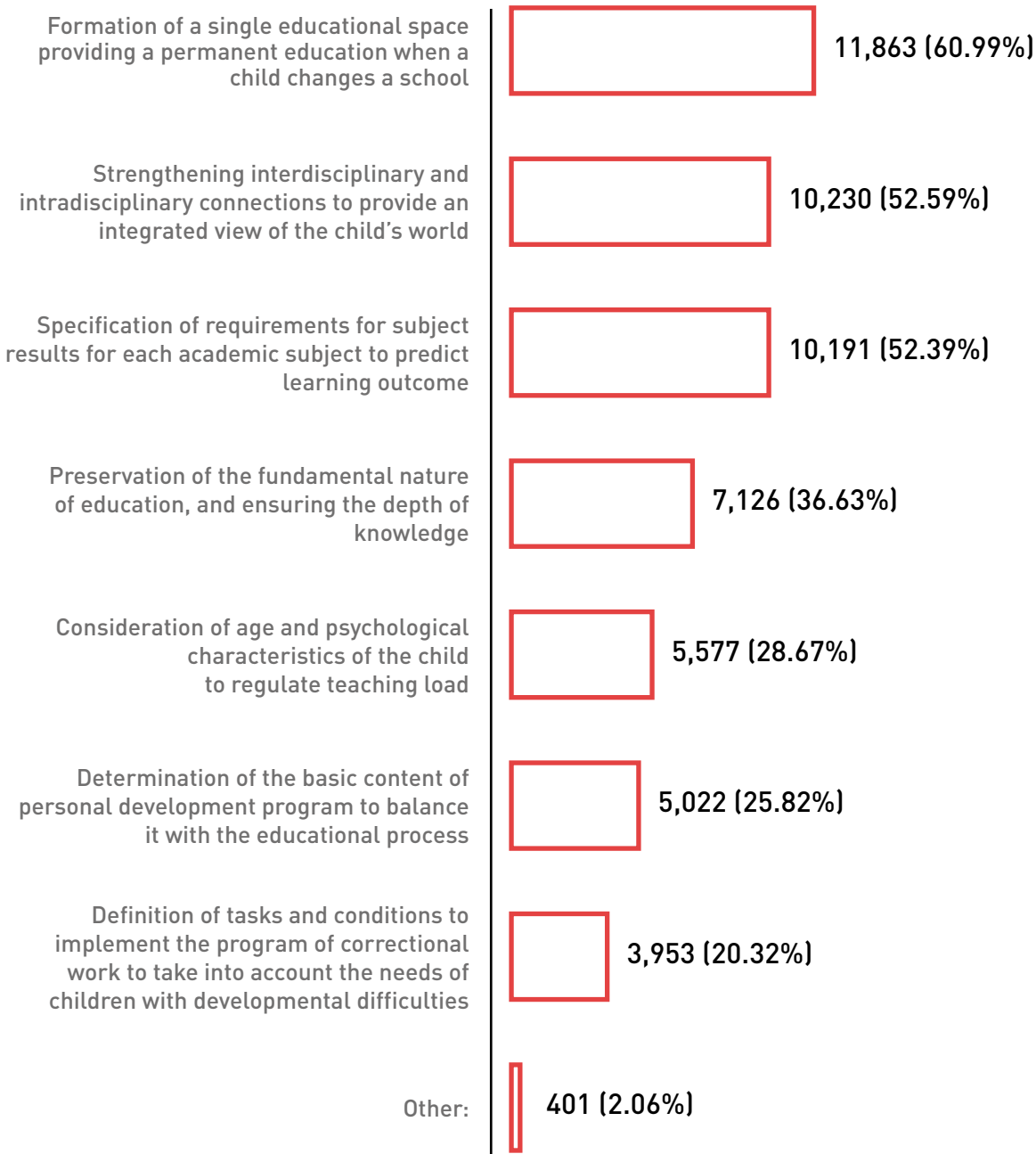
from 70 constituent entities of the Russian Federation. Most of the respondents are sure that the proposed version of the FSS BGE preserves the fundamental nature of education and does not prejudice the orientation towards an activity approach in school education.¹⁶⁹

The majority of respondents do not question the very fact of the need of FSS BGE as a form of expressing state requirements for the content of education, the results of personal development and education, staffing and material and technical support of the educational process at all levels of school education: 53% say that standards are necessary, 36% say that they are most likely necessary, and only 10% of respondents doubt the need of this document.

The majority of respondents (53.3%) see a direct correlation between the quality of FSS BGE and the quality of school education.

The public also paid attention to other current problems. On January 14, 2019, the Civic Chamber of the Russian Federation addressed the problems of labor training and education in the general education system; March 26 — engineering training for schoolchildren; April 22 — the role of reading and literacy for the education of a successful individual. Contests in support of new teaching methods are of great importance. In 2019, a significant number of such regional and all-Russian events were held. For example, a large number of participants were attracted by the Competition for Innovation in Education, which was actively promoted by the Civic Chamber of the Russian Federation. In October 2019, the final stage of the All-Russian contest "Teacher of the Year of Russia" was held, the host of which is the Ministry of Education of the Russian Federation with the support of the Civic Chamber; in November 2019 summed up the results of the all-Russian contest "Golden Names of Higher Education", aimed at improving the status of the profession

What role do you think federal state educational standards (FSS BGE) play for the school? Please tick three most important roles.

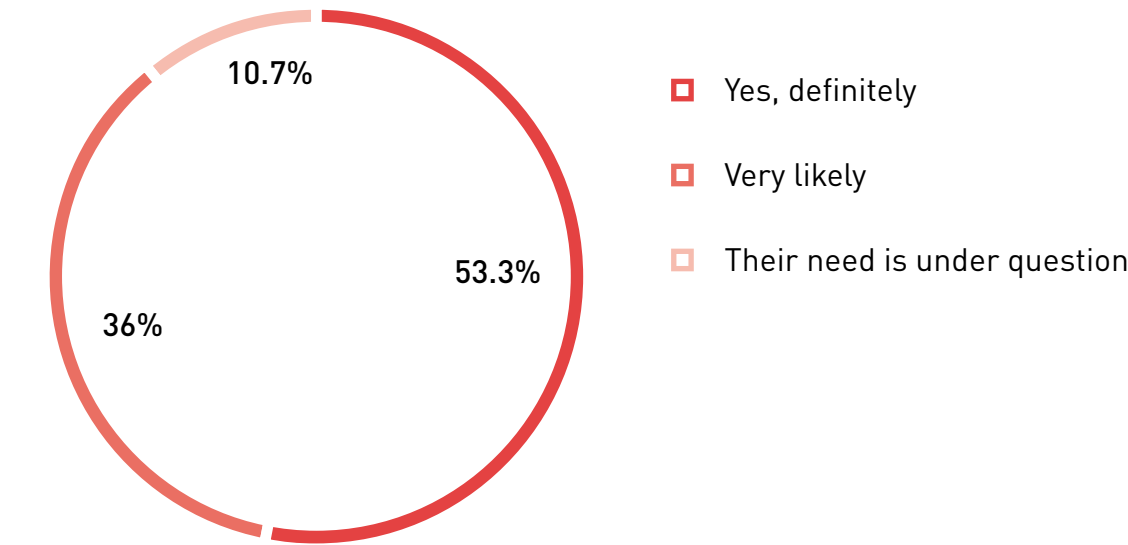


Source: The Civic Chamber of the Russian Federation

of a teacher of higher education. Also in October, the Civic Chamber summed up the results of the All-Russian contest "The Best Inclusive School 2019", which evaluated achievements in the field of implementing inclusive education.

The goal of all these efforts is clear: create a competitive education system that can try to enter the top ten in the world, build an education system that would cover the younger generation, starting from preschool.

Do you think federal state educational standards are needed in school? Please choose one answer



Source: The Civic Chamber of the Russian Federation

MONITORING UNIFIED STATE EXAM

The tone of the discussion around the implementation of national projects, as well as improving the global competitiveness of Russian education, the development of human resources, and the new challenges of education in the digital economy was set in February 2019 with the participation of the Minister of Science and Higher Education of the Russian Federation M.M. Kotyukov at the Professors' Forum 2019.

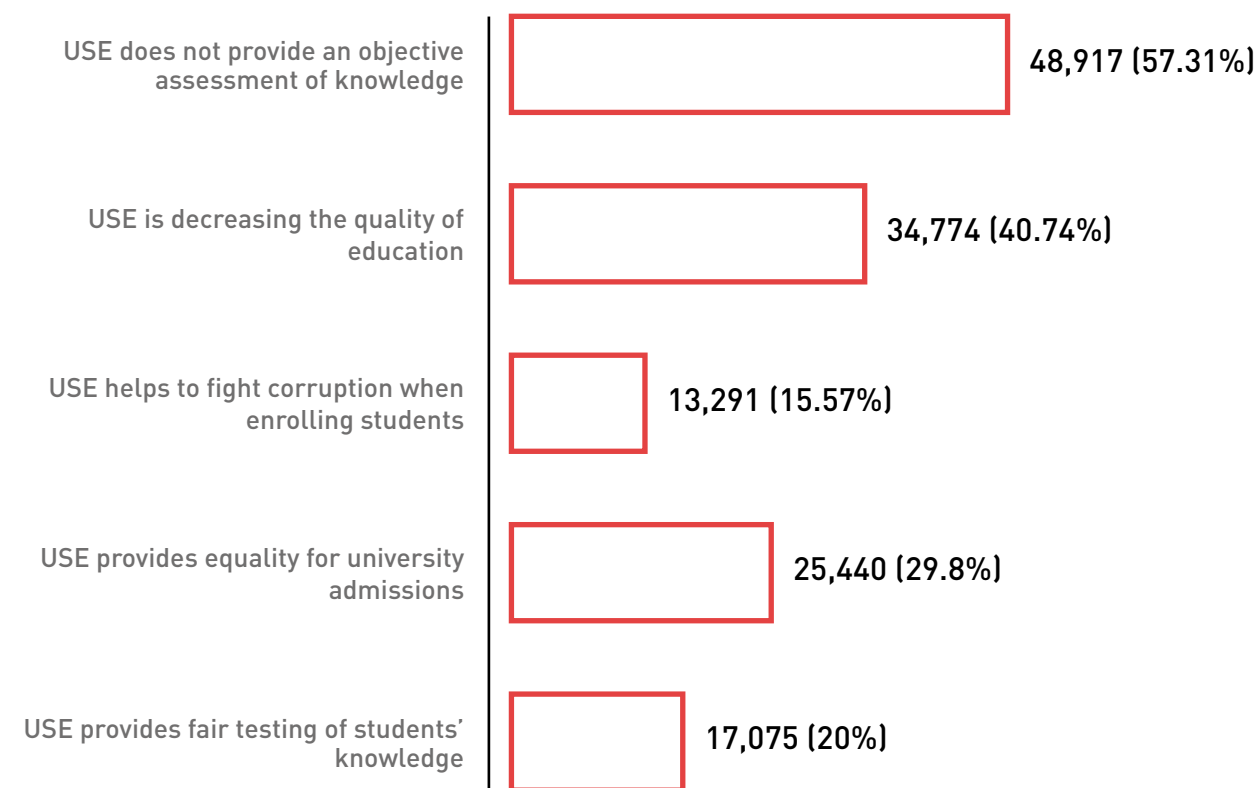
The number of students studying at the expense of the state continues to decline. If in 2018 in Russian universities had in total 597.6 thousand budget places, then in 2019 only 518.4 thousand. And this trend will continue in the future. And at the same time, there will be more and more people wishing to obtain a higher education. In 2018, 731 thousand people participated in USE, this year this figure increased to 780 thousand.¹⁷⁰ The cost of paid education is growing, and this

burden falls on the shoulders of the Russian families.

In September 2019, the Civic Chamber coorganized an annual assessment of results of the public monitoring called "Attitude of students, parents of students and teachers to the exam". Over **84 thousand** people from 85 constituent entities of the Russian Federation took part in the online survey. **57%** of respondents believe that the exam does not provide an objective assessment of knowledge, and **41.2%** believe that the form of certification established in the last decade reduces the quality of education, and almost a third of the respondents have doubted the social function of the exam as an instrument of ensuring the equality of prospective students.

Experts are sure that obtained results allow to understand what should be improved in the USE system, as well as what needs to be done to improve the quality of systematic training of schoolchildren and teachers.

Which of the following statements do you agree with? _____



Source: The Civic Chamber of the Russian Federation

Nearly half of the respondents consider as an alternative to USE centralized final school exams together with centralized entrance exams taken by all universities **(27.05%)** or with separate exams at each university **(22.36%)** as an alternative to the exam. The decision in favor of individual exams for each school was chosen less often, both with centralized entrance exams in all universities (16.59%), and with individual exams in each university (16.66%). At the same time, **22%** of respondents said that they did not see an alternative to the USE. The USE alternative in the form of a portfolio

is discussed and has few supporters little over 10%. Probably, people do not believe in the objectivity and fairness of this form of knowledge assessment.

All these changes will have positive results solely under the successful post-graduate employment of graduates. A new environment of interaction between universities and enterprises is needed in order to prepare young professionals entering the labor market with practical skills in working with the company where they will work after their graduation.

#Cultural sphere in focus of civil society

Since 2019, the Russian Federation began to implement the large-scale “Culture” national project, designed until 2024. Along with it, the Strategy of the state cultural policy for the period until 2030 is being implemented.

The public considers that it is important to control the effectiveness of spending the allocated funds. This topic was discussed, on May 15, 2019 in a format of online meeting by the members of the Civic Chamber of the Russian Federation and regional civic chambers within the “Culture” national project: opportunities and mechanisms of public control”, and also on that day the monitoring of the project implementation in regions was launched.

In 2019, the Civic Chamber of the Russian Federation paid a great deal of attention to issues of patriotism, the preservation of spiritual values and cultural heritage. Numerous events were aimed at these issues, which in 2019 were held by the Civic Chamber of the Russian Federation as an organizer and participant. On March 13, 2019, the Social Forum of Theater and Film Actors was held, and on May 30, 2019, the 14th “Cultural Heritage 2019” National Prize was awarded.

On May 20, 2019, two round tables were held in the Civic Chamber of the Russian Federation: “The development of modern Russian cinema through the creation of heroic-historical films: problems and development tendencies” and “Education of a harmoniously developed and socially

responsible person on the basis of spiritual and moral values of the peoples of the Russian Federation, historical and national-cultural traditions”. On June 18, 2019, another round table was held — “All-Russian Unity: the contribution of classical Russian culture”, which sparked great interest from representatives of various layers of the Russian public.



In 2019, the Civic Chamber introduced the project called “Living Heritage”, which aims to combine information on key local cultural hallmarks of the regions.¹⁷¹ Well-known hallmarks of Russia, as well as unique cultural objects and practices, so far known only within one region or even a settlement, but having the potential to attract tourists from the most remote places, will be displayed on an electronic map. A special place on the map will be devoted to objects of intangible cultural heritage, including customs, traditions, myths and legends, original settlements and gastronomic customs of the territory or keeping the memory of famous people or literary characters associated with this area.

An expert jury composed of leading Russian experts in the field of territory marketing, tourism development, and cultural heritage preservation selected 500 most significant local cultural brands in Russian regions. The selection process used a methodology that took into account the results of various ratings and competitions of cultural attractions of Russia, as well as the potential for promoting local cultural objects and practices at the national and global levels. In order to identify such cultural brands, several regions were visited by expeditions including federal experts, and accompanied by seminars and project sessions that were held in small towns and historical settlements. The resource provides an opportunity for anyone, either a traveler or a representative of the sphere of culture and tourism, to participate in replenishing the cultural brands card, scoring the brands available on it, as well as preparing tourist routes.

The similar tasks of promoting local brands are set by #Learn Russia project.¹⁷² It brought together volunteers and professionals who created music videos and articles, including on Wikipedia, dedicated to the sights of the Rostov Region, the great poets and writers born in the Don. The results of this work were summed up at the



first International Congress of Culture and Media Volunteers in Rostov-on-Don, which attracted more than a thousand people, including from other countries, on their sites and introduced them to local brands in the region.

In 2019, the long-awaited and important for the cultural sector legislative changes in the field of procurement were adopted. Based on the Federal Law of May 1, 2019 No. 70-FZ “On Amendments to Articles 1 and 8 of the Federal Law “On Procurement of Goods, Work and Services by Certain Types of Legal Entities” and the Federal Law “On the Contract System in the Sphere of Procurement of Goods, Work and Services to Meet State and Municipal Needs”¹⁷³ the right of the customer not to give a justification in the information system in the field of procurement on compliance with prohibitions, under regulations of the Government of Russia, of import or restrictions, of goods originating from foreign states, as well as work and services, respectively performed or rendered by foreign persons, if allowed by such acts.

The amount within which cultural, scientific, educational, and sports organizations can purchase from a single supplier increases from 400 to 600 thousand rubles. Hence, the annual volume of these purchases should not exceed 5 million rubles, or 50% of the total annual purchases of the customer should not be more than 30 million rubles.¹⁷⁴



In 2019, the Civic Chamber held a discussion on the new concept of the federal bill “On Culture”. The concept of the bill provides several interesting innovations, in particular, co-financing of cultural events from budgets of various levels and the creation of a presidential fund for the development of culture and its branches in federal districts, as well as additional support for professional art organizations by financing individual targeted programs. When discussing the bill concept, cultural figures raised traditional issues of their concern.

In particular, they hope that the new law on culture will make it possible to bring creative activity out of the scope of public procurement legislation, reduce the

level of direct participation of the state bureaucratic bodies in resolving issues of cultural activity, and find a more effective balance between creative freedom and the artist’s responsibility. The most acute is the question of the practice of state regulation of cultural policy and in this regard, the definition of forms of cultural life of those who need state support, and those acts of creativity that cannot be supported by the state. Within this context, the Civic Chamber recommended turn back to the question of distinguishing administrative, economic and creative activities of cultural institutions. Moreover, it is proposed to exclude the possibility of property priority over the right of society of preserving cultural heritage.

04



PUBLIC DIPLOMACY SPHERE: RUSSIA'S SOFT POWER



The turning point that has been outlined this year in relation to Russia by foreign partners demonstrates that a policy aimed at isolating our country is proving to be ineffective. The tendencies toward building a post-Western world and forming of a polycentric international system are more visible at the level of civil society. The Western public urges their governments to abandon ideological approach and choose a pragmatic way in cooperation with Russia. The Civic Chamber is actively establishing international relations and cooperation, building a systemic basis for restoring credibility between people, creating a positive environment for the development of interstate relations and supporting Russian citizens and compatriots abroad.

PUBLIC DIPLOMACY

In commemoration of the 70th anniversary of the establishment of diplomatic relations between Russia and China, a delegation of the Civic Chamber of the Russian Federation paid a visit to Beijing and Shanghai at the invitation of the China Economic and Social Council (CESC).

The delegation of the Chamber was met at high level, in particular, took place meetings with a member of the Politburo Standing Committee, Chairman of the Chinese People's Political Consultative Conference (CPPCC) Wang Yang, and Chairman of the CESC, Du Qinglin. During the visit, an updated Protocol on cooperation between the Civic Chamber of the Russian Federation and the CESC of the PRC was signed. In particular, this updated Protocol involves regular consultations and exchange of views on a wide range of issues, organization of seminars, conferences, round tables and working exchanges.

Well-established ties with Chinese public organizations provide an opportunity to interact in a variety of areas. Over the 2019 year, four delegations of the CPPCC visited the Civic Chamber of the Russian Federation. During the discussions, the parties agreed to expand cooperation within the framework of pairing the Eurasian Economic Union and the Chinese initiative "One Belt One Road". In addition to socio-economic matters, including the development of tourism, members of the Chamber discussed global security issues with Chinese partners. Deputy Secretary of



the Civic Chamber of the Russian Federation, Ambassador Extraordinary and Plenipotentiary Sergey Ordzhonikidze took part in the second conference on global security "Wanshou", which was organized by the Chinese People's Association for Peace and Disarmament with the support and participation of the International Department of the Communist Party of China Central Committee. Together with other high-level experts from 20 countries, Sergey Ordzhonikidze took part in the discussion on global and regional security issues and relations between the main players of the world politics.

The Economic, Social and Environmental Council (ESEC) of France, the oldest of these institutions in the world, has been searching for new democratic instruments in the conditions of people's disappointment in state institutions and their desire to take a greater part in decision-making, namely, solving the problem of "yellow vests movement". For the first time during the existence of the Civic Chamber of the Russian Federation this year was marked

by an exchange of visits with the ESEC of France, during which a Memorandum of Cooperation and Interaction was signed. The parties exchanged views on the working methods of the Civic Chamber of the Russian Federation and the ESEC of France in terms of mediating social protests, creating tools and mechanisms for communicating the demands of society to governing bodies and authorities.

Another memorandum of cooperation and mutual understanding was signed in Aachen during the participation of the delegation of the Civic Chamber of the Russian Federation in the XV Russian-German Twinned cities Conference "Ways of mutual understanding: partnerships as a link in the German-Russian dialog" i.e. the Memorandum between the Civic Chamber of the Russian Federation and the German-Russian Forum. The conclusion of the Memorandum was an embellishing expression of the desire of German society to cooperate with Russia, as opposed to the current standoff at the official level.



Representatives of parliamentary structures of Italian regions supported their German colleagues, who at a meeting in the Civic Chamber said that they in their country stood for eliminating sanctions against Russia and restoring relations with Russia, and against Europe's Russophobic policies.

In December of this year the First International Conference "From Inequality to Justice: Global Experience and Solutions for Russia" has been commemorated by signing the Memorandum on Cooperation between the Civic Chamber of the Russian Federation and the Social and Economic Council of the Republic of Serbia.

Traditionally important for the Civic Chamber as a member of the AICESIS (The International Association of Economic and Social Councils and Similar Institutions) is the exchange of views on strengthening trilateral dialog, which helps to create a climate of trust, increase production and labor productivity and, as a result, faster economic development. This year, the delegation of the Civic Chamber, along with representatives of economic and social councils from 13 Asian countries, took part in the Asia Social

Dialog Forum, organized by the Economic, Social and Labor Council of South Korea with the support of the International Labor Organization and AICESIS. The key topic of the international agenda of the Civic Chamber was the prospects for the transformation of the global civil society in the context of digitalization. Standing for the development of public dialog in Asia, members of the delegation proposed expanding in the traditional tripartite dialog by including large-scale international corporations of a new type, forming digital platforms for business and changing the foundations of economic development for the whole world.

In the Eurasian space, Russia is promoting a project of economic integration. During the visit of the delegation of the Chamber to Nur-Sultan (Republic of Kazakhstan), a Memorandum of Cooperation and Mutual Understanding was signed between the Civic Chamber of the Russian Federation and the Civil Alliance of Kazakhstan, which unites more than a thousand NPOs of the country and plays the role of an ideological center for combining the interests of the state and the civil sector in Kazakhstan.



The parties agreed to increase cooperation at the level of civil society institutions, which, in turn, would help strengthen the trend towards Eurasian cooperation. This idea was also supported at the meeting of the Deputy Secretary of the Civic Chamber S.A. Ordzhonikidze with the President of the Republic of Kazakhstan K.-J. K. Tokaev.

In the light of the announcement by the President of the Russian Federation of 2020 as a cross year with the Kyrgyz Republic and in order to further develop cooperation between representatives of non-governmental organizations the Civic Chamber held the international forum "Kyrgyz Diaspora: Interregional public organization "Kyrgyz Unity" – yesterday, today, tomorrow"¹⁷⁵, the participants of the forum assessed the role of diasporal public associations in strengthening bilateral relations.

As part of the development of public diplomacy, the participation of members of the Civic Chamber in work at large international venues with the goal of upholding the positions of Russia is important. At a meeting

with representatives of Russian regional non-profit organizations¹⁷⁶, Russian Foreign Minister S.V. Lavrov stated that the interest of the Russian Foreign Ministry to strengthen the position of Russian NPOs in the UN and to provide comprehensive support to the Russian NPOs in obtaining status under the UN Economic and Social Council.

Speaking at the 41st session of the UN Human Rights Council, member of the Civic Chamber of the Russian Federation, head of the regional Bulgarian national and cultural autonomy of the Republic of Crimea Ivan Abazher called on the UN General Assembly to consider at a regular session the issue of the blockade of Crimea by Ukraine and give it a principled international assessment. In addition, he said that the Ukrainian state continued to persecute Crimeans for political reasons, as well as restricting their freedom of movement, which led to the impossibility of family reunification and visits of relatives in Ukraine, as people were prosecuted in terms of criminal law if their political views did not coincide with official policies of the Kiev regime.



The acute problems of information wars were raised during the round table on the topic “Hype as a means of forming public opinion and mobilizing mass consciousness”, organized by the Civic Chamber on the sidelines of the Human Dimension Implementation Meeting of OSCE.

The “Independent Evaluation and Dissemination of Information on the Activities of the ‘White Helmets’ Organization — Accomplices of Terrorists and Sources of Misinformation Using the Potential of Russian Public Diplomacy” project, introduced with the support of the Civic Chamber, provoked a high-profile public response in the international arena. As part of the project, more than 100 interviews were conducted with former members of the organization and the affected residents of Syria, which was consequently resulted in a book in Russian and English. The materials obtained as a result of the study were presented in 2019 at large international venues: at the UN headquarters in New

York, at the Organization for the Prohibition of Chemical Weapons in The Hague, on the sidelines of the 40th session of the UN Human Rights Council in Geneva, as part of the annual OSCE Anti-Terrorism Conference in Bratislava, as well as as part of special events for diplomats and experts held in Berlin, Madrid, Paris, Singapore, Delhi and Jakarta.

SUPPORT AND PROTECTION OF COMPATRIOTS ABROAD

Issues of supporting compatriots traditionally fall within the scope of activities of members of the Civic Chamber of the Russian Federation. The Russians remain one of the largest divided peoples in the world. From 26 to 30 million of our compatriots live abroad. Participating in the forums of compatriots in various countries, members of the Chamber emphasize the need to increase activity in cooperation with compatriots abroad in order to promote the Russian language and form a pro-Russian cultural and political lobby.

Along with it, and according to members of the Chamber, special attention should be paid to the republics of the former USSR, where, unfortunately, many of our compatriots are infringed on their rights and are subjected to discrimination in a various forms. In a number of countries, there is a rewriting of history that takes place to please nationalists and pro-Western political forces; the use of the Russian language is limiting, not only in the field of education, but even in everyday communication.

In particular, the Civic Chamber of the Russian Federation issued an official statement in connection with the entry into force of the law on the state language in Ukraine. The statement condemns open-faced discriminatory law against millions of its citizens based on the language and calls on the Ukrainian authorities to comply with the Constitution of their country and to fulfill their international obligations.

Over the past two years, the Civic Chamber of the Russian Federation has been collecting materials and organizing the protection of our citizens, i.e. the colonel of the Soviet Army reserve, Kaliningrad resident Yuri Mel and his colleague Gennady Ivanov living in Vilnius, who were under unlawful criminal prosecution in March 2019 convicted in the case of the events of January 13, 1991 in Vilnius. The Civic Chamber is carefully studying the progress of the situation in order to carry out measures to mobilize society in terms of supporting illegally convicted citizens of Russia and their immediate releasing from custody. Moreover, there is and active work at place to further develop, together with interested ministries and departments, public organizations and the expert community, a system of measures to protect compatriots subject to criminal prosecution abroad, and to prepare specific proposals to the relevant authorities with the authority to implement these proposals¹⁷⁷.

Another priority of the Civic Chamber is to promote the study of the Russian language in the world, which is a key tool for developing

international cooperation and creating a positive image of Russia abroad.

Every year, the geography of the Civic Chamber’s project called “Russky Ugolok” is growing and the International Public Fund “Russian Peace Fund”. For example, multimedia textbooks on the study of the Russian language were sent to the Russian language school and the children’s art studio in “MIR”, which is located in Reykjavik, the capital of Iceland¹⁷⁸. The Civic Chamber also advocates an increase in quotas for the education of foreign students in Russia, in particular from Laos and Cameroon.

In order to intensify the expert and public dialog on international relations in 2019, the composition and the structure of the Russian Civic Council for International Cooperation and Public Diplomacy, established in 2012, were updated.

Over the past year, the Council held a number of round tables on such topics as “Russia and Belarus: experience of a common history and a look into the future”, “Relations between Russia and Germany: historical lessons”, “The role of the public in promoting integration processes in the Eurasian space”, “Russia – NATO relations: modern trends of development”, the Russian-German-French dialogue “Architecture of Collective Security in Europe: comprehension of new realities”, which had as main speakers, in particular, Deputy Ministers for Foreign Affairs of the Russian Federation A.V. Grushko, A.A. Pankin, as well as State Secretary of the Union State of Russia and Belarus G. A. Rapota. The discussions received a serious response, and the Chamber’s proposals on improving the climate of international cooperation through the engagement of representatives of civil society were sent to the relevant departments.

COORDINATION COUNCIL ON COUNTER TERRORISM

Another important expert council of the Civic Chamber is the Coordination Council

on Counter Terrorism, established in 2015, headed by Deputy Secretary of the Civic Chamber of the Russian Federation S.A. Ordzhonikidze. The Council includes a number of working groups from prominent Russian religious scholars, representatives of various religious faiths and public figures. The Council works to prevent threats to national identity, state and personal sovereignty, security and sustainable development of the Russian Federation, and is engaged in the prevention of terrorism and extremism. This led to creation of a group of young specialists, who conduct work with social networks, talking about the destructiveness of pseudo-religious ideology and posting anti-extremist content.

The website of the Civic Chamber receives reports on all cases of ideological recruitment.

With the support of the Coordinating Council for Countering Terrorism, the

International Scientific and Practical Conference "Ways to achieve an interfaith peace: the role of prominent theologians, diplomats, and public figures" was held. Experts and religious figures from 38 countries expressed mutual opinion on the need to consolidate efforts to harmonize interreligious relations, intercultural relations and an effective ideological counteraction to modern threats and challenges.

As part of the strengthening interaction and coordination of efforts with representatives of the clergy all over the world, in particular, educational programs are being implemented jointly with religious organizations of Central Asia to prevent interethnic and interreligious conflicts and to train highly qualified specialists among religious figures.

In cooperation with regional civic chambers, scientific and practical interregional



conferences were held in Tomsk, Irkutsk, Volgograd, Krasnoyarsk, Kemerovo, Surgut, Cheboksary and other constituent entities of the Russian Federation. Events are paralleled by meetings with the heads of the regions in order to discuss issues related to the implementation of the Counter-Extremism Strategy in the Russian Federation and the Concept of State Migration Policy of the Russian Federation until 2025.

The Civic Chamber does not bypass the complex issues of social, legal and cultural adaptation and integration of migrants in Russia. Within the framework of conferences and round tables, as well as direct meetings with representatives of the migrant community, new forms and tools for the prevention of the ideas of pseudo-religious extremism and terrorism among labor migrants arriving from the CIS republics

have been developed. The working group on countering pseudo-religious extremism has developed a methodological manual for the regions within this context.

The ideological support of a terrorist orientation is actively being formed not only in open public space, but also in closed penitentiary institutions. In order to prevent extremism among those convicted, the Civic Chamber of the Russian Federation published the "Collection of legal acts and information materials on the prevention of pseudo-religious extremism and interaction with religious organizations in the institutions of penal system of the Russian Federation" for representatives of civic chambers, religious organizations, the Federal Penitentiary Service, and public observation commissions, and authorities of the constituent entities of the Russian Federation.

Conclusion



The development of civil society in Russia is a deep and multi-vector process that cannot be evaluated in simple categories as “more” – “less” or “worse” – “better”.

The main trend of the last years has been the growth of civic activism and self-organization. Russian civil society has matured. As a fact there is a full-scale professional industry, which has been formed in the field of non-profit sector. That is naturally to see in that in recent years the role and participation of civil society in the development of this country has been steadily increasing.

The main format for such participation is public control, the commitment of society to adjust or cancel unsuccessful management decisions.

Today, this foundation helps in forming gradually a new approach, style and standard of civil society participation in the life of this country – from control to participation. Its meaning centers around representatives of civil society, their engagement in the development of strategic projects. The preparation of the most important decisions should take place with the participation of members of the public, among whom there are a lot of professionals, often people who are even better than officials understand the essence of matters.

The immersion of each active and responsible citizen is a criterion for the success of strategic initiatives, and the formation of a kind of “responsible class”

around the national development agenda is the key to value consolidation, the workability of political institutions and social optimism.

From the point of view of the state, a new standard of relations with society implies a mutually responsible partnership. There is the need to make efforts to convey to the active and responsible citizens the essence of the transformations, their justification, hear concerns, and jointly build up tactics that minimize costs and protests. Our country has many examples of such policies which should become the standard.

These conditions show that a necessary prerequisite for dynamic development and a qualitative breakthrough is a broad constructive public discussion around the values and priorities demanded by the majority of the population.

The key task of an active and responsible civil society is the formation of a public agenda in which the success of the “Russian breakthrough” is inextricably linked with the concepts of patriotism and social justice that are highly significant for most Russians.

The formation of a broad social coalition around the urgent goals of national development involves the preparation of a substantive framework: corps of values, norms and ideas that unite the majority of Russians, regardless of their religious, ethnic and social background, or their ideological preferences.

It is impossible to develop a common platform for consolidation and make it a real tool for development by means of bureaucratic methods. It can appear only in the sphere where free creativity of active citizens is carried out, i.e. in the area of responsibility of civil society.



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