



Ministry of Finance
of the Russian Federation

REPORT

BEST PRACTICES in THE DEVELOPMENT
of INITIATIVE BUDGETING
in THE REGIONS and MUNICIPALITIES
of THE RUSSIAN FEDERATION



Moscow, 2020



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This report has been prepared by the Center for Initiative Budgeting at the Financial Research Institute of the Russian Ministry of Finance with the support of the Department of Budget Methodology and Public Sector Financial Reporting

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1 Main outcomes and development trends of initiative budgeting

Participatory budgeting (PB), which is developing worldwide, is called initiative budgeting (IB) in Russia. Initiative budgeting remains one of the most developing activities in 'The Citizens Budget' project of the Russian Ministry of Finance (MoF). 2019 saw a considerable increase in the number of initiatives implemented, the funds raised from different sources for IB program development, and the number of IB practices.

The Program for Developing IB in Russia (the Program) as part of the MoF State Program on Public Finance Management and Financial Market Regulation continued in 2019.

By the end of the year, the Program activities included 13 promotional and educational events held for regional and municipal financial authorities, 4 of which were webinars with the technical support of the Federal Treasury. Over the past 4 years, about 8,000 people have participated in IB training events.

IB promotion is supported by federal legislation. The draft laws on IB, developed in 2019 by the MoF and the Ministry of Justice, provided a basis for the draft laws submitted on February 3, 2020 to the Russia State Duma¹. These bills were adopted on July 14, 2020, approved by the Federation Council on July 15, 2020, signed by the President, and published on the legal information portal on July 20, 2020².

Following the adopted laws, in 2020, the MoF plans to develop methodological tools, including recommendations for planning regional and municipal budgets to deliver IB initiatives, and methodological recommendations for regional and local authorities and the public to prepare and implement IB projects.

In order to implement the Concept for Increasing the Budget Spending Efficiency 2019–2024, the MoF also plans to integrate IB into some federal and national projects, and government programs.

At the end of 2019, the MoF published an overview of current practices and individual recommendations on supporting IB to be used by regional executive authorities, representatives of IB project centers, and organizations and consultants involved in IB implementation in Russian regions and municipalities.

¹ The draft laws were developed following the President's address to the Federal Council on January 15, 2020, and the meeting of the Presidential Council for the Development of Local Self-Government on January 30, 2020.

² Federal Law of 20.07.2020, No. 236-FZ 'On Amendments to the Federal Law On General Principles of Organization of Local Self-Government in the Russian Federation'; Federal Law of 20.07.2020, No. 216-FZ 'On Amendments to the Budget Code of the Russian Federation.

In 2019, the IMF presented the Russian Federation Fiscal Transparency Evaluation Update; this international document also mentions the IB development in Russia.

Legislative support for IB development is also provided at the regional level, Russian regions actively include IB in their legal framework. The assessment indicator 1.4 ‘The number of Russian regions that approved programs for the IB implementation as part of the State Program’ in 2019 grew to 61 regions, which is 35.5% higher than the preplanned figure. The growth of indicator 1.4 was also accelerated through the inclusion of IB development activities in the Russian Federation strategic planning documents.

2019 also saw a considerable increase in IB development at the municipal level, in particular, the number of IB initiatives using organization and financing exclusively from local budgets. This is typical for most countries of the world, where municipalities are the actors mostly interested in individual participation in budget decisions. In addition, it is planned that in 2020, the urban districts of Kaliningrad and Gvardeisky in the Kaliningrad Oblast, and Petrovsky in the Stavropol Krai will join the municipalities independently implementing IB programs.

This year, IB in Russia will receive a new impetus for its development. The financial authorities of Kaliningrad Oblast, Krasnodar Krai, and Nizhny Novgorod Oblast announced the launch of regional programs. The project selection in certain regions started in 2019, and their implementation is to start this year. For Nizhny Novgorod Oblast, it will be the second IB program, along with the Local Initiatives Support Program (LISP), which has been implemented since 2013. Moscow and Rostov Oblasts, in 2019, adopted new legislative acts on IB that ensured the launch of large-scale programs. Orel Oblast, in 2020, intends to develop two IB mechanisms in parallel, extending support for public initiatives in rural areas.

St. Petersburg, in 2020, also launched new IB practices. Unlike the regions where legislative regulation precedes the IB launch, the St. Petersburg’s legislators initiated the bill a few years after the successful implementation of the ‘Your Budget’ project.

In a number of regions the IB launch is underway, e.g. the Republic of Crimea is currently discussing a bill on IB, and is starting training for municipal authorities. The regional and local financial authorities are increasingly involved in the preparation and implementation of IB programs and activities.

This report is based on data provided by the regional executive authorities on the implementation of their IB programs and practices in 2019.



School initiative budgeting in St. Petersburg

2 An overview of initiative budgeting in the Russian regions

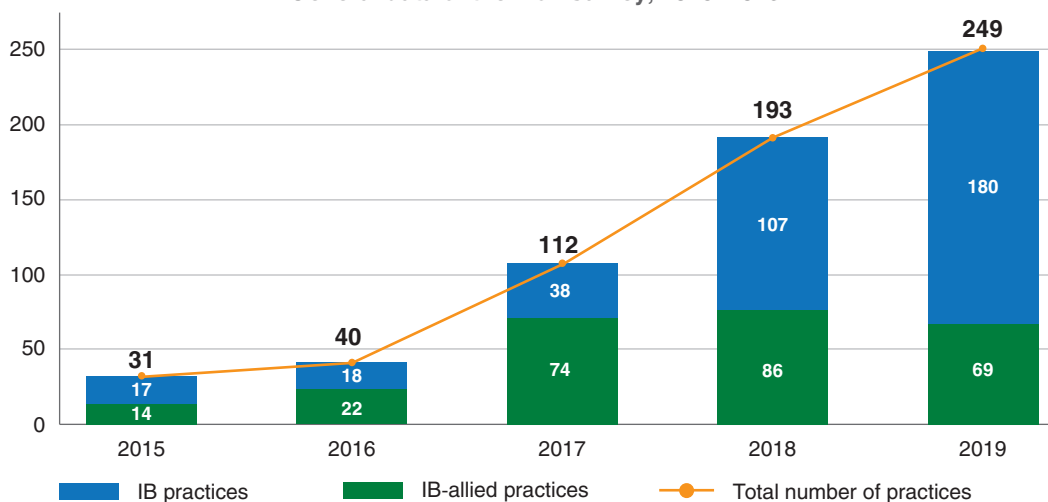
2.1. General characteristic of IB development in 2019 and plans for 2020

During the fourth IB monitoring cycle, 81 executive authorities of the Russian regions sent their responses to a MoF survey about the development of public participation in budget decisions. In 2019, 69 Russian regions implemented 249 practices at various levels, providing for the participation of the public in IB programs. The total number of IB practices has grown significantly from 193 to 249, while the number of the regions developing IB has hardly changed – from 68 to 69.

2019 confirms the development of several IB mechanisms simultaneously. 2 or more IB practices at different levels were reported in 38 Russian regions. More than 10 practices were simultaneously implemented in the Republic of Bashkortostan, Samara, Orenburg, and Ulyanovsk Oblasts, Yamalo-Nenets Okrug and Khanty-Mansi Autonomous Okrug – Yugra.

These practices often differ in scale, and financial and infrastructure support. More and more often the number of practices increased due to municipal decisions. In the Republic of Bashkortostan and Novgorod, Kirov, and Sakhalin Oblasts, the diversity of practices is seen in regional programs. In Yaroslavl Oblast a single IB practice includes subsidies from several

General data of the MoF survey, 2016–2019



Source: Center for Initiative Budgeting, Financial Research Institute (FRI), MoF

Fig. 1

regional programs. Some regions continuously support a set of well-proven IB-allied mechanisms that are not linked by a single IB development strategy. Taking into account regional features to support citizen initiatives, more individuals have opportunities to participate in budget decisions at the local level.

In 2019, IB expansion was mainly due to its development at the municipal level; the number of such practices increased from 91 to 147 while the total number of practices implemented at the regional level remained unchanged – 102. Over the past year, the structure of regional processes was transformed, which was reflected in the typology of applied practices. In 2019, the regions provided fewer responses (69 versus 86 in 2018) describing allied practices, but the number of IB practices increased from 107 to 180.

Among the new regional IB programs in 2019 are ‘Your Kuzbass is Your Initiative’ in Kemerovo Oblast, LISP in Volgograd Oblast, ‘Our Initiative’ in the Udmurt Republic, ‘The People’s Budget’ in Novgorod Oblast, the ‘Citizens’ Initiative’ project in the Altai Republic, and IB programs in the Republic of Kalmykia and Chukotka Autonomous Okrug.

New municipal practices included ‘Your Courtyard Constructor’ in Samara, ‘The People’s Budget – Territorial Public Self-Government’ in Vologda, ‘The Budget of Your Opportunities’ in Arkhangelsk, city IB programs in Yekaterinburg and Cheboksary. Worth noting are the municipal projects in the urban districts of the Yamalo-Nenets Autonomous Okrug, Khanty-Mansi Autonomous Okrug – Yugra, the Udmurt Republic, Sverdlovsk Oblast and rural municipalities of Stavropol Krai, and the Republic of Bashkortostan.

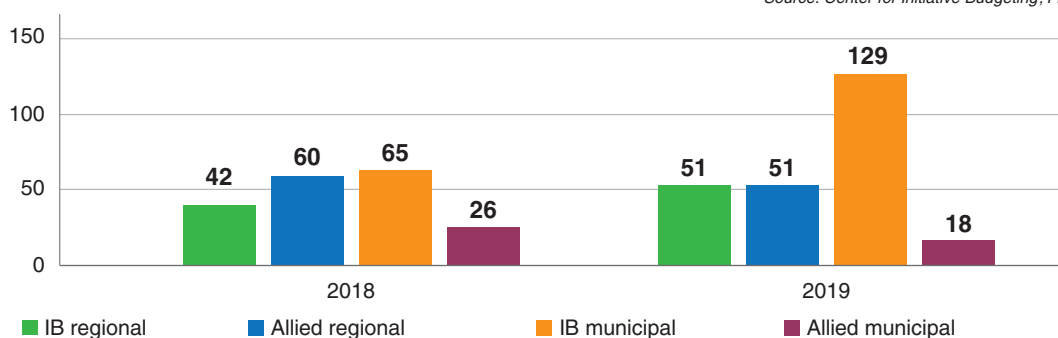
School budgeting became an important area of IB development. Sakhalin Oblast was, in 2017, the first to launch IB for school students. In 2019, IB school practices started in St. Petersburg, Yamalo-Nenets Autonomous Okrug, Altai Krai, the Komi Republic, and Yaroslavl Oblast, including independent projects in the cities of Noyabrsk and Arkhangelsk, and in the Borovichi municipal district of the Novgorod Oblast. In St. Petersburg, two pilot

Table 1

Practices implemented at the regional and municipal levels, 2018–2019

Practices	2018	2019
IB practices	107	180
Allied practices	86	69
Regional practices	102	102
<i>IB</i>	42	51
<i>Allied practices</i>	60	51
Municipal practices	91	147
<i>IB</i>	65	129
<i>Allied practices</i>	26	18

Source: Center for Initiative Budgeting, FRI, MoF



Source: Center for Initiative Budgeting, FRI, MoF

Fig. 2

projects were implemented using different approaches to school IB – the project for high school students ‘Your Budget’ in the schools of the central district, and the ‘Change’ project in the Petrogradsky district. In 2020, a youth practice was launched in the Udmurt Republic to expand participation in IB – the ‘Atmosphere’ project for school and university students aged 14 to 25.

New practices reported by the Russian regions include also regional practices initiated in the new state program ‘The Integrated Development of Rural Areas’. For the first time, there were municipal project winners of the federal competition for the improvement of small towns and historical settlements, which were implemented on IB principles. In 2020, such projects will be developed in the towns of Yelets in Lipetsk Oblast and the Karabash urban district of Chelyabinsk Oblast. In the 2020 monitoring results, such projects are planned to be separated into a special category.

2.2. Financial Indicators of IB Development

In 2019, the total funding for IB projects increased significantly to 24.1 billion rubles (25% higher than 2018). The financial support from the budgets of all levels is still the most important resource for citizen initiatives and accounts for 91% of the total costs. The contribution of regional budgets in the all budgetary (54.5%) sources is vital. Budget subsidies under federal projects and programs was 20%. The shares of these two sources remained the same. The municipal support for individual projects increased both in absolute (by 1 billion rubles) and in relative (by 1%) values reflecting IB expansion at the municipal level.

The extra-budgetary co-financing from the public and legal entities increased insignificantly. The total contribution of individual financing of IB projects does not exceed 10%. Over the five years of monitoring, only in 2015, was this indicator about 17%, which is explained by a large share of practices with mandatory co-financing, and the lack of data on federal support.

In subsequent years, the monitoring showed practices where extra-budgetary support was not mandatory or not strictly regulated by normative legal acts. In financial terms, support from the public is increasing annually, and in 2019 it exceeded 2 billion rubles.

Extra-budgetary support is often provided in the form of property or labor contributions, such as the purchase of materials, dismantling work, landscaping, transportation or other

Financial indicators of IB practices in the Russian regions, 2015–2019

Table 2

million rubles

Parameters	2015	2016	2017	2018	2019
Total cost of IB projects, including:	2,395.0	6,995.6	14,501.7	19,314.3	24,064.2
Total financial support from the budgets of all levels, incl.:	1,990.7	6,291.9	13,372.6	17,371.2	21,883.9
federal budget	n/a	22.3	3,782.7	3,907.3	4,835.7
regional budget	1,375.8	5,132.6	7,679.0	10,499.3	13,110.7
municipal budget	614.9	1,137.0	1,910.9	2,964.6	3,937.5
Extra-budgetary co-financing, including:	404.3	703.7	1,129.3	1,943.1	2,180.5
funds from the public	205.5	478.1	776.6	1,123.1	1,267.3
funds from legal entities	182.1	218.9	344.5	714.6	811.3
other co-financing forms	16.7	6.7	8.2	105.4	101.9

Source: Center for Initiative Budgeting, FRI, MoF

work performed by the public as part of the project. Sometimes such work is estimated and the cost of services or materials is included in the general estimate of the project. In 2019, such contributions were 101.9 million rubles and were classified as 'other co-financing forms'. The largest volume of such co-financing was recorded in the LISP of the Republic of Sakha, which was 11.1% of the total costs. In some practices, the financial equivalent of such contributions is limited by the normative legal acts (e.g., no more than 30% of the project cost).

In-kind contributions are used in 50% of all projects. These can be very creative and diverse forms of public engagement: volunteer events, charity fairs, expert support and creative participation. For example, in Yakutia, villagers prepared 27 trailers of firewood and handed them over to their fellow villagers for free to encourage them to donate money to co-finance the school renovation project.

Such events are often organized after the winning project has been determined, at the stage of raising funds from the public and the project implementation. Therefore, statistics on civic participation are often no longer kept, since these indicators cannot contribute to the victory of the project, so such data is not part of the monitoring.

The financial assessment of such contributions and the accounting of these funds in the total of other co-financing sources leads to confusion in the concepts of 'non-financial contributions', 'property and labor contributions' and 'other co-financing sources'. General practice shows that the variety of financial participation is generally taken into account in the total extra-budgetary support provided by the public.



Firewood collection

2.3. IB projects: selection, typology and costs

The number of projects implemented in 2019 increased by almost 2,000 to 21,841 (13.0% more than 2018). In total, the public submitted 152,385 project ideas making it was possible to implement every seventh project nominated; 20,369 projects were determined as winners. However, the number of implemented projects was 1,472 more. These additional projects were possible because of the budget savings resulting from competitive procedures. The normative legal acts of many IB programs provide for the opportunity to use such saved funds to support other projects.

The average project cost also increased. In 2018, it was 1.02 million rubles, and in 2019 it was 1.1 million rubles. Different types of practices have different thresholds for project costs and the subsidy provided. Therefore, this indicator requires a comparative assessment for different groups of practices. The higher average value in 2019 reflects an increase in the volume of financial support for IB projects.

The most popular projects in 2019 were road infrastructure projects (15.1%) and the improvement of public areas: courtyards (11.2%), public recreation areas (10.7%), children's playgrounds (8.0%), and public sports facilities (6.7%).

The number of water supply and road infrastructure projects decreased slightly compared to 2018. The share of event projects (from 3.0% to 0.4%) and projects for vulnerable groups (from 3.0% to 0.5%) decreased significantly. The demand for fire safety projects remained at 2.6%.

In 2019, the share of educational projects increased to 7.2%. The statistics from 2018 did not include new 'school' practices, therefore the projects for school infrastructure, pre-school institutions, and additional education for children presented in this report were implemented within conventional practices, where priorities are defined by adult participants.

'Other' includes the most common projects implemented within IB-allied practices. For example, projects to improve medical care, to establish worship cross, to create a village chronicle, to construct dog walking and training zones, to demolish dangerous housing, to prevent and eliminate emergencies, and even a project to prepare a brochure on the fight against hogweed spread. This category included constructing bridges, cleaning ponds, arranging water reservoirs for fire safety, and gas pipelines.

According to the survey data, the share of beneficiaries of all IB projects implemented in 69 regions in 2019 increased up to 34.3% of the total population of these regions (11.0% more than 2018). Evaluating this indicator on the scale of the Russian Federation, in 2019, this was 30.8% of the total population.

Table 3

Typology of projects in all practices, 2016–2019 (%)

№	IB project type	2016	2017	2018	2019
1	Water supply, wastewater disposal systems	11.0	9.7	8.5	7.1
2	Roads and road infrastructure (sidewalks, pedestrian crossings and public transport stops)	14.5	13.0	15.1	15.1
3	Street lighting	8.7	7.2	8.4	6.0
4	Fire safety	2.7	2.7	2.7	2.6
5	Consumer and personal services	0.2	0.2	0.1	0.1
6	Cultural heritage (monuments, museums)	2.1	2.2	2.2	2.9
7	Educational projects	–	–	5.6	7.2
8	Cultural and library projects, reparations of cultural centers *	11.7	10.1	7.7	6.7
9	Fitness and mass sport facilities	4.6	4.6	5.3	6.7
10	Complex improvement of courtyards**	–	–	8.4	11.2
11	Children playgrounds	8.8	8.1	7.8	8.0
12	Public recreation areas and territorial improvement facilities	18.1	17.9	9.4	10.7
13	Cemeteries/burial places	3.7	3.8	4.9	4.9
14	Solid municipal/domestic waste and garbage collection	5.3	3.0	3.1	3.5
15	Event projects (festive occasions and festivals)	4.6	3.7	3.0	0.4
16	Housing and public utilities (repair of facades and roofs), heat supply, wastewater disposal systems, and gas pipelines	–	1.3	1.9	0.9
17	Large infrastructure projects (bridges, dams, improvement of reservoirs)	–	0.3	0.2	0.3
18	Acquisition of equipment, machinery, and vehicles	–	4.1	1.6	1.9
19	Projects for vulnerable social groups and disabled people	–	–	3.0	0.5
20	Other	4.0	8.1	1.1	3.3

Source: Center for Initiative Budgeting, FRI, MoF.

* Before 2017, educational institutions were also included in this category.

** Before 2018 they were included in the category 'Public recreation areas and territorial improvement facilities'.

2.4. IB financing from regional budgets

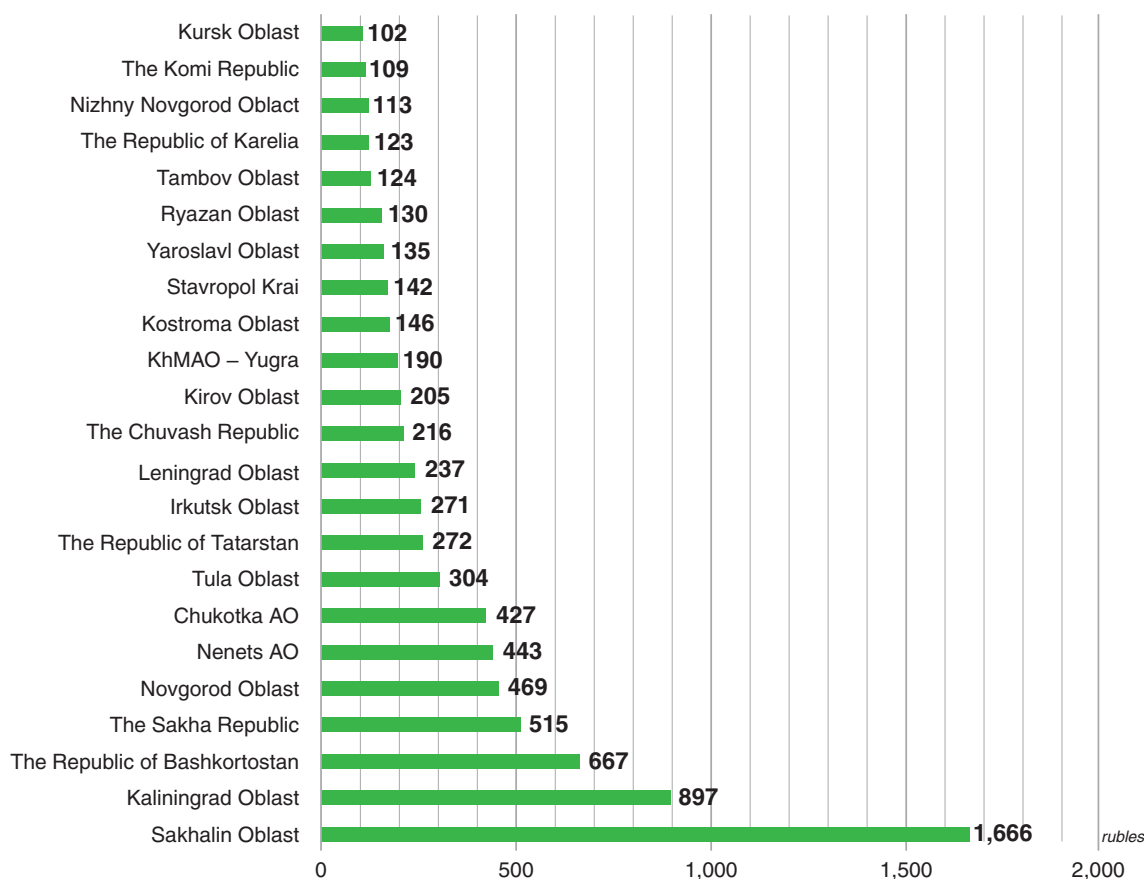
The share of allocations for IB projects in the total regional budget expenditures in 2019 was calculated from the total of all regional practices, except for municipal ones. The data show a wide variability and correlate significantly with the number of practices used.

The Republic of Bashkortostan shows the highest figure here (1.25%), this is the only region, where the total share of IB expenditures was over 1%, in most regions, it does not exceed 0.5%. Different IB development strategies in the regions use different mechanisms of budget support. In Yaroslavl Oblast, where the share of federal budget funds in the regional program is large, IB regional budget allocations in 2019 was 0.2%. In Yamalo-Nenets Autonomous Okrug, the 25 IB practices implemented in 2019 were financed exclusively from municipal budgets, with no regional contributions.

A special indicator of budgetary support, calculated in rubles per person, can be considered more relevant for IB assessment. In 12 regions, calculated from the data of all regional practices, this exceeded 100 rubles per person. Among the regions, there are those implementing a number of practices including Sakhalin and Kirov Oblasts, the Republic of Bashkortostan. In the Sakha Republic, Yaroslavl and Tula Oblasts, Nenets and Chukotka Autonomous Okrugs, such support is provided within the only IB practice.

The average value calculated for the regions in 2019 was 196.03 rubles per person. 2017–2018, it was 151.50 and 161.84 rubles, respectively.

Russian regions providing IB budgetary support over 100 rubles per person
(including the data of all regional level practices)



Source: Center for Initiative Budgeting, FRI, MoF.

Fig. 3

Another indicator for assessing financial support from the regional budgets is the average amount per project. In 2019, it also grew slightly to 0.7 million rubles (in 2018 it was 0.6 million rubles).

Comparing the funds planned for IB programs in 2018 and the actual expenditures of the regional budgets showed that IB project implementation costs were 13,110.7 million rubles, which is 767.5 million less than planned. According to the data provided, in 2020 the regional authorities plan to spend 16,507.7 million rubles on IB program financing.

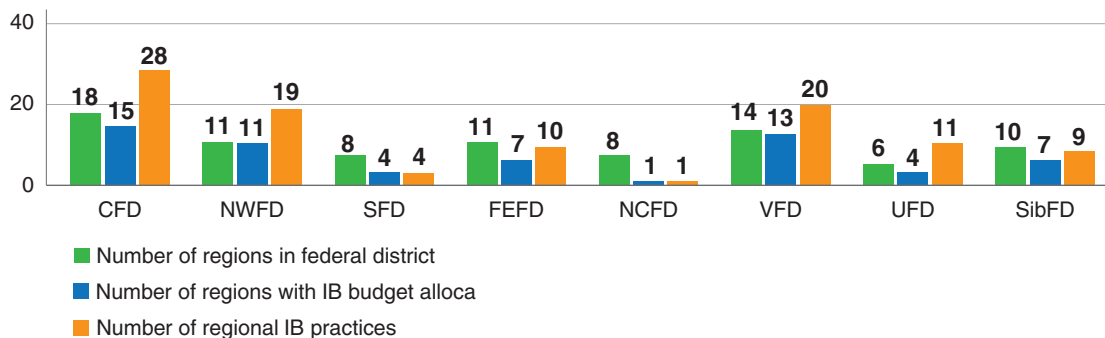
All 69 regions involved in IB in 2019 are at different stages of IB development and have different budgetary policies. In each region, the planned volume of IB expenditure depends on many factors. The IB program budget is closely tied to the requirements for project costs, administrative coverage, the typology of projects, etc. IB integrated development also matters; it provides opportunities to attract resources from different state programs and engage different departments to develop IB. Cost planning within a regional IB development strategy cannot ignore population density, natural and climatic conditions, the size of the territory and many other conditions.

Considering these aspects and regional socio-economic situations, it would be wrong to focus on the experience of one region. In order to cover the Russian IB processes in full in 2019, it seems appropriate to assess the scale of IB budgetary support in federal districts, which are considered sustainable socio-economic systems.

A federal district is a macro-region, and is characterized by a similar set of indicators, such as the population size and density, the income level, the unemployment rate, resource and tax bases, urbanization, climate and natural characteristics. For example, the North Caucasian Federal District (NCFD) is the smallest, and the Far Eastern Federal District (FEFD) has the smallest population size and density.

Federal districts can also be characterized in terms of IB development. The regions of the Central and Volga Federal Districts (CFD, VFD) have the highest involvement in IB development. Taking into account that these are the districts with the highest population density and number of regions, it is expected that the number of regional practices here is also the highest. Every region in the Northwestern Federal District (NFD) implements IB programs in one way or another. In the Far Eastern Federal District, the Siberian Federal District (SibFD) and the Ural Federal District (UFD), on the contrary, regional involvement is extremely uneven. IB practices are less developed in the North Caucasian Federal District and Southern Federal District (SFD), where most of the regions have not even introduced IB and/or postpone it annually.

IB development in federal districts in 2019



Source: Center for Initiative Budgeting, FRI, MoF.

Fig. 4

To determine the leaders in IB financing from regional budgets, 2 indicators are calculated annually using regional data provided by the MoF survey.

1. The total share of budgetary funds for IB projects in the regional budget of 2019. This indicator is calculated using data from all regional IB practices reported in the survey.
2. IB budgetary support per person. This indicator is calculated using the total amount of regional budgetary allocations for IB project implementation in all regional practices in 2019, and statistical data on the population of the Russian regions in 2019.

For this analysis, the average budgetary support per person in each federal district was calculated using the total amount of regional budgetary allocations for IB project implementation in all practices in 2019, and statistical data on the population of the Russian regions in 2019.

The regions with the highest indicators in each district were selected for the analysis. It should be borne in mind that the data on the implemented practices provided by the financial authorities also includes data according to which, public opinion was taken into account, in one way or another, for budgetary expenditure decisions in all the implemented

Table 4

Regions in federal districts leading in IB financial support in 2019 (regional practices)

Federal District	Average in Federal District (rub.)	Region	Share of IB funds in regional budget (%)	Budgetary support per person (rubles)	All practices	IB practices
FEFD	285	Sakhalin Oblast	0.45	1666	3	3
		Sakha Republic (Yakutia)	0.23	515	1	1
		Khabarovsk Krai	0.09	91	2	1
		Chukotka Autonomous Okrug	0.04	427	1	1
VFD	184	The Republic of Bashkortostan	1.25	667	4	3
		The Republic of Chuvashia	0.46	216	1	1
		Kirov Oblast	0.44	205	3	2
		The Republic of Tatarstan	0.37	272	3	0
NCFD	142	Stavropol Krai	0.35	142	1	1
SFD	15	Volgograd Oblast	0.05	21	1	1
		The Republic of Adygea	0.02	11	1	1
CFD	97	Tula Oblast	0.65	304	1	1
		Tambov Oblast	0.27	124	2	1
		Yaroslavl Oblast	0.20	130	1	1
NWFD	321	Kaliningrad Oblast	0.78	897	2	0
		Novgorod Oblast	0.75	469	6	4
		Leningrad Oblast	0.31	237	2	0
		The Republic of Karelia	0.14	123	2	1
		Nenets AO	0.08	443	1	1
SibFD	77-	Altai Krai	0.43	51	1	1
		Irkutsk Oblast	0.30	271	1	0
		Novosibirsk Oblast	0.07	40	1	1
UFD	74	Tumen Oblast	0.16	85	2	0
		Khanty-Mansi Autonomous Okrug – Yugra	0.12	190	3	0
		Sverdlovsk Oblast	0.04	32	3	1

Source: Center for Initiative Budgeting, FRI, MoF.

practices. Considering these practices as IB, the regional authorities intend to improve and develop these procedures and mechanisms.

The following regions showed the highest indicators of IB financial support in regional budgets: Sakhalin Oblast in the Far Eastern Federal District, the Republic of Bashkortostan in the Volga Federal District, Stavropol Krai in the North Caucasus Federal District, Tula Oblast in the Central Federal District, Novgorod Oblast in the Northwestern Federal District, Altai Krai in the Siberian Federal District, Sverdlovsk Oblast in the Urals Federal District, and Volgograd Region in the Southern Federal District.

2.5. Allied practices

Among traditional support mechanisms for territorial public self-government (TPSG), the institutions of ‘village elders’ and ‘deputy mandates’ are considered to be IB-allied practices. In 2019, these mechanisms were used to distribute funds in the ‘Practical Actions’ program in the Republic of Bashkortostan, ‘The People’s Budget’ in Irkutsk Oblast and in Magnitogorsk in Chelyabinsk Oblast. The Moscow city authorities also continue introducing various practices with the use of online mechanisms to stimulate public engagement.

The second largest group includes practices implemented within federal projects and programs. Such mechanisms include mandatory co-financing from the federal budget and a regulated set of procedures to communicate with the public, a special implementation mechanism and status for participating municipalities. This group of practices is distinguished by a limited number of project types within a limited range of areas.

The implementation of the Ministry of Construction federal project ‘Forming a Comfortable Urban Environment’ (FCUE) varies in different regions, particularly with regard to the ways and quality of public engagement in defining the areas to be improved, and in their engagement in the improvement of courtyard areas. That is why only 11 Russian regions apply IB mechanisms to implement FCUE. Even within the same region, the practice of applying the recommendations of the Ministry of Construction may differ significantly in different municipalities. In some places the process is more regulated and is transformed into a single form for the whole region. For example, in Lipetsk Oblast this program is widely implemented through the TPSG mechanism. Some regions use only general recommendations, allow-

Table 5

Allied practices, 2018–2019

Allied practices	2018	2019
TPSG support programs	9	13
Practices of the federal program ‘Sustainable development of rural areas for 2014–2017 and for the period until 2020’ of the Ministry of Agriculture of Russia	16	13
Practices of the federal project ‘Forming a Comfortable Urban Environment’	18	11
Practices of ‘50/50’ and self-taxation, subsidizing individual contributions	3	5
Support from socially oriented NGOs	5	5
‘Deputy mandates’	1	3
Support of village elders’ institution	1	2
Other	33	17
Total:	86	69

Source: Center for Initiative Budgeting, FRI, MoF.

ing municipalities to independently choose the forms of citizen involvement. With this approach, the efforts of municipalities are not always visible, and the best practices of citizen involvement are not shared with other municipalities in the region.

For many allied practices, competitive project selection, which is a distinctive IB feature, is often a formality as all submitted projects receive budgetary support. There is no statistical record either on project proposals or participation. Only Sverdlovsk Oblast reported data on the selection and participation procedures: out of 115,374 project proposals, 134 projects received budgetary support. Some statistics were also collected in Penza and Kaliningrad Oblasts, and the Altai Republic.

The second subgroup also includes public participation practices in the activities of the Ministry of Agriculture federal program ‘Sustainable Development of Rural Areas for 2014–2017 and for the period until 2020’. In 2019, the Program was completed. In 2020, a new state program starts, ‘Integrated Development of Rural Areas’ approved by the Federal Government, May 31, 2019, Res. No. 696.³ The new program does not provide for the support of local public initiatives, but for the action ‘Improvement of rural areas’, in which local governments and TPSGs have broad opportunities to address rural improvement issues. Applications can be accepted in several ways. A wider project typology includes initiatives, such as ‘creating and developing infrastructure in rural areas’ and projects to create and improve sport and recreation areas, children’s playgrounds, adaptive physical education sites, street lighting, pedestrian communications and others. Another direction ‘the modern appearance of rural areas’ includes the construction and major repair of social and cultural facilities, telecommunications development, water supply, and energy supply. So far, the Orel regional authorities and Yamalo-Nenets Autonomous Okrug declared their participation in the program on IB principles.

There is a fairly large group of practices that are difficult to unite on any basis. The ‘Other’ group includes specialized practices, providing for implementing a single type of project, for example, projects of preschool education, road construction, sports grounds, and youth policy. In addition, these practices do not provide for public participation monitoring and have no statistics on citizen involvement. Almost the entire volume of federal subsidies goes to allied practices, 37.52% versus 3.99% for IB. Allied practices are also characterized by a smaller amount of extra-budgetary support, both general and from all possible sources, and significantly less expenditure from regional and municipal budgets. Despite federal

Table 6

Project financing structure in IB and allied practices in 2019 (%)

Parameters	IB	Allied
Total cost of IB projects:	100.0	100.0
Total funds from the budgets of all levels, including:	89.8	92.2
federal budget funds for IB projects	4.0	37.5
regional budget funds for IB projects	65.9	42.1
municipal budget funds for IB project	19.9	12.6
Total extra-budgetary funds from other sources, including:	10.2	7.8
co-financing for IB projects from the public	5.4	5.1
co-financing for IB projects from the legal entities	4.0	2.7
other co-financing forms	0.8	0.01

Source: Center for Initiative Budgeting, FRI, MoF.

³ The RF state program ‘Integrated Development of Rural Areas’. URL: <http://mcx.ru/ministry/departments/departament-razvitiya-selskikh-territoriy/industry-information/info-gosudarstvennaya-programma-rossiyskoy-federatsii-kompleksnoe-razvitiye-selskikh-territoriy/>.

support, the average project cost in IB practices is higher (1.22 million rubles) than in allied practices (1 million rubles). The average amount of financial support from regional and municipal budgets per person for allied practices is lower than for IB (94.2 rubles versus 101.9).

2.6. Municipal practices

The number of Russian regions developing IB programs at the municipal level has not changed over the past year, but the variety and number of the practices has changed significantly. In 2019, 24 Russian regions implemented 147 municipal practices. The total cost of these projects was 934.13 million rubles, and municipal budgetary allocations for IB projects in 2019 was 736.4 million rubles.

The funds accumulated by municipalities for IB projects are not yet comparable with the opportunities of regional programs. Compared to 2018, the average cost of a municipal IB project decreased from 0.9 to 0.55 million rubles, which is half the average cost of a regional IB project. Extra-budgetary support in municipal practices, on the contrary, is much higher than in regional ones. In 2019, the share of extra-budgetary co-financing decreased slightly compared to 2018, from 35.8% to 21.3%, but it is still significantly higher than in regional practices (8.6%). It should be borne in mind that the IB methodology in municipalities is more diverse, and often such projects simply do not have individual co-financing.

The past year saw a considerable increase in IB municipal practices, from 65 to 129, but the number of allied mechanisms decreased from 26 to 18.

The leaders in the number of implemented municipal practices and in budgetary expenditure on citizens' initiatives, are the municipalities of the Khanty-Mansi Autonomous Okrug – Yugra. The region actively supports IB development, municipal and urban districts can receive 100,000 rubles grants from the regional budget, and educational and methodological support.

Yamalo-Nenets Autonomous Okrug, and Ulyanovsk and Orenburg Oblasts, where municipalities are active in IB development, provide methodological, promotional and informational support, and develop motivational mechanisms for municipalities. In the Republic of Bashkortostan, municipal projects are presented within the 'Our Village' methodology, developed specifically for rural areas. Orenburg and Ulyanovsk Oblasts developed a single methodological framework for IB practices thanks to standard regulatory legal acts and

Table 7

IB financing by the budgetary level in 2018–2019 (%)

Parameters	Regional practices		Municipal practices	
	2018	2019	2018	2019
Total cost of IB projects, including:	100.0	100.0	100.0	100.0
Funds from the budgets of all levels, including:	90.9	91.4	64.2	78.7
federal budget	21.0	20.9	0.0	0.0
regional budgets	56.5	56.7	0.0	0.0
municipal budgets	13.4	13.8	64.2	78.7
Extra-budgetary funds from other sources, including:	9.1	8.6	35.8	21.3
co-financing for IB projects from the public	5.6	5.0	13.8	11.9
co-financing for IB projects from the legal entities	3.1	3.2	18.4	7.2
other co-financing forms	0.4	0.4	3.6	2.2

Source: Center for Initiative Budgeting, FRI, MoF.

methodological recommendations provided by the financial authorities. In Yamalo-Nenets Okrug, Khanty-Mansi Autonomous Okrug – Yugra, Sverdlovsk, Samara, and Kaluga Oblasts, and Krasnoyarsk Krai, the municipalities initiated their practices independently, when the possibilities of the IB mechanism and the effects were clearly demonstrated through regional programs.

In Leningrad and Vologda Oblasts, the practices in Sosnovy Bor and Cherepovets were innovative. The IB development in the Arkhangelsk, Rostov, Chelyabinsk, and Moscow Oblasts were similar. In the Udmurt Republic, 4 out of 5 municipal practices were launched the same year as the regional IB program.

The majority of Russian regions with the exception of Krasnodar Krai, Rostov, Moscow, and Omsk Oblasts, Kabardino-Balkar Republic and Yamalo-Nenets Autonomous Okrug, implemented one or more regional IB programs in 2019. Therefore, municipalities had the opportunity to participate in IB regional competitions and/or developing their own IB program. The regional programs either have certain restrictions for participating municipalities (type of municipality, the number of residents, etc.), or the chances of receiving regional financial support are not very high. As a rule, due to financial constraints, a municipality can fully develop only one IB practice. Arkhangelsk can be considered the only exception; there another IB school practice was launched along with the project ‘The Budget of Your Opportunities’ in

Table 8

Municipal budget allocations for IB project implementation in 2019
(regions with municipal practices)

Region	Total allocations, million rubles	Number of practices	IB municipal support per person, rubles
Khanty-Mansi Autonomous Okrug – Yugra	148.4	30	93.7
Belgorod Oblast	96.0	2	397.6
Vologda Oblast	79.5	2	127.2
Sverdlovsk Oblast	66.6	3	41.3
Yamalo-Nenets Autonomous Okrug	61.5	25	134.6
Samara Oblast	45.4	14	29.2
Ulyanovsk Oblast	44.3	27	42.4
Krasnoyarsk Krai	32.5	1	29.7
Astrakhan Oblast	30.0	1	797.9
Omsk Oblast	25.0	1	12.9
Kaluga Oblast	21.5	3	46.1
Chelyabinsk Oblast	17.8	2	43.1
Penza Oblast	17.7	1	34.0
Orenburg Oblast	12.0	14	31.0
Krasnodar Krai	11.9	1	43.2
The Udmurt Republic	11.4	5	48.8
Leningrad Oblast	10.6	1	156.6
The Chuvash Republic	8.6	1	17.4
The Republic of Bashkortostan	7.6	6	52.5
Moscow Oblast	7.4	1	49.6
Arkhangelsk Oblast	6.0	1	17.2
Stavropol Krai	2.6	2	21.0
Kabardino-Balkar Republic	1.0	1	3.8
Rostov Oblast	0.8	2	24.4

Source: Center for Initiative Budgeting, FRI, MoF.

2020. For other municipalities, participation in regional competitions remains an alternative IB practice.

Even within the same region, the financial opportunities of municipalities vary. The largest IB budget per inhabitant was in Yamalo-Nenets Autonomous Okrug, in the village of Khanymei, and was 1,742 rubles per inhabitant, and the smallest was 16.6 rubles in Pangody. In Khanty-Mansi Autonomous Okrug – Yugra, the differences are also quite significant, the minimum budget of 2.7 rubles per inhabitant was in Yugorsk, and the maximum of 778.4 rubles was in Nizhnevartovsk. The situation is similar in the municipalities of other regions, with the proviso that the average IB budget per inhabitant of a municipality still tends to lower values. Along with the highest values of Yamalo-Nenets Autonomous Okrug and Khanty-Mansi Autonomous Okrug – Yugra, the Krasnoyarsk District of Astrakhan Oblast, may be an exception, the IB expenditures there were 798 rubles per inhabitant.

The average value of municipal budgetary support in 2019 was 109.4 rubles per inhabitant (in those municipalities where there were IB practices). The average amount of IB financial support from the regional budget is twice as high (196 rubles).

3

Developing IB support infrastructure in Russia

Sustainable IB institutional development is evidenced by the increasing number of project centers, consultants and government officials supporting IB implementation. In 2018, project centers worked in 25 regions, and in 2019, in 33. There is also a steady increase in the number of independent project centers that provide consulting services in different regions. ‘Project center’ is an organizational structure that carries out methodological, analytical research, monitoring, and educational and consulting services to facilitate IB project implementation and to develop IB programs and practices. Their organization and legal status are different depending on the region. There are three main models for organizing their operations:

1. Regional executive authorities (local self-government bodies of a municipality) independently implement IB management and support;
2. Regional executive authorities (local self-government bodies of a municipality) transfer, partially or fully, IB support functions to regional (municipal) institutions (including subordinate ones) or non-profit organizations established by municipalities;
3. Regional executive authorities (local self-government bodies of a municipality) partially transfer the IB supporting functions to external organizations.

In Altai Krai, for example, a regional institution functions as project center. There are two project centers in the Republic of Bashkortostan, one of them has the status of a public budgetary institution, and the other is a structural unit of a public autonomous research institution. In Volgograd Oblast, IB is supervised by a working group, in Voronezh Oblast by a non-profit organization, in the Komi Republic by the Association of TPSG and a project center at a higher education institution; in Orenburg Oblast by the regional MoF project office, and in the Orel Oblast by the department for territorial development projects. Such a variety of organizational forms can be explained by historical characteristics and the regional context in which the practices are created and implemented.

The operations of project centers are subsidized from regional budgets and the funding is based on government assignments and other forms. When the consulting functions are performed by government officials as part of their daily responsibilities, their salaries are covered within the current cost estimate.

Last year, the number of IB consultants more than doubled compared to the previous year, from 168 to 390. This is an expert community that accumulates knowledge and practical experience working with the authorities and with the public. Consultants help prepare

project documentation, hold meetings to nominate and select projects, conduct information campaigns, organize the selection of contractors, coordinate project implementation and prepare public reporting.

A vocational educational program on IB was launched by the Financial Research Institute (FRI) of the MoF to develop the expert community. The program includes theoretical and applied modules, workshops on moderating group discussions and joint decision-making on public infrastructure development. 19 consultants graduated in the first year. In 2019, within the joint project 'IB Development in the Russian regions', implemented by the MoF and the World Bank, a 'Review of current practices and individual recommendations for organizing support for IB practices' was prepared, including methodological recommendations to the regional executive authorities (local self-governments) on IB center organization.

The number of government officials involved in the IB administration also increased, from 710 in 2018 to 826 in 2019.

Since the key difference between IB and classical administrative decision-making is public involvement, an important dimension for the regional practice analysis is public participation including the procedures used at the stages of proposing, discussing, selecting and implementing projects. Participation is realized through a variety of offline and online formats.

Compared to last year, the rating of popular procedures has not changed. Face-to-face meetings and discussions continue to be the most popular. In the second place is a questionnaire. Several procedures can be used within one practice. For example, the methodology of LISP, prior to meetings, often includes a house-to-house survey, which makes it possible to outline the key issues of concern. These issues are then discussed at the meeting. Project applications can be submitted for a regional competition by municipalities both in paper and via the Internet, depending on the availability of an automated application management system.

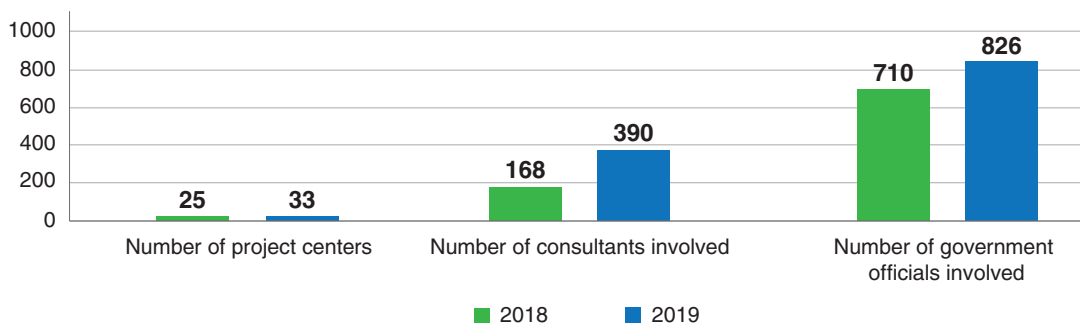
Table 9

Procedures used to collect project proposals

Formats	2018	2019
Offline meetings and discussions	52	53
Questionnaire	33	30
Other mechanisms	24	26
Online project submission	19	21
Boxes to collect project proposals	12	10
Community office	10	10

Source: Center for Initiative Budgeting, FRI, MoF.

Consulting support development



Source: Center for Initiative Budgeting, FRI, MoF.

Fig. 5

Table 10

Procedures used to select projects

Format	2018	2019
Commissions of local government representatives	46	46
Voting at meetings and community gatherings	41	38
Other mechanisms	20	20
Application assessment based on the pre-approved criteria	18	16
Internet voting	15	16
Citizens	9	15
Referendum	3	4

Source: Center for Initiative Budgeting, FRI, MoF.

Internet solutions at various stages of IB practices are used in 33% of regions. In most cases, these are IT management systems, in some cases Internet voting. Online voting took place in Vladimir, Volgograd, Irkutsk, Kaliningrad, Kostroma, Kurgan, Leningrad, Novosibirsk, Sakhalin, Sverdlovsk, Tambov, Tula and Tyumen Oblasts, Stavropol Krai, the Republic of Mari El, Khanty-Mansi Autonomous Okrug – Yugra and Chukotka Autonomous Okrug, as well as in municipal practices in Arkhangelsk, Samara and Orenburg Oblasts, Yamalo-Nenets Autonomous Okrug and Khanty-Mansi Autonomous Okrug – Yugra.

The rating of the most popular project selection procedures remained the same. The most widespread were commissions of local government representatives and face-to-face voting at meetings and community gatherings, which also confirms the widespread use of LISP, with its two-stage selection: at the first stage, at municipal assemblies, residents choose the most urgent initiatives, then at the regional level the competition commission automatically ranks applications using pre-approved criteria.

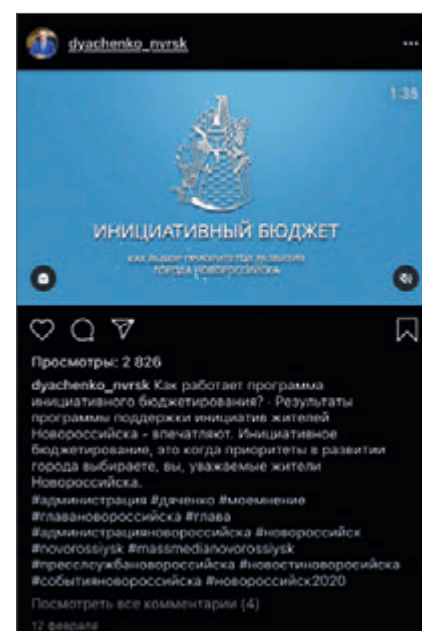
Less common still are such mechanisms as online voting, public budget commissions and referendums.

The organization of IB promotion and information campaigns reached a new level last year. Mass media, social networks, and offline channels are actively used and municipalities still play an important role in directly contacting local communities, posting ads on the public administration buildings, shops, post offices, informing the public through local newspapers and groups in messengers. The campaigns became more creative with new slogans and logos developed to make IB practices visible in an overcrowded information space.

Communications in social media have wide public appeal. The mayor of Novorossiysk communicates about their IB program on his Instagram account; the Kuybyshev district administration in Samara published photo reports on the project's activities on Twitter.

In Krasnoyarsk Krai, special cards were designed with the schedule of training seminars, and records of the LISP to be disseminated on social networks.

In Stavropol Krai, 'Vremya Dela' a weekly thematic program continues to cover IB projects in different districts. In 2019, 23 programs were broadcast on regional tv, and posted on youtube.



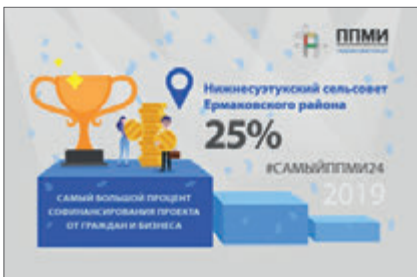
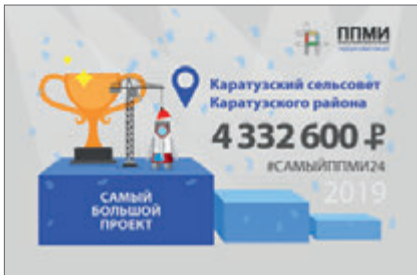
Instagram post of Igor Dyachenko, the Mayor of Novorossiysk



A reportage on IB event on Twitter, Samara



A card with the schedule of training seminars in Krasnoyarsk Krai



Cards with the LISP records for social networks in Krasnoyarsk Krai



Billboards with QR codes, St. Petersburg

A publicity campaign was carried out in St. Petersburg to attract city activists to be budget commission members; targeted advertising of the ‘Your Budget’ program was disseminated in thematic communities, where activists were most likely to see it, in particular, it was posted in ecological groups, cycling communities, extreme sports groups, and in groups of social care organizations. Outdoor advertising was also used: posters on electronic city displays, public transport stops, and billboards with QR codes, which make it possible to quickly get IB program information on the official website.

Educational activities for municipal authorities remain an important part of IB programs, including group consultations, video conferences, regional and local training seminars, and public consultations. In 2019, over 1,800 educational events were held across the country involving more than 73,000 participants.

In some regions, for example, in Volgograd Oblast, general seminars are held twice a year: the first cycle, in March, includes project development training, the second cycle in December sums up the results, and analyzes mistakes and best practices. In Orel Oblast, 27 seminars for urban and municipal districts were held as one acceleration marathon ‘Development of small territories: tools, mechanisms and practices’. In Irkutsk Oblast, the regional government annually holds an educational forum ‘The Land of Irkutsk’, where heads of municipalities and local self-government officials share their experience and discuss everyday work issues. In 2019, the forum’s program included a round table discussion on IB.

Educational activities in the regions involve not only administration officials, but also civil society. An original approach was developed in Leningrad Oblast, where they have the ‘School for the active compatriot’ including a seminar on IB. The school covers issues of local public self-government, helps share the experience of specialists from the administration, the heads of rural settlements, members of initiative commissions and public councils. In December 2019, a Forum of Civil Initiatives was held in Samara Oblast. In Khanty-Mansi Autonomous Okrug – Yugra, it has become a tradition to hold an international humanitarian forum ‘Civil Initiatives of the 60th Parallel Regions’ gathering civic activists, representatives of socially oriented non-profit organizations and local self-government officials.

Methodology is another important area of IB activities. The staff of regional project centers prepare guidance materials that are valuable both locally and in other regions. The methodological recommendations for ‘Bashkir courtyards’ in the Republic of Bashkortostan presents, in an accessible and understandable form, a list of mandatory elements for the integrated improvement of courtyards, advice on organizing a general meeting of flat owners, developing design projects, explain the assessment criteria for the quality of asphalt, small architectural forms, lighting, footpaths, landscaping, engineering structures, and playgrounds. In Krasnoyarsk Krai, they have developed a simulator ‘Try to win’ to calculate competitive points, this allows municipalities to assess their chances of

winning in the competition and allows them to focus on the parameters with the least points. The Municipal Development Institute has also prepared separate instructions for municipalities with all the requirements for photographing the completed facilities, and a series of memos on fund-raising, the organization of information campaigns and community meetings, the use of savings from tenders, and interactions between customers and suppliers.

In the Udmurt Republic, the MoF team and specialists from the Laboratory for Scientific Research Organization developed methodological recommendations for the IB Management School, which, among other things, provides instructions for organizing information campaigns, meetings and various templates and forms. In a number of regions, including Voronezh Oblast and the Republic of Karelia, where TPSGs participate in IB practices, special brochures were developed to explain the functions of local self-government bodies and instructions for creating a TPSG.

Annual all-Russian contests of implemented projects contribute to IB promotion at the federal level. In 2019, it was held for the third time and received 380 applications from 37 regions. The largest number of projects was submitted from the Republic of Bashkortostan, Stavropol Krai, Khanty-Mansi Autonomous Okrug – Yugra, Republic of Sakha (Yakutia), Sakhalin and Orenburg Oblasts and Khabarovsk Krai.

The project ‘Interior repair and internal walls reinforcement of the Stroitel Cultural Center’ implemented in the town of Novoaleksandrovsk, Stavropol Krai was the winner in the ‘Public partnership’ nomination.

A bus stop construction project in the village of Maya, the Republic of Sakha (Yakutia), won in the ‘Public participation’ nomination. According to the general meeting’s minutes, 1,422 people (19.7% of the total number of residents) took part in the meeting to discuss and select the project.

‘The most original project’ winner was ‘Izba of folk traditions Bereginya’, an initiative implemented in the village of Klimov Zavod, Kaluga Oblast. The idea was developed by three women who organized the initiative to preserve folk crafts and attract tourists to the village. Today, ‘Bereginya’ hosts master classes, interactive excursions and mass festivities, and the number of guests is many times greater than the number of villagers.

The key 2019 international cooperation event was the forum ‘Public Participation in the Development of Metropolitan Areas: Empowerment’, it took place on April 18–19, 2019 as part of the Urban Change Week in St. Petersburg. For 2 days, over 30 events were held with 20 experts from Spain, Portugal, Brazil, Italy, Iceland, Moldova, Armenia, Kazakhstan, Turkey, South Korea and China.

On October 14, 2019, FRI held a seminar for a delegation of public participation practitioners and researchers from different German cities. The Center for IB staff told the foreign guests about Russian practices. In cooperation with the German official portal on participatory budgeting, a version of the 2018 Best Practices Report was translated into English and published on Buergerhaushalt.org.



Billboards with QR codes, St. Petersburg



The repaired Stroitel Cultural Center opening



Community meeting in the village of Maya



‘Izba of folk traditions ‘Bereginya’

4 Best IB practices in the Russian regions in 2019

4.1. Ensuring broad citizen participation in IB procedures – the Republic of Bashkortostan



Based on the analysis of the MoF’s survey responses, the Republic of Bashkortostan shows the highest public involvement in IB project proposals and discussions. The experience of the Republic is notable for the fact that they have developed four IB practices simultaneously.

Table 11

IB practices implemented in the Republic

No	Practice	Year started
1	Income-generating projects (IGP), based on civic initiatives to create an agricultural consumer cooperative	2018
2	‘Bashkir Courtyards’ – projects to improve courtyard territories in municipalities	2017
3	‘Practical Actions’ – Implementation of the voters’ orders addressed to the members of the Federation Council of the RF Federal Assembly, deputies of the RF State Duma, and of the State Assembly – Kurultay of the Republic, in the course of their parliamentary activities	2015
4	LISP to implement public infrastructure projects, based on local initiatives	2014

Source: Center for Initiative Budgeting, FRI, MoF.

LISP is the most large-scale practice in terms of public participation. In 2019, over 391,000 people took part in its offline events. Another 270,000 were involved through a preliminary survey.

LISP is supervised by the republic’s MoF, and local budgets are the direct recipients of funding. In 2019, the total funds allocated from various sources to finance projects was 749.5 million rubles. Over 66% of the total amount (499.4 million rubles) was allocated from the republic’s budget, slightly more than 13% (99.1 million rubles) was allocated from municipal budgets, about 11% (81.4 million rubles) was co-financing from the public, and about 9% (69.6 million rubles) was from legal entities and individual entrepreneurs.

One of the reasons for the high participation rate is that the chances of winning are very high – most of the projects selected by the public win. In 2019, over 80% of proposals were winners which means 759 out of 939 proposed initiatives received funding. Such a high proportion of winning projects is specifically incorporated into the program’s design and remains the same each year, helping to maintain people’s interest, the high chances of winning motivate people to take part in the meetings and vote. According to project applications, more than 1.2 million people became beneficiaries of the LISP projects in 2019, which is about 30% of residents of the republic. The projects most commonly include the repair of schools, highways, and cultural centers.

LISP events were promoted through tv and radio, articles and news published in printed media. Information was posted on the Internet portals of urban districts, rural settlements and municipal districts. There are groups in Odnoklassniki and VKontakte social networks. Municipalities and initiative groups prepare posters and announcements.

In addition to the MoF staff involved, the practice is supported by a full-time project center: 6 consultants from the Center for the Study of Civil Initiatives, a structural subdivision of the Institute for Strategic Studies of the Republic of Bashkortostan Academy of Sciences.

Training events are held for representatives of municipalities and initiative groups. This practice has become a tradition – trainings are held annually for several weeks before the next LISP round throughout the republic. In 2019, 680 people took part in 19 events.

Project management is carried out using an in-house information system with the opportunity to submit and check the necessary documentation via the Internet (<https://ppmi.bashkortostan.ru>). This quick feedback ensures a high level of documentation preparation. The system also calculates points and generates statistics.




A meeting in the village of Kazmashevo, Abzelilovsky district, Bashkortostan




Citizen gathering within LISP

4.2. Organization of IB consultancy support – Novgorod Oblast



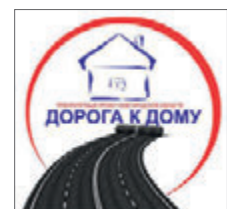
**Local Initiative Support Project
in Novgorod Oblast**

Learn more about
the practice



In 2017, Novgorod Oblast took an interest in IB for the first time. From 2014, public involvement was part of regional state programs for the sustainable development of rural areas and the development of local self-government. Since 2018, this activity has been supplemented by new mechanisms introduced by two different ministries independently – the local initiative support project and the ‘People’s Budget’ project.

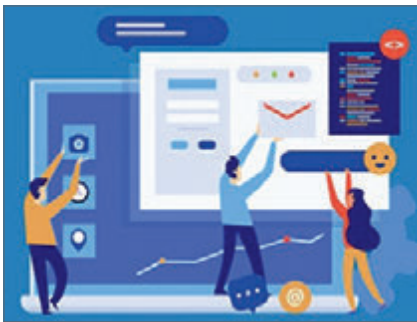
At the beginning, both projects were pilots and tested two different IB methodologies. External consultants were invited to implement the ‘People’s Budget’, and LISP was implemented using the methodological



IB logos of the region



IB logos of the region



A screenshot of the IB regional portal



A website page of Center for Municipal Legal Information



A website page of Center for Municipal Legal Information

recommendations of the MoF and the World Bank project. The new practices were supported by the Governor of Novgorod Oblast and received the status of priority regional projects.

In 2019, IB practices with the status of priority regional projects received professional support. The functions of the IB project center were entrusted to the public regional institution ‘Center for Municipal Legal Information’, financed from the regional budget. The founder of the Center is the regional Committee for Internal Policy. The charter of the organization prescribes providing consulting and methodological assistance to local self-government bodies on priority project implementation and support.

In addition, the regional strategy for socio-economic development until 2026, approved in 2019, provided for project initiative ‘Creating a system for managing changes and citizen involvement in decision-making’ to increase the proportion of the public involved in decision-making and to increase direct participation in issues of local importance.

These measures made it possible to launch two more practices in the region: the priority project ‘Road to Home’, where a community meeting takes a decision on the road and selects the project; and the municipal pilot project ‘School Budget’, involving school students. Since 2016, the Center also has been developing and curating the work in the area of TPSG.

The Center’s team consists of 5 specialists. It carries out general coordination to support 5 IB practices: training for municipal specialists, educational events, event-management support, information support, and monitoring.

The coordination of several areas required the optimization of the Center’s operations. In 2019, a service for the electronic application submission to the LISP competitive selection was introduced. The service is localized on the Center’s website and is active during the application period; it is moderated by the Center’s specialists.

The Center’s official website (www.цпми.рф) contains information on all the supported practices. Each section has a general description, legal acts, news, media publications, a description of the projects in the current cycle, and a map of the region indicating IB projects.



Center for Municipal Legal Information

Learn more about the practice



The Center provides informational support for all IB activities. It has created accounts for the practices in social networks, and, a general group ‘IB practices in Novgorod Oblast’.

In addition to training events in each district, in 2019, there were 2 activities organized at the regional and all-Russian level. The Forum of Civil Initiatives took place in November 2019 in Velikiy Novgorod, where there were 800 participants, including representatives of state and mu-

Table 12

**Citizen participation in IB activities and project selection dynamics
for the practices supported by Center for Municipal Legal Information in 2019**

Forms of public involvement	LISP	People's Budget	The Road to Home	TPSG	School Budget	Total
Educational events (persons)	837	29	–	473	2,235	3,574
Face-to-face meetings, discussions, gatherings (persons)	12,532 13,246	112	Нет данных	Нет данных	1,849	27,739
Citizen commissions (persons)	–	103	–	–	–	103
Questionnaires (persons)	15,182	–	–	–	–	15,182
Boxes (project ideas)	4,210	57	–	–	–	4,267
Internet (project ideas)	16,773	59	–	–	–	16,832
Public project presentations (persons)	–	–	–	–	67	67
All forms of participation	62,780	360	–	473	4,151	67,764
Project selection dynamics						
Projects proposed	295	94	–	248	10	647
Project proposals supported	53	41	142	97	10	343
Projects-winners	32	8	142	97	3	282

Source: Center for Municipal Legal Information (www.цпми.рф)

municipal authorities, TPSG, and initiative groups of priority regional projects. In December, an interregional seminar 'Involving the public in IB projects' brought together IB practitioners from different regions.

In total, there were 7 practices developed in Novgorod Oblast in 2019, including grant support for local initiatives in rural areas and projects for a comfortable urban environment, supervised by the relevant ministries. The total funds allocated from the regional budget for all IB projects within all regional practices in 2019 was 280.6 million rubles. The share of budgetary funds for IB projects was estimated at 0.75% of total regional budget expenditure.

4.3. Regional IB program launch – the Udmurt Republic



'Our Initiative' project in the Udmurt Republic

Learn more about the practice



The IB program 'Our Initiative' was launched in the Udmurt Republic, in 2019. In its first year, all 25 municipal and 5 urban districts of the republic joined the project. During the preparatory stage, over 1,700 people took part in the IB Management School, conducted by consultants from the Laboratory for the Organization of Scientific Research. As a result of local meetings with over 9,500 participants, 144 applications were prepared and submitted, 141 were admitted to the competitive selection, 111 of which were submitted by rural settlements. 84 projects were selected, 61 of them were from rural areas.

The projects were aimed at road repair (19%), the construction of playgrounds (13%), the creation or repair of sports grounds (10%) and recreation places (9%).

The Udmurt Republic budgetary funds for 'Our Initiative' were 48.7 million rubles in 2019. In total, over 76 million rubles were raised for project implementation from all sources.



Fig. 6

Source: Project center of the Udmurt Republic

Table 13

Funding sources for 'Our Initiative' program

Funding sources	Total		Subtotals			
			Municipal district, settlement		Urban district in general	
	Sum, mln rubles	%	Sum, mln rubles	%	Sum, mln rubles	%
Total	76.1	100.0	43.0	100.0	33.2	100.0
Subsidies from regional budget	48.7	64.0	29.2	67.9	19.5	58.8
Municipal budget contributions	13.7	18.0	5.1	11.9	8.6	25.9
Public contributions	7.4	9.7	4.5	10.4	3.0	9.0
Institutional contributions	6.3	8.3	4.2	9.8	2.1	6.3

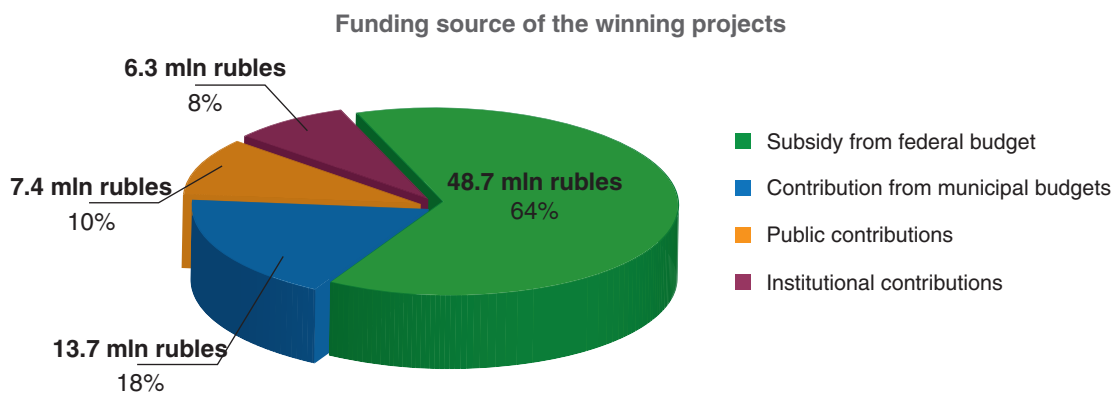
Source: Project center of the Udmurt Republic

The IB organizers in the Udmurt Republic took into account the following aspects typical for IB pilot projects:

- distrust on the part of people;
- lack of awareness at the regional level;
- understaffed project center.

Among the implemented projects are:

- the arrangement of a spring and the installation of a font in the Vaskinskoye municipality of the Syumsinsky district;
- the improvement of the village: the purchase and installation of benches and waste bins in the Borkovskoye municipality of Kambarasky district;
- the purchase and installation of children’s play equipment in the Devyatovskoye municipality district of Sarapul district;
- the improvement of the recreation site in Sarapul;
- the renovation of the Children’s Creative Center in Izhevsk.



Source: Project center of the Udmurt Republic

Fig. 7

The 'Our Initiative – 2020' was launched in July 2019, so the competition committee meeting could be held in February and gives more time for project implementation. In August 2019, preliminary meetings started in the cities and districts of the republic. Residents of condominiums, streets, settlements, and the organization staff met to discuss project proposals.

In 2020, 150 million rubles (up from 49 million rubles in 2019) will be allocated to implement these projects. One application can receive a subsidy of up to 1 million rubles from the republican budget, thus, about 150 projects can be supported.

An original logo for 'Our Initiative' was developed as part of the awareness campaign, launched in parallel with the main program stages. The main information sources were the official portal and the group on VKontakte social network. All municipalities post information on participation in the competitive selection on their websites, and in groups in social networks.

In the first year of IB implementation, a project center was created on the basis of the educational organization 'Center for Financial Education'. The Center held the project selection competition. The staff of the Laboratory for Organization of Scientific Research provided significant assistance for the successful IB launch and implementation in the republic.

The Udmurt MoF acted as the main distributor of funds for IB projects. An important distinguishing feature of the IB launch was the IB Development Program to integrate IB mechanisms into government programs and projects, and to present a roadmap of the main activities.



IB logo and slogan in the Udmurt Republic

4.4. IB introduction in urban districts – Stavropol Krai



In 2018, in Stavropol Krai, LISP was extended to the administrative centers of urban districts. Residents of larger urban areas had had the opportunity to apply and receive budgetary support for their projects since 2016. Large cities were the last group in LISP scale up.



Arrangement of a sports ground in the city of Nevinnomyssk, a project implemented in 2018

Report on the implementation of the project

- Project funding sources (rubles):
- regional budget – 4.9 million;
 - municipal budget – 0.9 million;
 - individuals' contribution – 0.2 million;
 - organizations' contribution – 1.6 million



Loft Youth Space in the Culture and Sports Center, the city of Stavropol, a project implemented in 2018

Report on the implementation of the project

- Project funding sources (rubles):
- regional budget – 6 million;
 - municipal budget – 2.7 million;
 - individuals' contribution – 0.3 million;
 - organizations' contribution – 1.2 million



Examples of information materials

Urban areas with larger populations could submit more project applications: up to 12,000 residents – 1 application, 12 – 30,000 residents – 2 applications, 30 – 150,000 residents – three, more than 150,000 residents – five. The size of the project subsidy also varied depending on the number of residents: for a town with a population of up to 40,000 people – 2 million rubles; 40 – 100,000 people – 3 million rubles; 100 – 150,000 people – 5 million rubles; over 150,000 people – 6 million rubles. LISP in Stavropol Krai differs from the other regional LISPs in the criterion for subsidizing and the number of project applications, which are not determined by the type of municipality, but by the number of residents in the municipality. The rating coefficients for urban project assessment were also changed: extra-budgetary support from the public and entrepreneurs got a higher score. For the competitive selection, urban projects formed a separate rating, and 1/3 of the total regional subsidy (100 million rubles) was allocated for the implementation of these projects. The procedures for nominating, discussing and voting for urban initiatives remained the same as for smaller settlements.

An analysis of the program's first year showed that gatherings and meetings in large cities were not very effective; the urban population is more difficult to motivate for such events. In 2019, the organizers changed the rules for urban project selection slightly; it was decided to transform the public participation mechanism in urban areas with a population of over 9,000 people by adding to the traditional forms an opportunity to propose initiatives and vote on the LISP official site <https://pmisk.ru/>. Before this innovation, the TPSG could submit their applications via the portal, now any individual can. The rating coefficients were adjusted for such projects: the score assessment for financial support was reduced from 50 to 45 points, and for individual participation was increased from 40 to 45 points. The results of online and traditional voting were summarized for each project. One form of participation did not cancel the other, the residents who were not ready to participate in face-to-face meetings had the opportunity to propose a project and express their preferences online.

A LISP awareness campaign was launched to inform the public about new participation opportunities, a promotional video was updated, and all media channels were used: the regional weekly tv program 'Business Time', print and electronic media, and online. For the first time, special printed materials were developed, each type of project got a visual design. The printed materials were printed by the organizers for the municipalities.

The online participation cycle takes 21 days and has 4 stages: the collection of project ideas, their consideration and moderation, voting, and the announcement of the results. Online participation requires registration on the State Services portal, since the identification of the online LISP participants is through a unified authentication system. After registration, the option 'propose a project' is available in the personal account. Then, the project center staff have 4 days to consider the project proposal, and approve it for publication and voting.

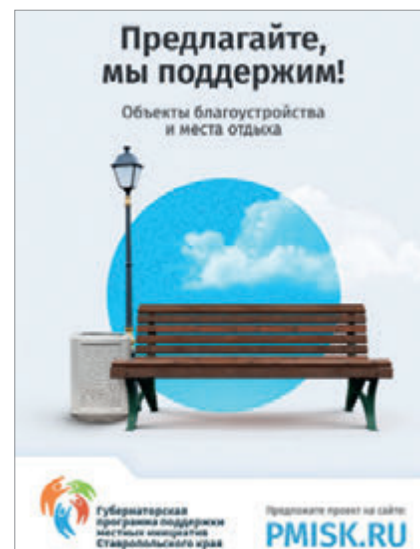
Points are scored by the votes of users: a vote ‘for’ adds 2 points to the project’s rating, a vote ‘against’ reduces the rating by 1 point. Each authorized user has 3 votes in total: 2 votes ‘for’ and 1 vote ‘against’. One can give the votes to any projects except his/her own. Votes ‘for’ are counted by the system only if both of them are used.

In 2019, in the first year of the experiment, 6,199 users registered on the site and 625 people submitted project proposals. Project proposals submitted offline were automatically registered on the site by the local administration. Of these, 294 project applications from 46 settlements of Stavropol Krai totaling 857 million rubles were approved for voting. 10,817 votes were submitted for these applications, but since voters did not always use the second ‘for’ vote, not all votes counted towards the final results. The moderator manually assigned the status ‘Winner of online voting’, and the applicants received a notification by e-mail.

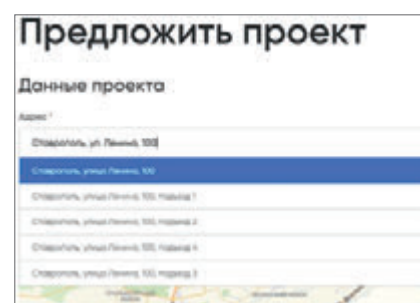
Online voting was an intermediate form of selection, and the final decision was made at public meetings. All projects that passed online voting were considered at the meetings. For example, in Stavropol, 46 proposals were submitted online, and according to the online voting results, the top 10 projects were then discussed offline, and 5 applications were approved to participate in the competitive selection for a subsidy.

With the measures taken to enhance local participation, changes in the legal acts, an awareness campaign, and offline participation forms, the share of participants in the project increased by almost 3% among the residents of larger urban areas. The growth of public participation is evidenced, among other things, by their labor contributions to the projects.

In the 2020 competitive selection cycle, the organizers continued to improve participation mechanisms for large cities.



Examples of information materials



LISP official website <https://pmisk.ru/> - options to submit project proposals

Table 14

Leaders in the 2019 LISP online participation among the cities of Stavropol Krai

Leaders in number of project proposals		Leaders in online voting (number of ‘for’ votes)	
Stavropol	46	Stavropol	2,723
Svetlograd	15	Nevinnomyssk	1,663
Zelenokumsk	12	Izobilniy	724

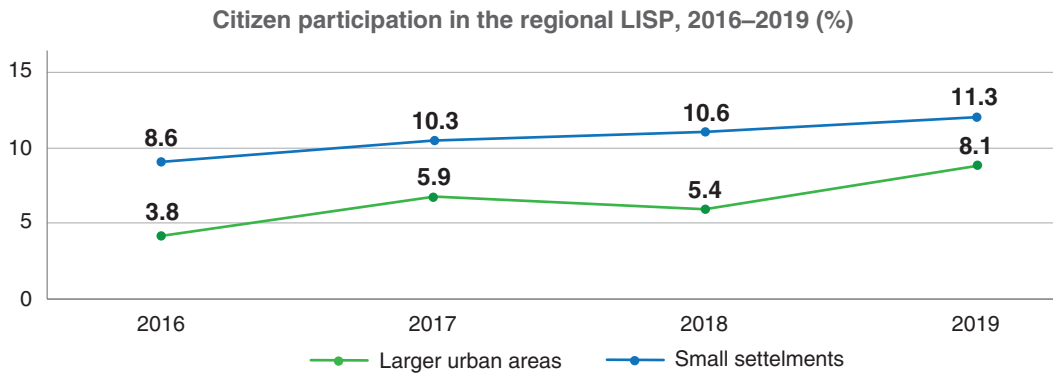
Source: Project center of Stavropol Krai

Table 15

The LISP implementation indicators for urban areas before 2018, and after the changes in project selection

Year	Projects	Regional subsidy, million rubles	Municipal budget, million rubles	Extra-budgetary funds, million rubles	Total, million rubles	Labor contribution in project implementation, persons
2017	5	8.1	4.7	2.2	14.9	269
2018	33	92.8	43.8	41.2	177.8	8,435
2019	25	78.9	45.8	38.1	162.8	2,666
Total:	63	179.8	94.3	81.5	355.5	11,370

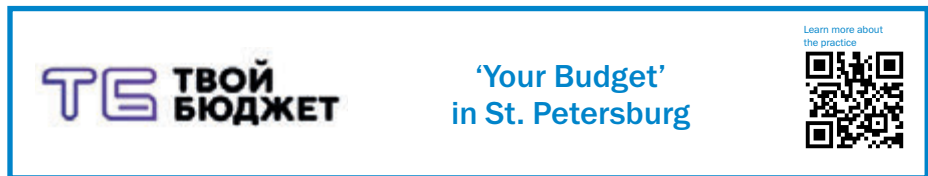
Source: Project center of Stavropol Krai



Source: Project center of Stavropol Krai

Fig. 8

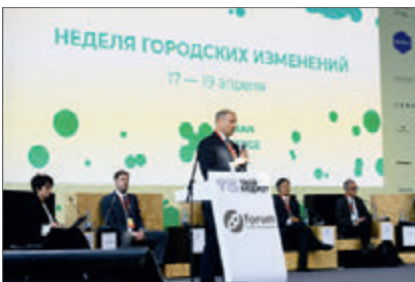
4.5. IB International cooperation – organizing an international conference in St. Petersburg



The St. Petersburg Finance Committee was recognized for international cooperation for organizing the International Forum ‘Public Participation in the Development of Metropolitan Areas: Empowerment’. The forum took place on April 18–19, 2019 as part of the Urban Change Week in the Artplay creative cluster. Co-organizers were the Russian MoF, the World Bank and ITMO University. The 2-day forum embraced 30 events, and 20 presentations from experts from over 10 countries.

The forum discussed the practices of public participation in developing metropolitan public infrastructure, and IB was selected as one of the key issues. Evgeny Yelin, St. Petersburg’s vice-governor, said at the opening, “Initiative budgeting is an effective tool. Citizens express their will and vote for the city to be. We want citizens to have an opportunity to participate in the distribution of budget funds and to participate in the new economy, in the creation of services and new jobs. We want to involve people in shaping the appearance of the city’s historic center.” ‘Your Budget’, implemented in the city since 2016, confirms these intentions. This IB practice generates and develops ideas, and the final selection of projects is by budget commissions, which are formed through the random selection of the citizens. The practice was initially launched in 2 districts, today it covers 10. St. Petersburg’s IB experience was the only one from a Russian city with over 1 million residents discussed at the forum.

A wide range of international IB practices were presented by foreign experts. Representative of the Portuguese municipality of Cascais spoke about the city’s ecosystem of civic participation. Practices used include participatory budgeting (PB) for adults and youth, ‘City Points’, ‘Geo Cas-



The opening of the International Forum ‘Public Participation in the Development of Metropolitan Areas: Empowerment’



A group photo of the Forum’s organizers and participants

cais', 'Cascais Edu', 'Agenda Cultural' and 'Fix Cascais' mobile apps for online participation. A feature of the voting system used in PB process is the opportunity to vote not only 'for' but also 'against' project ideas. Another Portuguese example of a civic engagement ecosystem was from Lisbon. The Portuguese capital implements the comprehensive 'Lisboa Partecipa', combining several participatory tools: participatory budgeting for large costly projects, and crowdsourcing on the LisBOAIda website for small projects, 'Na minha rua' application for sending requests and complaints on the city improvement, 'Lisboa em Debate' public discussions, 'Lisboa Aberta' open data website, and Forum da Cidadania (civic forum).

Madrid was another European capital presenting its experience at the Forum's discussions; the city's representative spoke about the possibilities of the Consul Internet website used for collecting ideas, discussions and voting.

In Reykjavik, through PB, several hundred projects created and selected by the community have been already realized. However, the greatest outcome of the practice, according to an expert from Iceland, is not material improvements, but social effects, developing connections and interactions in the community. In recent years, the city has introduced such innovations as a debate system and increased inclusiveness, through conducting online discussions through audio and video. In addition to PB, the city has 3 more online civic participation mechanisms: the 'Hverfid mitt' website for joint planning of district development, the 'Fix-it' application for sending complaints about urban problems, and the 'Skopunart-org' crowdfunding website for co-financing cultural projects.

The round table 'Civic participation in social development' discussed the social aspects of PB. The speakers shared their experiences of using participatory mechanisms to solve the problems of certain social groups. For example, in Porto Alegre, Brazil, PB practices made it possible to expand the access of primarily poor neighborhoods to basic services and infrastructure, to provide their residents with water supply, sewerage and waste disposal services. In Boston, USA, youth PB practices allow young people from disadvantaged areas to participate in project discussions. In New York, USA, participation is open to immigrants. In Cascais, special meetings are held for citizens of various social groups as part of an inclusive approach.

The discussion on increasing accessibility for people with disabilities, underlined the importance of the convenience of physical space, in particular, ramps, suitable toilets and support—braille lists, sign language interpreters and other specialists aware of the needs of people with disabilities.

The round table 'IB in mega-cities: scale or quality?' focused on the development of participatory practices in big cities. They discussed such challenges as large territories, dense population, local community fragmentation and disunity, individualism and low motivation, although it was recognized that cities opened up new opportunities, since there is a higher concentration of expert knowledge, public associations represented by non-profit organizations, and activist groups.



Presenting experiences from Spain, Iceland and Portugal



Forum discussions



Forum discussions

The South Korean representative presented the country’s experience in PB organization at the national level using the ‘My Budget’ website, where citizens can submit ideas in 12 areas, including national defense. After the analysis and examination of ideas, the relevant ministries and departments hold a nationwide survey and there is a vote by the citizens’ committee which is formed as a representative sample of 300 people from different age, gender groups and regions. A similar approach is used in the Seoul metropolitan area.

The round table ‘Public participation in territorial development’ explored a number of challenges for architects, planners, authorities and local communities in creating comfortable public spaces. The participants discussed community engagement in the reconstruction of Dubki Park and two squares in Nizhny Novgorod, the consultation process with apartment owners when creating the park design concept in the development project, the use of participatory design in Vologda and the Republic of Tatarstan. The participants examined the possibility of introducing public participation principles into federal legislation. Legal regulation issues continued to be debated in the following discussion on the role of the state in IB development.




Discussion on legal regulations

Other events at the forum focused on approaches to the development of historic cities and the use of cultural heritage sites, the social effects of IB such as growing trust and increasing social capital, and the use of websites and geoinformation systems for horizontal cooperation in solving crowdsourcing tasks. The forum’s program also included about a dozen other events dedicated to various aspects of public participation in the life of cities.

4.6. IB educational practice – Yamalo-Nenets Autonomous Okrug




Visual materials



Проект поддержки местных инициатив

IB educational practice— Yamalo-Nenets Autonomous Okrug

Learn more about the practice



School IB was launched in Yamalo-Nenets Autonomous Okrug in 2019. Yamal became the first region in Russia where municipalities independently defined the format and procedures for IB school programs. Within these programs, students and residents of the municipality propose and select projects for schools through developing and discussing project ideas and school-wide voting.

The IB school practice is part of the work to expand and improve IB practices of the ‘Cozy Yamal’ project. It is distinguished by educational activities supporting student and teacher participation and increasing their financial and budgetary competence. The educational support of IB school, introduced in 2019, includes training for students, teachers, and local authorities.

An IB school project for 225 high school students aged 8 to 16 was a joint event organized by the regional departments of finance, youth policy and tourism at the Snezhinka Center for Restorative Medicine and Rehabilitation. It took place from July 21 to August 2, 2019 as part of summer session of the 'Cozy Yamal Laboratory'.

In the children's camp, trainers held special events to introduce the IB basics to children using the principle: 'Tell me and I will forget, show me and I will remember, involve me and I will master'.

'Cozy Yamal' branded products were used in the daily master classes and to fully immerse the children in the project. The highlight of the 'Cozy Yamal Laboratory' master classes was a short video presenting the IB main ideas, principles and stages – discussions, meetings, voting, which were then practiced with students through interactive games.

During the master classes, children, including those with disabilities, learned to identify the challenges for 'The City', discussing approaches with the participation of the community to explore and find solutions.

The inclusiveness of the program was ensured through the individual work of trainers who asked questions and helped to formulate ideas or write a poster so that the participants, among them a girl with cerebral palsy and a boy with a mental retardation, could take part in the Laboratory.

The children gained teamwork experience in formulating ideas, promoting them and encouraging the 'residents' of the Snezhinka Center for Restorative Medicine and Rehabilitation to vote for the idea presented by their team. The posters with ideas were placed in public places of the Center, and then were presented at the final event (project fair).

The second educational event of the IB school introduction was outreach trainings for students, teachers and local government representatives in the Autonomous Okrug, held from September 30 to October 11, 2019. In total, 11 training sessions were held in 9 municipalities with over 500 participants.

At the training sessions, adults and students acted as equal partners with their different but equally important and valuable experiences.

The third event was 'training doubles' conducted by the trained teachers and representatives of local authorities in all educational institutions of their municipalities. The city of Labytnangi, according to the resolution of the administration 'On holding the 'IB School' workshop' plans to hold this training annually.

By 2020, each municipality had a municipal curator responsible for school IB implementation, who keeps in touch with children and schools, helps them organize and hold events (project presentations, promotion activities, voting and selection). As a rule, a representative of municipal educational department acts as a curator.

All municipalities of the autonomous okrug received an additional 300,000 rubles for each educational institution to implement school IB practice (as part of a subsidy for equalizing budgetary financing). The total funds allocated to IB school implementation was 38.4 million rubles.



Visual materials



Visual materials

The IB school projects are very diverse: creating a recreation area for students, a co-working area, sports grounds, organizing music and television studios, a school cinema, purchasing and installing individual lockers and much more.

4.7. The best municipal practice – Arkhangelsk



Arkhangelsk Oblast provides systematic support for the development of TPSG. A modest amount of budgetary funds are allocated to implement projects significant for rural TPSGs. But this does not cover the issues of urban infrastructure, so the idea was to provide another mechanism for citizens of the regional capital.

‘The Budget of Your Opportunities’ project in Arkhangelsk develops mechanisms for interaction between local governments and city residents. The IB tasks, as formulated by the IB organizers are increasing the transparency of local self-government, expanding public participation in the preparation and execution of the city budget to identify the most effective solutions for local issues and ensuring sustainable outcomes, including the careful use of facilities created and renovated with local engagement. ‘The Budget of Your Opportunities’ does not require co-financing from the residents; all expenses are financed from the city budget.

‘The Budget of Your Opportunities’ practice consists of 7 stages:

1. the collection of applications. The proposals can be submitted by the city residents over 18 years old, through a special form on website archcity.ru;
2. the selection of initiatives by public councils. Initiatives to develop territorial districts are selected by public councils under the district administrations. Initiatives to develop the city as a whole are selected by a public council under the mayor;
3. reviewing the initiatives by the relevant city administration bodies;
4. voting by residents on the site бюджеттвоихвозможностей.рф;
5. the inclusion of the expenses to implement the projects in the draft city budget;
6. the approval of the expenses;
7. the implementation of the initiatives by the administrations and municipal organizations.

The first 5 stages take place from May to October, approval of expenses is by December 20, the implementation of projects takes place in the following calendar year. The practice is coordinated by the Finance Department of the Arkhangelsk City Administration. Depending on the project type, the budgetary funds may be managed by the Education Department, the Department of Transport, the Department of Construction and Urban Infrastructure, etc. The list of winning projects is formed on the ‘basket principle’: the number of winning projects is not fixed in advance and depends on the program budget and the number of winners varies from year to year.

For the 2018–2019 cycle, the total cost of projects was 6 million rubles. In total, for the period from June 1 to June 20, 2018, 101 project ideas were submitted to the competition, 20 of them passed the initial selection and examination, and 5 projects became

winner as the result of the citywide vote: football field improvement and modernization at school No. 43, a children's traffic park at school No. 34, a children's winter slide and a sports ground at school No. 62. In total, the initiatives got over 60,000 votes.

The city official information portal, www.archcity.ru, has a special section 'The Budget of Your Opportunities' to inform residents on news and documentation, to collect applications, and to provide information on the selection of initiatives by public councils, expertise and project implementation (road maps, residents' opinions). In the first year of the project, voting took place on this site, in 2019 a new website was launched, бюджеттвоихвозможностей.рф. Residents could vote for several initiatives at once. Authorization and admission to vote is based on the voter's mobile phone number: one vote per number. A mobile version of the site made it convenient to vote with a mobile phone.

The project's coverage is carried in the newspapers 'Arkhangelsk – the city of military glory' and 'Pravda Severa', on www.news29.ru and www.29.ru, in TV and radio broadcasts, and on the social networks Instagram ('Arkhangelsk budget' – www.instagram.com/29budget) and VKontakte ('The budget of your opportunities' <https://vk.com/btv29>, 'Arkhangelsk budget' <https://vk.com/budgetarh>). The awareness campaign also uses a brochure, leaflets, video and content for social networks.

On June 13, 2019, as part of the educational activities, a meeting of 'The Budget of Your Opportunities' participants took place, gathering the authors of project ideas, representatives of the Arkhangelsk administration, members of the organizing team, and media representatives.

The municipal practice gives Arkhangelsk residents the opportunity to propose ideas for urban development and choose the best ones. The city has big plans for IB development, in particular, in 2019, the school practice 'Big Change' was launched. The general slogan of a participatory urban development is 'Together we will make Arkhangelsk better!'.




Invitation to the opening of the facilities created within 'The Budget of Your Opportunities', Arkhangelsk




'The Budget of Your Opportunities' advertising, Arkhangelsk

4.8. The best municipal IB support practice – Orenburg Oblast



**Initiative budgeting
in Orenburg Oblast**

Learn more about
the practice



IB is a priority project in Orenburg Oblast, it has been implemented since 2017, within the framework of the following regulatory legal acts:

- the Decree of the Orenburg Regional Government of November 14, 2016 No. 851-pp 'On the implementation of public infrastructure development projects based on local initiatives', which approved the procedure for the competitive project selection;
- the subprogram 'Improving the efficiency of budgetary expenditures of the Orenburg Oblast' (approved by the Orenburg Regional

Government, December 25, 2018 No. 886-pp), approving the rules for the provision and distribution of regional budget subsidies to implement public infrastructure development projects based on local initiatives;

- the Order of the Regional MoF, August 30, 2017 No. 129 ‘On certain issues of organizing and conducting a competitive selection of public infrastructure development projects based on local initiatives’.

Orenburg Oblast has already held four competitive selections for the initiatives from rural residents. The number of participants grows every year, in the first year only 32 projects were proposed, and in 2020, 228 projects were submitted. Over 4 years, 300 initiatives of rural residents, with a total cost of 324 million rubles, were selected through competitive procedures; the regional budget contributed 206 million rubles (or 64% of the total cost of initiatives).

Over 52,000 people took part in project proposals and discussions. The most popular are road repair projects (24% of the total number of projects); improvement of cemeteries (23%); water supply facilities (15%); other amenities (14%); cultural facilities (11%); playgrounds (10%); and sports grounds (3%).

One of the features of IB implementation in the region is the engagement of the public council under the regional MoF, whose members took part in each of the selected project in 2017–2019. By visiting the places of the proposed projects, they had the opportunity to communicate with citizen initiative groups and residents of rural settlements, and to exercise public control over the facility repair or construction. Practice has shown the effectiveness of such visits, since it was much easier for the villagers to make contact with the public council members than with representatives of the authorities. As a result, all projects were successfully implemented (<http://minfin.orb.ru/общественный-совет/>).

‘The People’s Budget’ project, as a mechanism of municipal support for public initiatives, has been actively developed in the region. In this project, a part of the local budget is distributed on a competitive basis. The municipality itself determines the specifics of residents’ involvement in the budget process. ‘The People’s Budget’ has been implemented by municipalities since 2016. The regional MoF initiated this project, in early 2016, ministry officials developed and recommended to the municipalities a model legal act to introduce ‘The People’s Budget’.

In 2016, the project was implemented in 5 regional municipalities, in 2019 – in 14. The total cost of the 37 projects selected by the local community in 2019 was 14 million rubles and 4,400 people participated in the selection process.

To expand public participation in the budget process, the cities of Buzuluk, Sorochinsk and Mednogorsk implemented ‘School Budget’ project in 2020. Its main goal is to identify and support social initiatives of students in grades 9–11.

The project aims at:

- involving high school students in solving issues of local and school infrastructure development;
- increasing budgetary literacy and civic engagement of the younger generation, promoting the basics of local self-government;
- increasing budgetary transparency and openness.

Annually, the regional MoF, in its expanded panel, develops and approves an Action Plan for methodological and consulting support to municipal specialists. In 2019, 28 educational and consulting events were held. Various events developed during the project implementation include round tables; training for heads of municipalities, representatives of

financial authorities, institutions, and local administrations; videoconferencing meetings; methodological outreach meetings to consider issues of drawing up and implementing local budgets: budgetary policy and interbudgetary fiscal relations, the treasury control of the local budgeting, national projects, interbudgetary subsidies, and the involvement of the public and business community in the local infrastructure development.

In 2019, 3 IB training seminars were held, covering all municipalities of the region (the entire region is divided into 3 zones – West, Center, East), and a number of outreach events to provide methodological and consulting assistance for financial specialists, heads of rural administrations, managers of local institutions (the cities of Buguruslan and Orsk, Yasnensky urban district, Buguruslan, Tashla, Abdulino, Northern and Kurmanayevka districts).

Training in IB basics took place at the MoF expanded panel with the municipal heads and financial specialists. In 2019, the regional MoF held 3 training seminars (May 24, 27 and 29, 2019) on the 'Implementation of public infrastructure development projects based on local initiatives'. Over 500 participants attended the seminars: heads of rural settlements, financial specialists of municipalities, representatives of executive authorities, and members of the public council under the regional MoF.

A 2019 innovation was the introduction of testing at training seminars, first it was conducted at the seminar for the heads of municipal financial authorities, then at a series of trainings for financial department specialists directly performing budget operations. The tests were developed locally (in online mode, with several options), based on the materials presented at the seminar. A separate block included IB questions and tasks.

Several factors contributed to the development of IB various forms at the municipal level ('The People's Budget'):

- at the joint seminars and MoF expanded panel, municipalities share their best practices to introduce and implement IB projects, creating so a competitive effect;
- regional MoF support of IB development;
- the inclusion of the indicator 'Implementation of projects to support local initiatives aimed at solving local issues with public participation in the municipality' into the municipal finance management quality assessment. Every year, 10 municipalities with the best results receive financial incentives.

'The People's Budget' project is becoming more and more popular in the Grachyovka district. In 2016, the public engagement rate was 8%; in 2019, it increased to 22%. Over the 4 years of 'The People's Budget', 10 initiatives from rural residents were implemented with a total cost of 4.4 million rubles, including public donations of 0.8 million rubles.

The winners were the citizens of the Podlesny village council with a project to repair village roads, the Verkhneignashkino village council with a project to install a cemetery fence, the Russkoignashkino village council with a project to repair the Great Patriotic War obelisk, the Erokhovka village council with a project to fence the Great Patriotic War obelisk, the Petrokhersonets village council with projects of cemetery fencing and water well repair, Aleksandrovka and Tally village councils with projects of children's playgrounds. In 2019, a project to renovate the building of the Pokrovsky Rural Cultural Center of the Novonikolskoye village council (total cost – 2.7 million rubles) and a project to install the cemetery fence in the village of Verkhneignashkino (total cost – 0.2 million rubles) were implemented.

In 2016, Buzuluk was the first city in the region to launch its own project 'The People's Budget'. Public discussion of applications takes place in the form of Internet voting on the city administration's website. Every year, at least 6,000 city residents take part in the voting. During the project implementation, 8 children's playgrounds were installed, 2 asphalt pave-

ment areas were repaired, and a sports ground was equipped. The total cost of the projects was 6.5 million rubles, including citizens' contributions of 0.4 million rubles.

In Totskoye district, 'The People's Budget' project has been implemented since 2017. The local budget annually provides 0.5 million rubles for the project. Its participants are the rural settlements of the district. The head of the Totskoye district supports the project and is directly involved in its implementation, focusing on the importance and necessity of public involvement in the distribution of the local budget funds on a competitive basis. This issue is often covered at official meetings held at the head's office, and a report on the project implementation was presented at a meeting of the administration project committee for strategic development.

Over three years, in Totskoye district, 13 projects were implemented with a total cost of 2.3 million rubles, including public contributions of 0.2 million rubles. In 2019, the winners were the Kirsanovka village council with a playground project, the Pristantsionny village council – a sports ground, the Sainovka village council – the repair of a well, the Suvorovsky village council – a playground, and the Totskoye village council – a children's playground.

In 2017, 3,300 people were involved in the project selection, and in 2019 – 9,700 people.

The Sharlyk district is the most active and successful participant in the regional competitive selection. Since 2017, 25 projects selected by local community have been implemented in the district. These are roads, the landscaping of parks, cemeteries, memorial complexes to the soldiers of the Great Patriotic War.

The total cost of the projects was 24.7 million rubles. The funds to implement the projects came from different sources:

- regional budget subsidies – 17.2 million rubles;
- local budgets – 4.4 million rubles;
- public contributions – 1.5 million rubles;
- businesses' contributions – 1.6 million rubles.

In 2019, IB projects were implemented in 14 out of 17 rural areas of the district, and all rural areas submitted applications for the competitive selection. So the entire district and the whole rural population are involved in the IB process.

4.9. Organization and introduction of IB online management system – Altai Krai



Altai Krai is one of the regions that developed its own online system to support LISP implementation on the website алтайпредлагай.рф.

LISP in Altai Krai was launched in 2016. And in 2018, a website was developed to support the competitive procedure, to promote IB and to facilitate citizen participation. This tool was especially relevant due to unequally distant municipalities located in the region. The Altai Krai population is 2.4 million people, 44% of which live in rural areas. The region's area is 168,000 square km, the 21st largest region in Russia. There are 719 municipalities, including 59 municipal districts, 10 urban districts, 648 rural and 7 urban settlements.

The website allows municipalities located at different distances from the capital to participate equally in the competitive selection, and provides citizens with the opportunity to track the application process at all stages.

The decision about the project to be implemented in a particular settlement is made at community meetings, where residents discuss possible options, give arguments in favor of certain public facilities, and then vote to determine the project and problem to be solved. Further work on the project documentation is carried out online on the portal **алтайпредлагай.рф**, where the municipalities submit proposals to the competition, the applications are checked, the competitive score is calculated for each application, and finally the competition results are added up. There are also online opportunities to prepare agreements for the allocation of subsidies, to publish interim reports to track the tender status and the progress of the project (facility) works, and to provide final reports.

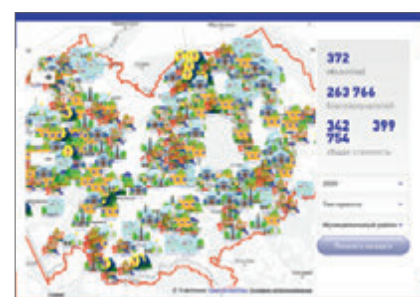
The web portal provides all the necessary information about the possibilities and stages of initiative implementation, the conditions for participation in LISP, the projects currently being implemented, including a brief description and photographs. In addition, the 'Documents' section contains current legal acts, methodological materials, auxiliary materials (video instructions, sample projects, leaflets, memos), best practices with attached documentation packages that can be used while preparing an application; it also has a news section to inform the public about interesting events and a FAQ section.

In 2017–2019, 435 projects were implemented in the region at a total cost of 388.2 million rubles, including 249.2 million rubles (64%) from the regional budget funds, 83.7 million rubles (22%) from the local budgets, 32.6 million rubles (8%) of co-financing from the public, and 22.8 million rubles (6%) from businesses. 415,000 people were beneficiaries of the projects. 454 applications were submitted for the 2020 competition, which is 1.6 times more than in 2019 and double that in 2018. The competition commission selected 368 projects from 56 municipal and 2 urban districts to be implemented in 2020. With an increase in the number of applications and processing work, the website made it possible to reduce significantly the time spent checking applications, agreements, reports, and consulting local governments on the frequently asked questions.

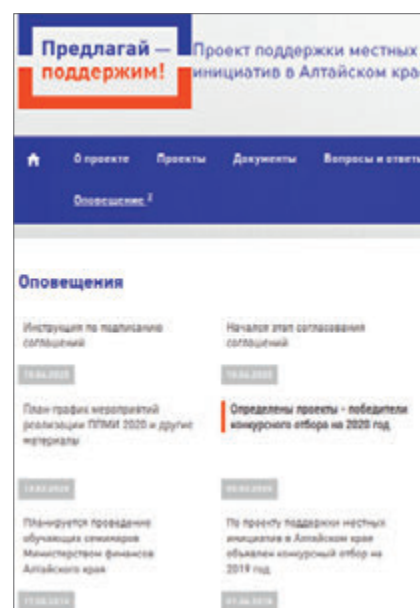
In 2019, the online mechanism for checking and revising applications was improved, providing for the possibility of keeping already verified and accepted information. When editing applications, users can clearly see which lines are approved (highlighted in green and cannot be changed anymore), and which lines are subject to correction (highlighted in red with a comment on what needs to be corrected). An intermediate step was introduced, which made it possible to track the project tenders, the progress of the works performed, and thereby help project managers in working with contractors.



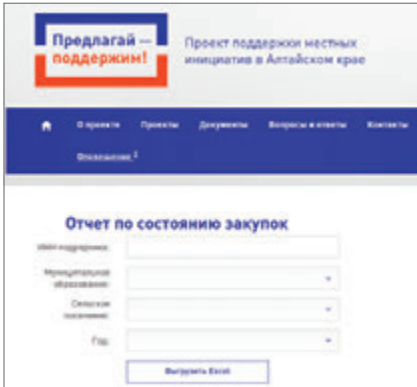
An example of an application to participate in the LISP competitive selection



An information map with the LISP projects (facilities)



A section with LISP notifications



A section of the LISP website to download reports

A newly developed ‘notification’ section with the ‘unread’ indicator and the opportunity to get emails help local governments to promptly get information on important events in the selection procedure and news on the project implementation stages posted on the website.

A 2020 innovation allowed agreements to be concluded online for regional budget subsidies. All information is exchanged through the website, the parties sign agreements there using electronic signatures. This option has significantly simplified the information exchange and reduced by half the time for the approval and signing of agreements.

The LISP online management mechanism on the website **алтайпредлагай.рф** reduces the time spent on IB support in the region, making it possible to find all the information on the facilities for the entire LISP implementation period, collect interim reports to analyze the progress of works, identify problems with unscrupulous contractors at an early stage, and download and analyze various reports. An equally important point was that local self-government representatives from remote areas can submit applications, sign agreements, and submit reports without making the long trip to the regional capital.

Every year, the LISP regional website is updated, providing detailed and necessary information on the implementation of each project.

4.10. Integrated approach to IB development – Ulyanovsk Oblast



Ulyanovsk Oblast delivers several IB practices; LISP is the most ambitious of them. Every year, the parameters and participation conditions for municipalities are updated taking into account the opinions of all stakeholders. To increase the practice’s scale and the involvement of municipalities and residents, changes have been made to the existing normative acts, including:

- the expansion of the list of participants to include municipal districts in 2019, in addition to urban and rural settlements of the region included since 2015. This also makes it possible to expand the areas of citizen initiatives (e.g. to repair and equip schools, including children’s art schools);
- the increase of the subsidy provided to one municipality to 3.0 million rubles in 2019 (from 1.0 million rubles in 2015);
- the increase of the number of applications submitted for competitive selection for local administrations of each municipality to 3 in 2019 (from 1 in 2015);
- the reduction of the share of co-financing for urban areas to 7% in 2017 (from 12% in 2015);

- changes in the project evaluation methodology in 2017, increasing the score coefficient for using media and other means to study public opinion when preparing a development project;
- forming a list of development project initiators in 2019 and including those who can present their initiatives at general meetings and propose issues of local importance for discussion: local and municipal administrations, residents of municipalities, territorial public self-governments, and enterprises.

In 2019, the regional budget allocated 130 million rubles for the practice, which is 15 times more than the 8.3 million rubles in 2015.

Over 5 years (2015–2019), as a result of competitive selection 359 initiatives have been implemented. The projects made it possible to improve the living conditions for 740,000 rural residents, which is more than 55% of the total population of the region.

The total cost of the initiatives was 482.3 million rubles, including regional budget funds – 372.9 million rubles (77% of the total projects cost), local budget funds – 59.3 million rubles (12%), funds from the public – 34.9 million rubles (8%), and from business entities (individual entrepreneurs and legal entities) – 15.2 million rubles (3%).

The priority projects implemented within IB practice were the repair of rural cultural centers – 178 projects (55%), the second group of improvement projects (repair of roads, parks, sports grounds, and the reconstruction of monuments) – 113 projects (31%), the third – water pipe repair, 48 projects (13%). Other project included 10 sports facilities (3%), 7 fire safety facilities (2%), and 3 educational facilities (1%).

IB in Ulyanovsk Oblast was initially built on the basis of an integrated development and project approach.

First of all, the strategic goal was determined – to ensure public engagement in the implementation of projects based on local initiatives and aimed at developing the public infrastructure of the settlements. This goal is in line with the regional ‘Strategy of Social and Economic Development until 2030’, and is aimed at improving the quality of life in the region through solving specific local problems.

In accordance with the regulations on the organization of project activities, the regional government and public executive bodies approved the executive summary of priority project ‘LISP Implementation in the Ulyanovsk Oblast’ for 2017–2019. This contains all the project’s key parameters – the goal and expected results, timeline, budget, and project indicators fixed by year. It also identifies the project manager and curator, considers the key risks, and risk prevention measures.

The document also defines the project implementation stages and milestones with the corresponding outcomes or indicators.

The Project Committee was made up of the department heads of the regional ministries and representatives of the regional construction organization ‘Ulyanovskoblstroyzakazchik’. Based on the results of competitive selection, the project team annually includes curators from municipalities (deputy heads of municipal administrations).

In addition, each municipal district had curators from ‘Ulyanovskoblstroyzakazchik’, who monitor the project implementation from the preparation of a project’s snag list to the delivery of facilities.

In order to monitor LISP implementation, a consolidated executive plan (approved annually) was developed with a detailed list of works (activities, checkpoints), and an executive officer is appointed from the members of the project team. All members involved are respon-

sible for particular areas of the project. Since 2018, the Decree of the Governor has been in effect, to award bonuses to the participants, depending on the results achieved.

On a quarterly basis, a report on the project activities and milestones achieved is sent to the regional project office – the Department of Project Development and Expert-Analytical Work (Reform Management Center).

Regular meetings of the project committee and the project team help to quickly resolve any emerging problems.

In order to coordinate project management and the program budget, regional budget subsidies to the municipal budgets to support local initiative projects are provided as part of a separate line of the State Program of the Ulyanovsk Oblast ‘Management of regional finances’ for 2017–2020. This ensures the clear coordination of the program and project management.

Since 2018, the project has been managed through a regional automated information system. This ensures control over the timely and complete implementation of the project’s control points to quickly respond to any emerging problems. The users participating in the project activities had additional training and were provided with the accounts enabling them to work with the system.

Regional LISP is among the best to implement priority projects in the region, which was confirmed at meetings of the Presidium of the Council for Reforms and Priority Projects under the Governor and achieving 100% of project’s KPIs at the end of 2018–2019.

Since 2017, the quality assessment of local government work (in the municipal district as a whole) has been introduced during the LISP implementation.

In 2019, 10 quantitative and qualitative indicators were used to assess municipal activities:

- the engagement of the settlements in the competitive selection;
- the share of the municipal district’s winning projects in the total number of winning projects;
- share of the projects’ beneficiaries in the total population of the district; well-timed amendments to local budgets;
- on-time collection of public co-financing;
- on-time collection of co-financing from businesses;
- the timely conclusion of contracts;
- the timing and quality of monthly reports (photo reports);
- a creative approach to competitive selection;
- on-time submission of subsidy documents.

The results of the analysis form the rating of the municipal districts participating in LISP. The leaders in the rating demonstrated the best quality of implemented projects in 2019:

Pavlovka and Inza districts are the ratings continuous leaders; from year to year they show high compliance with the performance standards and new approaches to project implementation. Melekessky district did some serious work to become the leader of the 2019 ratings. District development projects had the highest scores, the results of creative competitions were attached to the each project application, the municipalities were among the first to provide subsidy documents.

In 2020, a number of updates are being introduced in regional IB implementation, such as the procedure of providing subsidies, the participation conditions, and the methodology for development project evaluation, approved in the Regional State Program ‘Public Finance Management of the Ulyanovsk Oblast’ (currently, the procedure is

Table 16

Leading municipal districts in project quality

	Municipal district	Place	Points
1	Meleklessky District	1	71
2	Novaya Malykla District	2	70
3	Pavlovka District	3	67
4	Inza District	3	67
5	Barysh District	4	64
6	Surskoye District	4	64
7	Bazarny Syzgan District	5	61
8	Terenga District	5	61

Source: MoF of Ulyanovsk Oblast

approved by a separate resolution of the regional government). The updates provide for the expansion of IB participation to cover all the municipalities of the region, including urban districts. The repair and improvement of public infrastructure facilities owned by municipalities is carried out in accordance with the Federal Law of October 6, 2003 No. 131-FZ 'On the General Principles of Organization of Local Self-Government in the Russian Federation'. It was decided to make a digital version by launching the LISP online system on the 'Ulyanovsk Regional Open Budget' portal.

4.11. IB development information support – Sakhalin Oblast



IB information support has been the focus of the organizers' attention since the first year of its launch. The IB Development Program in Sakhalin Oblast for 2017–2019 provided for a set of measures to raise public awareness of IB and to create an IB portal.

A website (<https://pib.sakhminfin.ru/>) was launched in April 2017 and is the key IB resource in the region. The organizers formulated its tasks as follows:

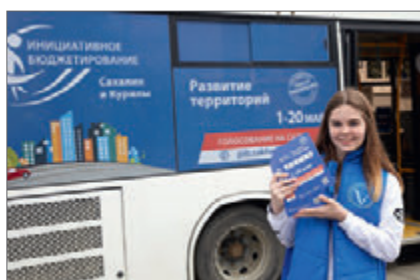
- IB training;
- registration and discussion of initiatives (projects);
- information support for IB projects at all stages;
- notification of users by subscription;
- promotion of IB events on the portal;
- conducting sociological research and surveys;
- information about ongoing partner programs (projects) and providing partners with access to the portal resources;
- information about the competitive selections for regional budget subsidies.



Visual materials from the information campaign



Наглядные материалы информационной кампании



Mobile voting point



Ceremony to announce the winners

The website contains all the information on applied practices, projects, and events. It has become a part of the IB mechanism in Sakhalin, with online voting on the ‘Development of Territories’ project and online surveys on IB related issues. Any resident can become a registered user and get access to advanced functions, for example, to comment on projects, subscribe to news or participate in surveys, and, of course, vote for projects.

The Sakhalin IB program has a single logo and a common visual identity, which are used for the website, printed materials and advertising media. However, each practice also has its own recognizable style, organically combining the general approach to promotion.

The promotion system includes the regional MoF’s official website, which has direct links to the IB website, and pages on social networks. The organizers work actively with the media to provide broad coverage of the events.

A variety of educational events designed for specific audiences are also part of the promotion system. Within LISP is training for municipal representatives. For the participants of the ‘Development of Territories’ project, training sessions are held in municipalities, and there is a street campaign to talk about projects, and help people register on the state services portal in order to be able to vote. For ‘The Youth Budget’ project, cluster training sessions were organized, covering all schools in the region. The training gathers representatives of municipalities, teachers and students, and volunteers. Special printed materials are developed: booklets, flyers and branded clothing.

The launch of ‘The Development of the Territories’ project was accompanied by a large-scale promotion campaign, including outdoor advertising, multimedia and printed materials, and commercials.

With this campaign, Sakhalin Oblast introduced a number of completely new elements into the Russian practice of IB awareness campaigns, in particular, the organizers carried out some ideas from foreign practices. They used a branded minivan for promotional events in remote municipalities. The bus was not just an advertising carrier; it was equipped as a mobile point for campaigning and voting for projects, including Internet access. The minivan proved to be an excellent tool and was later used in the regional capital.

Another innovation is an annual ceremony to announce the winners of the ‘Development of the Territories’ project, which is held on June 12, Russia Day. In 2020, the ceremony took place for the third time and has become a vital part of the celebrations in the regional capital. The ceremony, being a public event in which the governor of the region always participates, gets wide media coverage.

The IB promotion system in the region combines an online component, media support, outdoor advertising, various printed materials, and public events, including educational ones. These parts constitute the media plan and are organically included in the project implementation, providing an integrated effect.

4.12. Digital innovations in IB – Volgograd Oblast



In 2019, Volgograd Oblast was the first to organize large-scale voting for IB projects using blockchain technology.

The LISP project cycle runs from April 15 to December 1. Residents propose initiatives at community meetings, and online voting determines the projects to be implemented and receive funding. In 2019, online voting was held from May 18 to May 31 on the website <https://budget4me34.ru>. The voting system on the blockchain platform prevents any interference with the project selection results.

The use of the blockchain platform allowed the voters to check the correctness of the procedure and make sure that the results were fair. Community members used their mobile phone numbers to register for voting, confirmed by a unique code received in a text message. Phone numbers from any regions of Russia were allowed to vote. The voting website was protected from cheating by identifying and blocking bot traffic, and was protected from DDoS attacks. The voting showed the activity and interest of the people in developing their own territories: over 4,000 people took part in community meetings and discussions, 82,500 people participated in the voting, 112,600 votes were counted. People could vote not only for his or her area, but also choose one of the best IB projects in each district of the region and the city of Volgograd. In 2019, 93 out of the 209 proposed ideas were selected for funding.

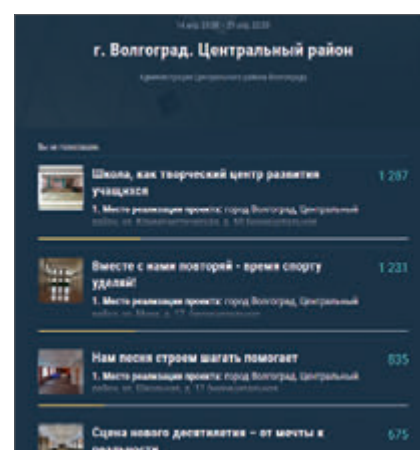
The initiative of the Dubovskiy district, to create a hall for celebrations in secondary school No. 1, got the most public support with 2,725 votes. The second most popular project was a cinema renovation in Kotoovo with 2,170 votes. The greatest support in Kamyshin, 1,780 votes, was for the project to improve a recreation park. In Volgograd, one or two projects were selected in each of the city districts. The most popular was the reconstruction of the stairs from secondary school No. 94 to residential buildings in the Traktorozavodsky district with 2,284 votes.

LISP covers all 475 municipalities of Volgograd Oblast. Budgetary fund management is done by the regional finance committee. The role of the project center in the region is performed by the Working Group on LISP implementation, which includes about 20 people. The total funds allocated from various sources to finance IB projects was 114.4 million rubles: about 46% from the regional budget, 53% from municipal budgets, about 1% co-financing from the public, legal entities and individual entrepreneurs.

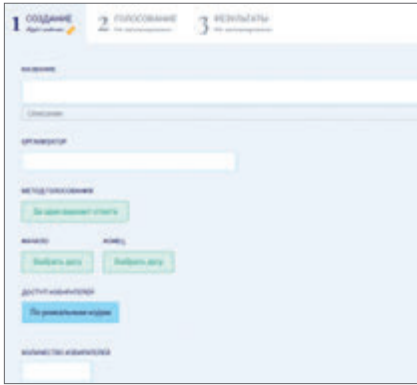
The promotional campaign included information on the official website of the executive authorities and in other media, including municipal television. Citizens also made a great contribution to promote the voting,



A screenshot of the website's main page



A screenshot with the project ratings



A screenshot of the webpage for creating a project

they actively posted links in social networks and urged their neighbors to vote for initiatives.

The system was designed to ensure usability for citizens and convenient voting. For this reason, the identification platform of Gosuslugi (state services) and specialized smartphone applications were not used. The website resource requirements were simplified to provide access to information and voting to citizens living in remote villages with weak Internet connections.

Adding up the voting results took about an hour. During this time, the blockchain votes were decrypted; the votes were structured and counted. Each voter had the opportunity to view the results by re-entering the system using his or her mobile phone number.

The finance committee got the information on the projects in a unified form so it just had to enter the data into the prepared fields and schedule the vote.

In 2020, in the second half of April, a similar vote was held in Volgograd Oblast as part of the new IB cycle, when 207,300 votes were cast for IB projects. 166 projects were selected with a total budget of 145 million rubles.

Ministry of Finance of the Russian Federation

REPORT
BEST PRACTICES
in THE DEVELOPMENT of INITIATIVE BUDGETING
in THE REGIONS and MUNICIPALITIES
of THE RUSSIAN FEDERATION

The report was compiled by
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