



GENDER BUDGETS IN RUSSIA

Project proposal

Duration:	18 months
Countries covered (Region):	Russian Federation (at federal level and Komi Republic as a pilot)
Executing Agency:	UNIFEM
Implementing Agency:	UNIFEM
Co-operating Agencies:	Government of Russian Federation, UNDP Russia, women's networks in Russia, women's NGOs in Komi Republic, government in Komi Republic

A. Background and Justification:

UNIFEM considers gender budgeting as an important tool for women's empowerment and en-gendering governance all over the world. As the worldwide experience shows, the process of gender budgeting enables to increase the accountability of governments and attract public attention to the issue of just and equitable allocation of resources. Globally, UNIFEM has produced the "International Legislation on Gender Equality: UN Millennium Declaration" which included a debate on Gender Budget, reflecting the importance for better gender mainstreaming in budgeting processes for balanced development processes.

In Russia, UNIFEM and UNDP have been working on en-gendering governance processes and increasing accountability of governments. In particular, UNIFEM's technical assistance at the Women's Forum in Irkutsk, Russia (July, 2002) resulted in the official adoption of the Gender Development programme by the authorities of the Siberian Federal District. Through its work on CEDAW and women's human rights, UNIFEM supported efforts of UNDP in Russia on promoting women's leadership. In particular, it influenced on the elections conducted in the Komi Republic in March 2003 (elections into the parliament of the Komi Republic, municipal legislative power bodies of the Republic). Nine women won the elections and they might be potential supporters to gender budgeting initiatives in future. UNDP conducted round tables on gender budgeting with representatives of governments, local authorities and academia. On one of the round-table the representative of the Accounting Chamber of Russia expressed an intention to include gender considerations into budgeting process starting from 2004. As a result of information dissemination, women's organizations and networks became particularly interested in the issues of gender budgeting as a tool for change and increase of government's accountability.

An overview of budget process has been done by UNIFEM. It was focused on procedures, legal background, timing and participants of budgeting process in Russia, with the indication of critical points for intervention by participation of civil society, including women's NGOs. The review emphasized the importance of civil society participation in budgeting processes for increasing accountability of governments and as a precondition for transparent and responsible decision-making. This overview revealed a number of interesting initiatives on the increasing public participation in budgeting processes supported by international organizations.

The women's programme of the OSI in Russia supported the development of the gender budgeting methodology adapted to the realities of Russia. Development of the methodology



for gender budgeting, however, wasn't followed by practical work on trying to incorporate it into decision making process. Another initiative was the creation and updating open budget databases at national and regional levels, with the support of Ford Foundation and Eurasia Foundation. Open budget initiatives supported by Ford and Eurasia foundations were implemented at municipal level, which puts limitation on the scale of impact; besides, they were not focused on gender.

UNIFEM/UNDP through its work on analyzing and discussing budgeting/gender budgeting processes, training of all interested parties, such as representatives of women NGOs and government officials, were able to attract the attention of the government officials and community to the necessity of introduction of the gender components into the management in financial and economic spheres. The preliminary activities conducted in the budgeting sphere, formation of the public opinion and the political will to work in this direction, contributed to the creation of the preconditions for implementation of the pilot project "Gender Budgeting in the RF". The next stages would be to put the idea of gender budgeting in practice. The project will include the following steps: (a) to conduct gender analyses of government's decisions, i.e. whether equal rights and opportunities policy is supported by financial decisions and allocation of resources, (b) to formulate mechanisms for estimation of the financial flows of the governmental resources (c) to define the role of gender budgets in the national machinery on improvement of the women status and gender regulation, (d) to elaborate recommendations for women NGOs that could be used at all stages of the budget adoption. All these activities will be feeding into the work of UNCT on MDG and, consequently, provide material for Russia MDG report.

The proposed project aims to pilot methods of gender budgeting in CIS as a means of ensuring accountability of government and making decision making processes more participatory and gender sensitive.

B. Beneficiaries:

Women in Russia, civil society organizations, governmental structures responsible for solving the gender issues.

C. Development Objective:

Increased women's participation in policy-making and budgetary allocations at national (Russian Federation) and sub-federal (Komi Republic) levels in the context of decentralization processes

D. Immediate Objectives:

- ?? Create mechanism of monitoring budgeting processes involving wide participation of civil society organizations at federal and sub-federal level.
- ?? Prepare proposal on strengthening of the transparency of consolidated budget in the RF (federal and regional) in order to widen participation of citizens in the process of the decision-making at all levels.



- ?? Provide expertise of the gender consequences of the socio-economic legislation by activities and sectors financed from the budget.
- ?? Develop a methodology of the gender analyses of budget and its practical application for the budget of the RF and budget of the Komi Republic.
- ?? Develop a mechanism for gender analyses of budget and mainstreaming gender in budget processes through public participation at sub-federal level.

E. Strategies:

Project strategies are based on the understanding that gender budgeting requires high level expertise and thoroughly developed methodology, as well as concerted efforts of a number of actors: government, civil society, parliaments, experts and media.

- ?? Create/facilitate alliance between women's NGOs, experts, civil society organizations and governments (cooperating with women in power) for better accountability of governments.
- ?? Provide high quality expertise on gender mainstreaming in budgeting processes and use it for broad public discussions and lobbying for more gender sensitive budget allocations.
- ?? Build capacity of women's groups and governments and have gender experts introduced into drafting groups, preferably on a regular basis
- ?? Pilot methods of gender budgeting and document the experience for further replication in the regions of Russia and (possibly) in other CIS countries

A Steering Committee will be created to oversee all project activities and keep them in line with general policy development in the country. The Steering Committee will consist of representatives of Accounting Chamber, President's Office, federal government, women's networks working at national level, and progressive media, as well as high level experts in gender budgeting issues and representatives of other budget groups and initiatives in Russia, thus providing for national ownership of the project. The Steering Committee will ensure linkages and support with all sectors of society concerned to the project activities, thus making them more effective. It can also become a focal point for sustaining gender budgeting activities after the project is over, becoming a kind of "national budget group".

E. Activities:

Activity 1.

Conduct research on improvement of the methodology of analysis and formation of the budget (gender approach) in accordance with the project's objectives

The project experts have to determine methods and mechanisms for determination of the incomes and expenditures at all levels of the budgeting system (federal and sub-federal levels).



Activity 2.

Train a cadre of experts in the methodology of gender analyses of budgets, so that they could further conduct gender analyses of budgets in 2 administrative units selected for the project implementation and develop recommendations on their (budgets') improvement from gender point of view.

High-level national expert will conduct a workshop with a group of specialists from Moscow and Komi Republic of Russia. Workshop participants will be selected basing on recommendations and in consultations with governments and NGOs among specialists with background in economic and social spheres, coming from academia, NGO and government sector.

Activity 3.

Conduct gender analyses of budgets of Russian Federation and Komi Republic and develop recommendations on their (budgets') improvement from gender point of view to be presented to the bodies authorised to adopt budgets.

National expert will mentor the group of specialists through the gender analyses of budgets and help to develop recommendations on their (budgets') improvement from gender point of view to be presented to the bodies authorised to adopt budgets.

Activity 4.

Organize a series of small workshops/workshop that targets women, women's groups, and other actors (such as Parliamentarians, public, youth, political parties, media, and others at federal or local levels) to share with them the findings of the analysis and identify priorities for change, define the content of the lobbying campaign and the develop a specific communication Strategy with regard to these goals.

This will ensure dissemination of findings, ownership and participation, and will guide the lobbying/advocacy campaign(see Activity 5) and define its objectives and anticipated results.

Activity 5.

Organize a lobbying campaign at national level and in pilot regions/republic; conduct round tables and workshops with all stakeholders (government, parliament, NGOs, experts) to receive more insights on experts' recommendations from a range of stakeholders and to improve recommendations.

Findings of the gender analyses of budget will be used for advocacy and lobbying purposes during the process of budget development and approval. The parliamentary hearings would be organized in order to support public influence on legislative and executive power bodies and to use trained experts in the field of the gender budgeting in newly created working groups for preparation of the federal and regional budgets.

Activity 6.

Widely discuss the results of gender budgeting activities in Komi Republic and Russian Federation to evaluate the activities and draw lessons. Various stakeholders, including governments, NGO experts, academia, civil society representatives and others, will be involved in the discussion. Summarize project results and make recommendations for future gender budgeting initiatives in Russia and institutional establishments for gender mainstreaming throughout budgeting process at federal and sub-federal levels.



The experience of gender budgeting in Komi Republic of Russia and Russian Federation will be documented and presented at various meetings with stakeholders. The most successful components/initiatives will be recommended for further replication/development. Information package on gender budgeting in Russia will be developed, covering such issues as content and methodology of gender analyses of budgets; scheme of public participation in budgeting processes; legal and institutional support to gender budgeting and other issues concerned. The information pack will be presented at final conference to a broad range of stakeholders, including governments, parliaments, NGO representatives, experts, international organizations and others concerned.

F. Project implementation mode

A project coordinator will work in Moscow, under immediate supervision and guidance from UNIFEM Regional Office for CIS, to ensure timely and effective interaction between project partners in the regions and provide for expert support from the center; the project coordinator will liaise with other international organizations working on similar issues. The project coordinator will work directly with the Steering Committee to obtain their support to project activities. A non-governmental organization (*Women's Chamber* in Komi Republic) will be subcontracted to organize activities and ensuring contacts with actors at the oblast/republican level. UNDP Russia will provide organizational support to project implementation. The project coordinator will be responsible for project's reporting to and communication with UNIFEM Regional office.

G. Results

Outputs

- ?? Piloted and improved methodology of gender expertise of budgets, summarized in an information package on gender budgeting in Russia, covering such issues as content and methodology of gender analyses of budgets; scheme of public participation in budgeting processes; legal and institutional support to gender budgeting and other issues concerned;
- ?? A cadre of economists trained in gender analyses of budgets at sub-federal level;
- ?? Gender budgeting scheme is adapted to the conditions of Samara oblast and Komi Republic and governments consider adjustments in budgeting process to better reflect gender concerns.
- ?? Network of NGOs and experts working on gender budgeting issues created in Russia

Outcomes

- ?? The mechanism to incorporate gender concerns in the budgets at the stages of *planning, formulation and implementation* is developed and piloted,
- ?? Institutional and legal strengthening of gender evaluation of budgets in at least one subject of Russian Federation
- ?? Increased public participation and gender mainstreaming in the government processes through gender analyses and influencing budgeting processes from the part of civil society
- ?? Increased interest of governments of Russian Federation and Komi Republic in applying gender budgeting schemes.



Impact

?? Improved budget allocations and increased accountability of governments;

E. Challenges and Risks

The main challenge is that budgeting process is a very rigid system and done solely by government and parliament, while gender mainstreaming requires flexibility and innovative thinking, and these two things seems hardly to be compatible. As methodology of gender analyses of public expenditures is not perfectly developed and has not been applied in practice in Russia at sub-regional level, many depends on the level and quality of experts' work, therefore, training and mentoring should be carefully developed. Political will of the government, which is currently present and favors the implementation of gender budgeting initiatives in two regions of Russia, may fade due to changes in the governments and parliaments. And, finally, changing legal environment can also affect the course of project implementation

F. Monitoring and Evaluation

The Project Coordinator will undertake regular monitoring and evaluation, basing on the reports from focal point in Komi Republic and information from project consultants working at federal level, materials of workshops etc., and adjust implementation plans as necessary. Project Coordinator will regularly submit progress reports to UNIFEM CIS regional office in Almaty and UNDP Country Office in Russia. The final conference will also contain a monitoring and evaluation block in the agenda, where participatory evaluation of the project and recommendations for future will be made, in particular, in terms of sustainability of gender budgeting initiatives in Russia.

PROPOSED BUDGET (in USD)

		2004	2005
017 01	National Project Coordinator Moscow	13,500	13,500
017 04	National Consultants	4,000	4,000
021 01	Subcontracts	10,000	7,000
034 01	Training, conferences/meetings	10,000	10,000
016 01	Travel	3,000	2,000
045 01	Office premises	4,500	2,500
045 02	Equipment	2,000	1,000
052 02	Publications	5,000	2,000
053 01	Sundries	1,000	2,000
053 02	Communication expenses	1,000	1 000
	TOTAL	54,000	45,088*

*** The amount of \$53,912 is available from current UNIFEM budget for CEE/CIS section, and the rest of required funds will be raised in the course of project implementation**



LOGICAL FRAMEWORK ANALYSIS

NARRATIVE SUMMARY	EXPECTED RESULTS	PERFORMANCE MEASUREMENT	ASSUMPTIONS/ RISK INDICATORS
Development Objective / Goal	Impact	Performance Indicators	Assumptions/ Risk Indicators
Increase women's participation and better reflect gender concerns in the governance processes through gender analyses and public participation in budgeting processes (development, adoption and implementation of budgets at sub-federal levels)	<p>Improved budget allocations and increased accountability of governments;</p> <p>Increased public participation and gender mainstreaming in the government processes through gender analyses and influencing budgeting processes</p>	<p>More just and equal allocation of resources in budgets of Komi Republic and Russian Federation;</p> <p>Increased attention of civil society to the issue of gender budgeting (greater number of appeals, meetings, letters to parliaments from representatives of civil society etc.);</p> <p>Increased support to gender budgeting initiatives from government's part;</p> <p>increased sensitivity of the parliaments in Komi Republic and Russian Federation to gender issues</p>	Political will successfully mobilized to allow for broader participation of civil organizations in the budgeting process
Immediate objectives / Purpose	Outcomes	Performance Indicators	Assumptions/ Risk Indicators
1. Pilot methods of gender budgeting in CIS.	Piloted and improved methodology of gender expertise of budgets, summarized in an information package on gender budgeting in Russia;	Information kit on gender budgeting in Russia covering such issues as content and methodology of gender analyses of budgets; scheme of public participation in budgeting processes; legal and institutional support to gender budgeting and other issues concerned;	Project participants have enough professional skills and gender sensitivity to further develop and apply the methodology of gender analyses to budgets at sub-federal level



<p>2. Create critical mass of expertise and develop/improve the methodology of gender analyses of budgets.</p> <p>3. Develop a mechanism for gender analyses of budget and mainstreaming gender in budget processes through public participation at sub-federal level.</p>	<p>Network of NGOs and experts working on gender budgeting issues created in Russia;</p> <p>The mechanism to incorporate gender concerns in the budgets at the stages of <i>planning, formulation and implementation</i> is developed and piloted,</p> <p>Gender evaluation of budgets in at least one subject of Russian Federation is strengthened institutionally and legally;</p>	<p>Increased number of publications on gender and budgets, articles and public statements by experts and government\parliament representatives</p> <p>increased coverage of gender issues and, in particular, gender budgets, in media;</p> <p>Gender experts participate in working groups drafting budgets;</p> <p>Gender experts, NGOs and civil society participate in public hearings on budgets</p>	
Resources	Outputs	Performance Indicators	Assumptions/ Risk Indicators
<p>Total US\$ 99,000 for 1.5 year: 2004-2005</p>	<p>A cadre of economists trained in gender analyses of budgets at sub-federal level</p> <p>Resource materials on gender budgeting produced</p> <p>Project experience documented and disseminated, made open for the use of stakeholders in Russia and region</p>	<p>Number of economists trained</p> <p>Number and quality of resource materials produced</p> <p>Project partners and other stakeholders actively use the materials produced within the project</p>	

Terms of Reference

National Project Manager

Background

The proposed UNIFEM project entitled ‘GENDER BUDGETS IN RUSSIA’ aims to pilot methods of gender budgeting in CIS as a means of ensuring accountability of government and making decision making processes more participatory and gender sensitive. The project duration is eighteen months and it will focus on increasing women’s participation in policy-making and budgetary allocations at national (Russian Federation) and sub-federal (Komi Republic) levels in the context of decentralization processes. In particular, the project will create mechanism of monitoring budgeting processes, develop proposals on strengthening of the transparency of consolidated budget in the RF (federal and regional) in order to widen participation of citizens in the process of the decision-making at all levels, and develop a mechanism for gender analyses of budget and mainstreaming gender in budget processes through public participation at sub-federal level. The National Project Manager is recruited on a full-time basis for the entire period of project duration.

Main tasks:

Under the supervision of the Regional Programme Director for the CIS, with regular guidance from the UNIFEM Economic Adviser, and in close cooperation with UNDP in Russia, the National Project Manager will be responsible for:

- ?? Setting up the organisational structure of the project;
- ?? Organising, co-ordinating, preparing, conducting and providing technical advice and input to project activities;
- ?? Liaising and consulting with UNDP, the Government and NGO partners, as well as with other UN and intergovernmental agencies as necessary;
- ?? Undertaking continuous monitoring of progress throughout the project phase, drafting relevant reports and correspondence with the UNIFEM Regional Office for CIS countries as well as with the UNIFEM HQ management;
- ?? Ensuring incorporation of gender aspects into all activities and publications by other UN agencies are engendered, especially providing technical assistance on gender issues to the UN Joint Expanded Programme to Combat HIV/AIDS in Kyrgyzstan;
- ?? Preparing and updating work plans and ensuring their timely execution;
- ?? Organising and supporting technical assistance, monitoring and evaluation missions and subcontracted project activities, including drafting ToRs for all project subcontractors;
- ?? Managing project’s financial resources in accordance with UNIFEM rules and regulations;
- ?? Perform other duties as required.

Qualifications and skills: The successful candidate must be a national of Russia and have an advanced degree in social sciences and at least from three to five years of relevant professional experience. The position requires in-depth knowledge of current socio-economic and political developments in Russia, and an excellent understanding of the gender aspects of these developments. The candidate should have excellent analytical, research, writing and communication skills. Previous employment experience with international organisations or government agencies will be an advantage. The prospective candidate should have excellent knowledge of English and Russian language. S/he should have the ability to deal with a heavy workload and to meet deadlines on time, coordination skills, as well as work independently and yet in close consultation with external international consultants and UNIFEM regional and HQ supervisors.