

# Implementation of Public-Private Partnership in The Russian Federation



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**Abstract:** *The evolution of relations between the institutions of state and entrepreneurship in developed and developing countries at various stages of economic development has proved that their constructive interaction is a critical factor for successful socio-economic development. The constantly increasing gap between the needs and requirements of the population to public services, infrastructure, and budget constraints have resulted in the development of state-business partnership structures.*

*The transforming role of the state in the economy necessitates the importance of finding alternatives to direct regulation of economic processes. One of them is the institute of public-private partnership (hereinafter referred to as PPP), which allows attracting additional resources to the economy, redistributing risks between the state and the business sector, directing entrepreneurial efforts to address important social and economic goals and objectives while maintaining the powers and functions of the state. Foreign experience shows that the implementation of PPP projects ensures significant cost savings.*

**Keywords:** regional tourism, territory, partnership, business sector.

## I. INTRODUCTION

In Russia, the institute of the PPP began to emerge in 2004. Domestic experience in the implementation of PPPs is mainly related to infrastructure projects, while in foreign countries the typical areas of PPPs involve transport, public utilities, housing, telecommunications, environmental projects, financial and social services. The expediency of using PPP mechanisms in the social sphere of the Russian Federation is due to the high demands for extrabudgetary funds and the use of effective management methods to

increase the provision of public health services, education, culture, housing, and communal services, etc. [1].

## II. METHODS

### A. General description

In this work, the authors analysed the legislative and regulatory documents underlying the state administration and local self-government in the Russian Federation, the socio-economic policy of the Russian Federation and the Moscow Region, the regulation of relations between state and business structures, statistical materials: Rosstat and Mosoblstat publications, materials of international and all-Russian conferences on PPPs; national statistical publications, reports, records, and periodical press data.

The article used the methods of economic and statistical analysis, quantitative and qualitative study, as well as the principles of consistency and development.

### B. Algorithm

Socio-economic development of the Russian Federation requires the introduction of innovative management methods with more active use of new tools for implementing regional development strategies, including the new format of targeted programs, regional cluster development programs, and implementation of PPP principles. Experts estimate that if each ruble of public investment will continue to create about 4-5 rubles of private investment, then the result of the first five-year PPP could be the launch of investment projects worth \$100 billion only using federal tools [2].

At the same time, the scope of the PPP application in Russia is extremely limited. Only a few examples might be given [3].

The Russian experience in the implementation of PPPs is associated with infrastructure-related projects, while in foreign countries the typical spheres of PPPs include transport, public utilities, housing, telecommunications, environmental projects, financial services, the social sphere – education, culture, and healthcare. According to experts, the priority areas of public-private interaction in Russia are [4]:

- production and transport infrastructure (construction and operation of roads, electrical networks, ports, pipelines);
- public utilities;
- funding of prospective research projects and development of innovation infrastructure;
- vocational education and personnel retraining system;
- healthcare and social services;
- information and consulting support for business activities.

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In modern conditions, the development of PPP in the social sphere can receive a new impetus due to the launch of four national projects that play an important role in the Russian regional policy. Let us consider the experience of implementing specific PPP projects in the Russian Federation.

Experts vividly illustrate PPP effectiveness compared to public administration: the market value of Ilyushin Finance Co. (PPP) IFC is 18% higher than its nominal value, more than 3.5 rubles of extrabudgetary funds have been attracted per 1 ruble of public investment, the company has built and leased two Il-96 and five Tu-204, completes two more IL-96 for export; while the Financial Leasing Company (with state-owned shares around 70%) has leased only three Tu-214 over the same period [5].

### III. RESULTS

Public transport policy is formed in accordance with the objectives set by the President and the Government of the Russian Federation and the objectives defined in strategic documents of the Ministry of Transport – the Transport Strategy of the Russian Federation until 2020. Implementation of the Transport Strategy implies an increase in the efficiency of using budget funds and the development of practice in attracting private funds. The institute of PPP serves as the main tool, while the main scope of the PPP scheme application in Russia may involve the construction of toll roads, the development of urban passenger transport, the construction of marine terminal complexes, the reconstruction of airport complexes, and railway construction in areas of new fields development [6].

In particular, under the agreement signed, Vnesheconombank of Russia acts as an investment advisor to the Ministry of Transport on the implementation of major infrastructure projects based on PPP; Moscow Institute of Transport Engineers has launched a special education program to train specialists in transport concessions; the Expert Council for the development of PPPs was formed [7].

The conclusion of concession agreements in accordance with the Federal Law "On Concession Agreements" and provisions of the Federal Law "On Toll Roads" (on its adoption) will serve as the main mechanism for implementation of public toll roads projects. To increase the volume of extrabudgetary funds in road construction at facilities of social significance that are not attractive from an investment point of view, the Transport Strategy suggests considering schemes for creation and operation of roads based on contracts and concession agreements providing for budget financing based on planned net income received from toll fare for the period equal to the loan duration [8].

The purpose of transport infrastructure projects is the creation and development of the infrastructure of national importance, which involves the following objectives [9]:

- increasing transport capacity and transit attractiveness of international transport corridors;
- constructing a modern road infrastructure integrated into the network of international transport corridors;
- creating conditions for the development of industrial, innovative, social, recreational and service facilities in the roadside area;

- intensification of social, economic, interregional and international relations, increasing the level of population and market entities mobility;
- improving road safety and the quality of road user service;
- reducing the cost of transportation and the level of transport costs for shippers;
- optimizing (reducing) budget expenditures at the construction stage by attracting extrabudgetary investments into the project under a concession agreement;
- optimizing (saving) budgetary expenses at the stage of operation by transferring expenses on maintenance of the highway to the concessionaire;
- increasing budget revenues of all levels due to the formation of a powerful stream of additional tax revenues during the construction and operation of project facilities;
- reducing the level of negative environmental impact due to the unloading of road sections passing through the urban road network.

The implementation of transport infrastructure projects will have a stimulating effect on the economic development of the Russian regions, including the provision of massive private direct investment, including foreign one, and growth of the regions' investment attractiveness [9]; the manifestation of systemic multiplicative effects due to the implementation of several assistive investment projects in related sectors of the economy and the creation of additional value added in the economy from the development of transport services export; the growth of social and business activity in society, the transition to a new model of socio-economic development based on the high mobility of the population and market actors; the institutional changes in the economy and the formation of new markets, including the market for infrastructure concession projects; the reduction of reliance on exports and global energy pricing; the creation of conditions for the development of high-tech industries focused on a high level of transport services provided by road transport [10]. Furthermore, these infrastructure projects give impetus to the development of related social services.

The program of transport and logistics structure development in the Moscow Region was the first regional project implemented based on the PPP model. This program included the largest infrastructure project in the region – the construction of the Central Ring Road (CRR). In December 2002, the Governor of the Moscow Region, B. V. Gromov, agreed on the concept of construction of the CRR for consideration in the General Plan of Development of the Moscow Region [1].

The second major road project is the Western High-Speed Diameter (WHSD) highway in St. Petersburg. The project realization term is 2004-2010.

The WHSD is directly adjacent to the Ring Road around St. Petersburg and provides a connection of the seaport with 13 federal and territorial roads from St. Petersburg to Finland, Estonia, Ukraine, Belarus and the neighbouring regions of Russia.

The project implementation is of great importance for optimizing logistics during the delivery of goods to and from the port, contributes to improving the efficiency of the urban transport complex, provides links to the southern, western and northern planning zones of St. Petersburg, bypassing the historic center of the city, helping to improve the environmental situation in the city [11].

According to the authors, the most realistic projects in the field of railway transport implemented using the PPP mechanism include:

The Construction project of the Moscow – St. Petersburg high-speed rail line, which will not only ensure the transfer of passenger traffic from the existing Moscow – St. Petersburg railway line and its subsequent release solely for freight traffic but would also allow speaking about the real integration of Russia into the European network of high-speed rail lines [10].

The overall economic effect of the project will be achieved, among other things, by increasing the efficiency of cargo transportation along the Moscow – St. Petersburg route, by further stimulating the economic development of the North-West Region of the Russian Federation, and by creating additional jobs in the roadside areas. The length of the railway line will be 659.1 km. The speed of the trains would amount to 350 km/h.

The second project is the construction of a high-speed railway St. Petersburg – Buslovskaya, which is part of the unified Russia – Finland railway system. To date, this railroad section, with a length of about 160 kilometers, is extremely overloaded. The average speed of trains does not exceed 70 km/h. After the implementation of the project, the maximum speed of electric trains will increase to 140-200 km/h. In general, the organization of high-speed traffic on the designated section of the railway connecting St. Petersburg with the capital of Finland will significantly increase the volumes of cargo turnover in Russia. Moreover, this high-speed railway project will allow attracting additional passenger traffic from other modes of transport.

In the field of sea and river transport development, the most significant projects implemented under the conditions of a PPP include projects for the development of the Ust-Luga port, Murmansk and Novorossiysk transport hubs [10].

Despite the fact that, according to the Russian Union of Industrialists and Entrepreneurs, more than 80% of Russian enterprises regularly participate in the solution of social tasks both at the level of municipalities and at the level of constituent entities, allocating 15-17% of their profits for these purposes, the experience with the PPP in the social sphere is extremely limited. In this field, one can mention only several individual, mainly local projects [10].

It is interesting to note that the Kazan administration could not find a Russian investor partner for the construction of a modern perinatal center and attracted the Finnish AVA clinic network to the project. A joint venture was created in partnership with 32% of the authorized capital formed by the municipality, and 68% – formed by investments of AVA-Peter. It will implement the reconstruction of premises, interior decoration, medical and technical equipment, personnel training. According to preliminary data, investments are estimated at \$17 million of own and borrowed

funds. The Perinatal Center building is transmitted to the holding company, with the city being the major buyer of services. The center is planned to serve mainly patients referred from local health authorities [12].

It is worth noticing that such an important issue as tariffs for health services in the PPP projects is still decided by the state, which promotes the availability of services. For example, in St. Petersburg, the PPP mechanism created one of the five Russian centers Euromedic International (dialysis center), which operates at the lowest tariff: "Such rates have been established by the city authorities, and we have agreed to them, as belonging to the large Euromedic network helps to reduce costs and tariffs" [12].

PPP in the field of culture is designed to address the following issues:

- implementation of comprehensive measures for public protection, conservation, and restoration of cultural heritage, museum collections, archives, and library funds;
- maintenance and development of infrastructure ensuring the preservation of cultural heritage objects, museum, archival and library values, guaranteeing citizens access;
- implementation of effective state control over the preservation of cultural heritage objects during their privatization, as well as transfer to ownership, use, ownership or lease;
- development of the methodological framework for economic efficiency in certain areas of cultural activity;
- promotion of economic mechanisms aimed at the development of market relations in the field of culture, considering the diversity of public and private support forms;
- development of infrastructure in the cultural sector, strengthening its material and technical base.

According to experts, in the conditions of insufficient financing of historical objects from the state, the PPP is the only option. The state in this union creates the conditions for business development to a private investor, provides documentary support and sends a monument to rent or asset management. The Tver Region has the most extensive experience in the implementation of the PPP in the field of culture. In the Tver Region, there are more than 10,000 cultural heritage sites, excluding 14 historical cities. The state cannot maintain all this wealth; therefore, some monuments gradually turned into ruins. However, for the second year running, different mechanisms of transferring objects to trust management have been practiced in the region [13].

The object manager has the right to remuneration and reimbursement of expenses spent on the operation of the monument – due to the income from its commercial use. For example, the joint project of the region's administration and the National Center for Heritage is the referral of the Traveling Palace of Catherine the Great in the center of Torzhok to the latter. The point is not only to use a single building but also to regenerate the historical center. At the same time, experts consider the example of the Traveling Palace in Torzhok to be the exception to all the rules. There is no law on trust management in the field of monuments in Russia.

Tver authorities initiated the program "Revival of Tver Estates" and the program for the preservation of wooden folk art. Moreover, the Tver branch of the State Academy of Slavic Culture opens a branch that will prepare "expert managers for the protection of historical and cultural heritage".

Germany expressed its willingness to participate in Russian PPP, yet not as investors, but as consultants. The Twinning project is designed to help countries in the field of monuments preservation. Today, Twinning experts are consulting three Russian commercial projects. Those include the International Tourist Complex in Yasnaya Polyana, which is headed by Vladimir Tolstoy – the descendant of the writer Leo Tolstoy; the creation of a National Trust as a form of monuments managing proposed by the Renaissance of Russian Manor Foundation, and the PPP project created at the Lermontov Estate – the National Lermontov Center in Serednikovo.

Let us consider in detail the project of "Yasnaya Polyana Agreement". On July 27, 2004, in Moscow, the Yasnaya Polyana Museum, Shchekinoazot OJSC and the administration of the Tula Region signed the first cooperation agreement under the Yasnaya Polyana Agreement.

The "Yasnaya Polyana Agreement" is an open social movement based on the idea of practical, business-like unification of all the creative and socially responsible forces of society, contributing to comprehensive, consistent and balanced regional development based on humanitarian resources [1].

The participants of the "Yasnaya Polyana Agreement" are convinced that establishing a new type of relationship based on deep partnership and shared capacities of culture, education, industry, science, business, public, and authorities will help to create new technologies for managing regional development and improving people's quality of life.

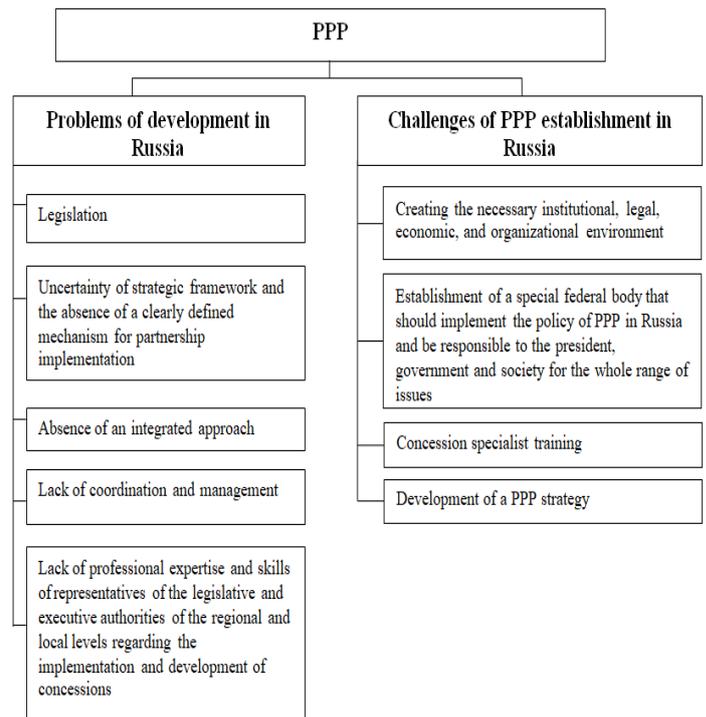
The participants (parties) of the Agreement – the Administration of the Tula Region, the State Memorial and Natural Preserve of Leo Tolstoy Museum-Estate Yasnaya Polyana, Shchekinoazot OJSC, represented by their leaders, state and recognize a common understanding of the problems associated with the economic situation in the Tula Region, the quality of life of its population, and the presence of the whole set of unsolved economic problems. Its main objectives are:

- to contribute to the development of the local community and to address the accumulated social, environmental and other problems in the region;
- to create a positive image of the territory, and consequently generate increased investments, create new jobs;
- to raise and educate a new generation on the best examples of national cultural heritage;
- to increase the flow of tourists to the region and the

country as a whole;

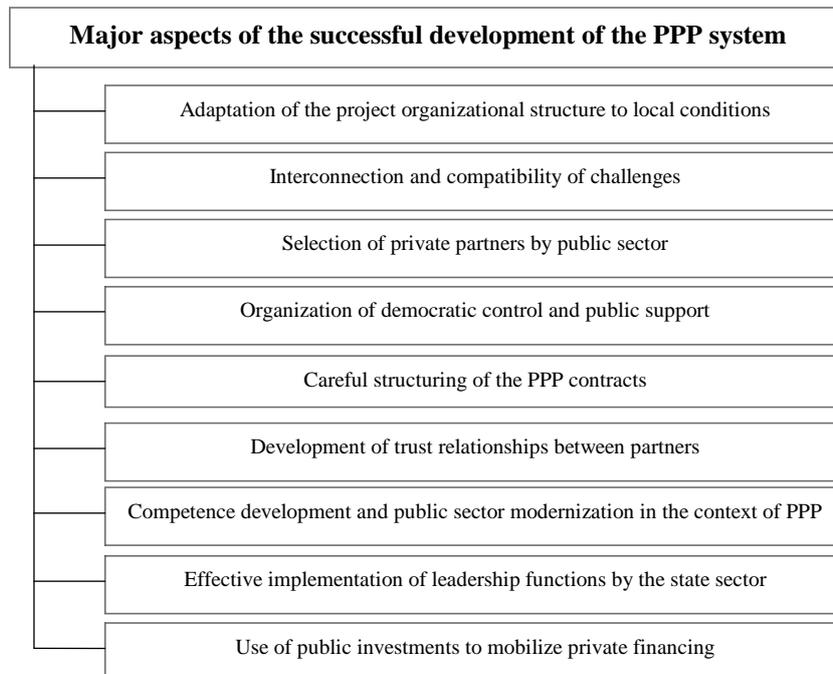
- to historically interpret and scientifically process the gold stock of the cultural heritage concentrated in the museum fund through enhanced use of modern technologists.

Thus, it should be concluded that the development of PPP practice in Russia follows the general trends. The sphere of transport and infrastructure is the most tested in this regard; however, the practice of PPP is starting to spread to other areas, primarily to the social sphere. Despite the progressive development of the PPP institute in Russia, experts note certain problems (see Figure 1).



**Fig. 1: Problems in establishing and objectives of the PPP in Russia [14]**

At the same time, there are several success factors for the PPP project in Russia (Figure 2).



**Fig. 2: Major aspects of successful PPP development [14]**

Speaking of the models of declarative norms, it is worth mentioning three fundamental tools for implementing territorial development strategies: targeted programs, regional cluster development programs, and PPP development programs.

Russia's transition to the market economy and the development of privatization has resulted in the emergence of several large private companies with subsidiaries in the regions. Many companies have already managed to create extensive regional networks; others are just starting to implement their regional expansion. Furthermore, with the transition to the market economy, Russia has opened to foreign companies, which also tend to create their regional networks. Private business has become an important part of regional policy. Underestimation of the private business interests in a market economy significantly reduces the effectiveness of the regional policy, which is implemented without considering regional trends reflecting business interests. In this regard, there is an urgent need to harmonize the interests of the state and business in their activities at the regional level.

State interest in establishing a mechanism for coordinating regional interests with private business is also related to the fact that the state should independently or together with private business set goals for national and regional socio-economic development and develop joint solutions. This might involve the co-financing of investment projects and other forms – the transfer of state-owned property to private business, the distribution of public orders among private companies, etc. [5].

At the same time, it is extremely important to develop clear principles for considering regional strategies of business groups in the Russian regional planning, as well as to determine priority and supported strategies by the state. Such principles might involve:

1) using basic principles of state regional policy. When developing the system of priorities in relation to the regional

strategies of business groups, the state should rely on the approved regional policy framework. These criteria determine the feasibility of supporting the implementation of a particular strategy based on federal and regional interests (for example, creating a common economic space in Russia; maximum consideration of social factors; the possibility to smooth interregional contrasts and develop backward territories; supporting the implementation of priority projects that will strengthen Russia's position in the world economy) [2];

2) considering predictability and positive regional change. The state should analyze the implications of the business of regional strategies in the medium and long term. The impact of regional business strategies on the regional financial and economic situation should be subject to analysis. When analyzing and forecasting, it is necessary to consider the improvement or deterioration of the socio-economic situation in the region, the reduction or increase of interregional differences. This, in turn, will allow drawing reasonable conclusions about the results of implementing the strategies. To analyze and forecast regional development, it is necessary to create a database of regional strategies of leading companies; it is advisable to develop criteria for determining the regional socio-economic situation and conducting its continuous monitoring;

3) establishing a conflict-free regional business environment in the face of competition. It is worth considering the existing relations between companies implementing their strategies in the same constituent entities of the Russian Federation. It is important to avoid situations where the collision of interests of different companies will result in aggravation of their competition, which, in turn, may have such negative consequences as the struggle of companies for political power in the region;

4) reducing of intraregional socio-economic differences. Sustainable regional development is impossible without reducing intraregional socio-economic differences. In this regard, reducing the concentration of the regional economy in a small number of municipalities is an essential priority. Therefore, considering the regional strategies of business groups, the state needs to support or proactively stimulate those that ensure the recovery of backward and resource-poor territories, suggest re-orientation and recovery of depressed regions [9].

Based on the above research, it is worth mentioning several prerequisites for the establishment of the PPP institution in the social development of the Russian Federation.

First, most of the constituent entities of the Russian Federation have formulated their medium and long-term development strategies. Social sectors and government and business cooperation occupy a significant place in these strategies, including the mechanism of PPP. At the regional level, 73 entities currently apply tax breaks, 61 – loan guarantees, 60 practice co-investment in commercial projects, 50 regions provide investment tax credits, and 43 subsidize interest rates.

Secondly, the social sphere has substantial needs for financial resources, the implementation of modern management methods and advanced technologies for the provision of services. Budget and insurance funds fail to satisfy these needs. The approval and implementation of national projects do not fully solve the problems of the relevant areas – housing and public utilities, education, health, etc. This fact necessitates the attraction of business resources [14].

Thirdly, the privatization of social facilities has extremely negative social, economic and political consequences; it does not meet the constitutional requirements. However, the state is an inefficient owner and fails to introduce modern management methods as part of public administration at social facilities. Therefore, the social sphere should remain under state control. Thus, only the mechanism of PPP will solve the problem, making it possible, on the one hand, to attract the resources of business entities, on the other hand – to maintain control and state supervision over the provision of socially significant services in the required volume and quality [14].

Fourthly, the stabilization of the economic situation in Russia allows predicting the cooperation between the state and the business structure for the duration of the agreement, including for the long term. The establishment of large companies at the regional level, the stable development of the financial and banking system allows for attracting additional funds to the PPP projects for various planning horizons.

Fifthly, the development of the legal framework in Russia, the streamlining of the functions of entities of public administration and local self-government can successfully protect parties' interests in the PPP projects. The development of program management at the level of regional government and local self-government provides the basis for the development of the PPPs under the declarative norms models.

## IV. CONCLUSION

Modern science and practice have formed various perspectives on the role of the state in the economy, the boundaries of its intervention, the importance of state, regional authorities and local government in socio-economic development. The relationship between the state and business structures has become one of the substantive aspects of research in the field of public administration.

The analysis of various interpretations of the partnership between the institutes of state and entrepreneurship in the theory of public administration, from the standpoint of monetarist, conservative and neo-conservative teachings in economics, allowed the authors to identify the main approaches to the study of PPP.

In relation to the above stated, the authors believe that PPP should be considered as an institution based on a set of formal and informal rules aimed at organizing joint activities of the state, local governments, and business structures to meet public interests, as well as social and economic interests of the parties.

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