

PARTICIPATORY BUDGETING WORLD ATLAS 2019



Nelson Dias, Sahsil Enríquez & Simone Júlio

**PARTICIPATORY
BUDGETING
WORLD *ATLAS***

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Nelson Dias, Sahsil Enríquez & Simone Júlio ^(Org.)

**PARTICIPATORY
BUDGETING
WORLD ATLAS**

TECHNICAL FILE

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Nelson Dias, Sahsil Enríquez & Simone Júlio ^(Org.)

PARTICIPATORY BUDGETING WORLD ATLAS

Before we imagined it, the right seemed impossible.
Today would be impossible not to consider it as right.

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PRESENTATION

— The World Atlas of Participatory Budgeting represents the widest compilation of data, to date, on the situation of these processes on the planet. This is the result of collaborative work and the enormous generosity of more than 70 authors, who voluntarily made themselves available to collect and analyse information that would enable to understand the reality of these initiatives in very diverse quadrants.

One of the main motivations of this initiative is to assess the disseminator outreach of participatory budgeting and to understand the main trends, over the last 30 years, ensuring a first-level analysis on the data of each country, and in a second moment, on the different continents. Assuming this as the main desideratum of the Atlas, it seemed appropriate to enrich the results with the introduction of more qualitative elements, to allow tracing of the profiles of the territories where participatory budgeting processes occur. This is the reason why the use of four international indices, referring to themes related to the most classic objectives of these processes, over which there is a fairly broad consensus. This bid made it possible to hierarchize the positioning of the different countries, where experiments were identified, with regard to the levels of commitment they have with the promotion of democracy, the fight against corruption, human development and the happiness of the populations.

In the following pages, the reader will find many reasons of interest, unreleased data and surprising results. The Atlas coordination team understood that it would be equally useful to launch a set of challenges and new lines of research, as a way of exploring dimensions so far marginal or poorly explored in the literature devoted to the topic.

The Atlas is a product, patent in this publication, but it is also a process under construction. The dynamics of a collaborative network of authors, triggered in previous works and reinforced with this one, allowed to mobilize contributions from 71 countries. It is the desire of the entire team to broaden this dynamic to more states in future editions, thus reinforcing the joint capacity for understanding and analysing participatory budgeting in the world.



METHODOLOGY

— Since the early concept of the Atlas design, it became quite evident that its operationalization would only be feasible through the creation of a network of focal points of authors in different countries, which was only possible thanks to the previous work done in the book “Hope for Democracy” and that was later amplified under a collaborative paradigm between the respective authors through personal contacts and institutions in order to identify academics, researchers and activists qualified to collect data in other countries where there was no interaction established before.

Also, researching online through specialized bibliography and websites focused on Citizen Participation and Participatory Budgeting issues allowed us to strengthen the authors network, especially in countries that usually do not share information with the international scenario. Being that said, it was possible to detect 76 authors in 71 countries, and in some others where it was not possible to find any, like it was mentioned before, an online research was conducted to accomplish this task.

Thus, in order to gather information about the Participatory Budgeting experiences taking place around the world, the Atlas team created a questionnaire that was used as a common tool to simplify and homogenize the collected data from local and regional interlocutors. All the authors filled up the same instrument.

This questionnaire is composed by a series of standard questions written in four different languages (English, French, Spanish and Portuguese). For each question, a short description or an exemple was presented in order to facilitate its completion.

The creation of the questionnaire with common indicators for all countries has an additional advantage, that was not anticipated initially. Some authors had to collect data that they did not have originally so they can incorporate these indicators into their information systems. Therefore, it can be considered that an extra benefit emanates from this project, which is the creation of a common information system about Participatory Budgeting on a large scale.

Furthermore, Participatory Budgeting processes are well known for their large methodological flexibility, which makes it difficult to define a single and consensual concept that applies to all the initiatives. Hence, for the purposes of this research and for an adequate filling of the questionnaire, it was necessary to establish a common understanding on what a Participatory Budgeting is. Thereby, the gathered data will provide a more concrete and effective approach of the complex reality of these experiences around the world.

Being that said, it was proposed that the Participatory Budgeting experiences hold the following characteristics:

1. It must be a process that involves a specific portion or the entire amount of an institution's budget, so that can be freely and independently decided for all the citizens participating in the initiative. This feature comprises two more items:
 - a. **The type of the institution.**
Despite the fact that an overwhelming number of initiatives are promoted by the local government, it's important to take into consideration those experiences organized by other levels of government such as regional, state and national. Also, processes developed by private, lucrative and associative organizations should be included.
 - b. **The participants.**
There are different models. The most common is the universal access, which is open to individuals of a certain territory or institution. However, those processes aimed at more specific audiences will also be taken into account, such as initiatives addressed to a particular social sector like young people, women, immigrants, etc. or at a much more precise target as officials of an entity or company, partners of an association, among other options. Also, representative groups or larger communities (lottery system).
2. The initiative must be organized in two successive cycles, focusing on the decision-making phase, in which the participants are able to make proposals and also the execution one regarding the period of time where the projects are implemented.
3. It should be a continuous practice, meaning that the implementation of the project has to be periodic, taking place during a certain period of time.

In nine of the countries portrayed in the Atlas, it was not possible to count on the collaboration of local authors available for data collection in a timely manner, namely in Angola, Chile, Costa Rica, Estonia, Lithuania, France, Guatemala, Panama and Paraguay. In these cases, the team conducted numerous online investigations in order to: first, find authors with scientific papers or public information systems on the subject; second, contact with these authors and request their collaboration; third, if it was impossible to ensure such contact or obtain a timely response, the Atlas team completed the questionnaire, quoting the respective authors. In all the cases mentioned, we aimed to ensure that the information used was reliable and up to date.

The mapping of Participatory Budgeting on a global scale is always an exercise of enormous difficulty and complexity. The product presented here is by nature incomplete. We assume this limitation without any reservations. This publication should be understood as a process under construction and as a result of a collective effort of people who, with their conceptual orientations, institutional, political and cultural background, as well as their time limitations, have made the best possible contribution to the result presented here.

The number of Participatory Budgeting processes in the world is not accurate. It is always an approximation to reality and a contribution to the construction of knowledge on the matter, in its different latitudes.

The phenomenon of PBs is richer and more diverse than what is portrayed in this publication. We are convinced that in some contexts there is an abusive use of the term Participatory Budgeting. Whenever there were doubts about the data presented by some authors, the Atlas coordination team asked for clarification and more concrete evidence about the correct use of the term PB. This was a very rich dialogue, which allowed us to understand the political, institutional and social circumstances in which these processes are taking place in different parts of the world.

We admit that PB numbers in some countries, no more than three, are overestimated or outdated. This does not, in our opinion, compromise the final outcome, to the extent that i) there are other countries with PBs not represented in the Atlas; ii) we understand this work as part of an evolving process.

Moreover, in order to enrich this project about the current phenome of Participatory Budgeting, data from international indexes published by different organizations was collected, namely: *“Democracy Index 2018”*, *“Corruption Perception Index 2018”*, *“Human Development Index 2018”* and *“World Happiness Index 2019”*.

The aim of this was to compare the outcomes of the global indexes with the territorial distribution of Participatory Budgeting experiences, to better understand the context in which these processes developed in the World. It is not pretend to establish any kind of connection regarding the PB and the results of these indexes, mainly because it's not the intention of the creators.

Below, details of the indexes will be displayed. It is important to point out that the Atlas team are not the authors of the following information and they are only being used for comparative reasons on the purpose of this publication.



DEMOCRACY INDEX - 2018

ME TOO? POLITICAL PARTICIPATION, PROTEST AND DEMOCRACY¹

The Economist Intelligence Unit's index of democracy, on a 0 to 10 scale, is based on the ratings for 60 indicators, grouped into five categories: electoral process and pluralism; civil liberties; the functioning of government; political participation; and political culture. Each category has a rating on a 0 to 10 scale, and the overall Index is the simple average of the five category indexes.

The index values are used to place countries within one of four types of regimes:

Full democracies: Scores greater than 8

Countries in which not only basic political freedoms and civil liberties are respected, but which also tend to be underpinned by a political culture conducive to the flourishing of democracy. The functioning of government is satisfactory. Media are independent and diverse. There is an effective system of checks and balances. The judiciary is independent and judicial decisions are enforced. There are only limited problems in the functioning of democracies.

Flawed democracies: Scores greater than 6 and less than or equal to 8

These countries also have free and fair elections and, even if there are problems (such as infringements on media freedom), basic civil liberties are respected. However, there are significant weaknesses in other aspects of democracy, including problems in governance, an underdeveloped political culture and low levels of political participation.

Hybrid regimes: Scores greater than 4, and less than or equal to 6.

Elections have substantial irregularities that often prevent them from being both free and fair. Government pressure on opposition parties and candidates may be common. Serious weaknesses are more prevalent than in flawed democracies - in political culture, functioning of government and political participation. Corruption tends to be widespread and the rule of law is weak. Civil society is weak. Typically, there is harassment of and pressure on journalists, and the judiciary is not independent.

Authoritarian regimes: Scores less than or equal to 4.

In these states, state political pluralism is absent or heavily circumscribed. Many countries in this category are outright dictatorships. Some formal institutions of democracy may exist, but these have little substance. Elections, if they do occur, are not free and fair. There is disregard for abuses and infringements of civil liberties. Media are typically state-owned or controlled by groups connected to the ruling regime. There is repression of criticism of the government and pervasive censorship. There is no independent judiciary.

Economist Intelligence Unit (2019). Democracy index 2018: Me too? Political Participation, Protest and Democracy.



HUMAN DEVELOPMENT INDEX - 2018²

The Human Development Index (HDI) is a composite index focusing on three basic dimensions of human development: the ability to lead a long and healthy life, measured by life expectancy at birth; the ability to acquire knowledge, measured by mean years of schooling and expected years of schooling; and the ability to achieve a decent standard of living, measured by gross national income per capita. To measure human development more comprehensively, the Human Development Report presents four other composite indices. The Inequality-adjusted HDI discounts the HDI according to the extent of inequality. The Gender Development Index compares female and male HDI values. The Gender Inequality Index highlights women's empowerment. And the Multidimensional Poverty Index measures non income dimensions of poverty.

UNDP (2018). Human Development Indices and Indicators 2018: Statistical update, UN, New York



COUNTRIES' POPULATION 2018³

Demographic estimates for each country were obtained from the following World Bank database.



CORRUPTION PERCEPTION INDEX - 2018³

The CPI 2018 is calculated using 13 different data sources from 12 different institutions that capture perceptions of corruption within the past two years:

- African Development Bank Country Policy & Institutional Assessment 2016;
- Bertelsmann Stiftung Sustainable Governance Indicators 2018;
- Bertelsmann Stiftung Transformation Index 2017-2018;
- Economist Intelligence Unit Country Risk Service 2018;
- Freedom House Nations in Transit 2018;
- Global Insight Business Conditions and Risk Indicators 2017;
- IMD World Competitiveness Center World Competitiveness Yearbook Executive Opinion Survey 2018;
- Political and Economic Risk Consultancy Asian Intelligence 2018;
- The PRS Group International Country Risk Guide 2018;
- World Bank Country Policy and Institutional Assessment 2017;
- World Economic Forum Executive Opinion Survey 2018;
- World Justice Project Rule of Law Index Expert Survey 2017-2018
- Varieties of Democracy (V-Dem) 2018.

Standardise data sources to a scale of 0-100 where a 0 equals the highest level of perceived corruption and 100 equals the lowest level of perceived corruption.

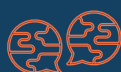
Transparency International (2018). Corruption Perception Index 2018.



WORLD HAPPINESS REPORT - 2019⁴

These rankings are accompanied by our latest attempts to show how six key variables contribute to explaining the full sample of national annual average scores over the whole period 2005-2018. These variables are GDP per capita, social support, healthy life expectancy, freedom, generosity, and absence of corruption. Note that we do not construct our happiness measure in each country using these six factors - the scores are instead based on individuals' own assessments of their lives, as indicated by the Cantril ladder. Rather, we use the six variables to explain the variation of happiness across countries. We shall also show how measures of experienced well-being, especially positive affect, supplement life circumstances in explaining higher life evaluations

Helliwell, J., Layard, R., & Sachs, J. (2019). World Happiness Report 2019. New York: Sustainable Development Solutions Network.



TOTAL OF PB PROCESSES



PB PROMOTED BY LOCAL GOVERNMENT



PB PROMOTED BY REGIONAL, STATE AND NATIONAL GOVERNMENTS



PB PROMOTED BY OTHER TYPE OF INSTITUTION



PB PROMOTED IN LARGE CITIES



PB PROMOTED IN CAPITAL CITIES

¹Available in: <http://www.eiu.com/home.aspx>

²Available in: http://www.hdr.undp.org/sites/default/files/2018_human_development_statistical_update.pdf

³Available in: <https://www.transparency.org/cpi2018>

⁴Available in: <https://s3.amazonaws.com/happiness-report/2019/WHR19.pdf>

⁵Available in: <https://data.worldbank.org/indicator/sp.pop.totl>

PARTICIPATORY BUDGETING WORLD

NUMBER OF REGIONAL / NATIONAL PB BY CONTINENT

9/4

¹ EUROPE

65/0

² SOUTH AMERICA

57/2

³ ASIA

22-23/1

⁴ AFRICA

3/0

⁵ NORTH AMERICA

0/0

⁶ CENTRAL AMERICA

2/0

⁷ OCEANIA

158-159/7

TOTAL

NUMBER OF PB ON CAPITAL CITIES / LARGE CITIES BY CONTINENT

39/15

¹ EUROPE



51/17

² SOUTH AMERICA



15/29

³ ASIA



28/20

⁴ AFRICA



9/9

⁵ NORTH AMERICA



32/0

⁶ CENTRAL AMERICA



0/2

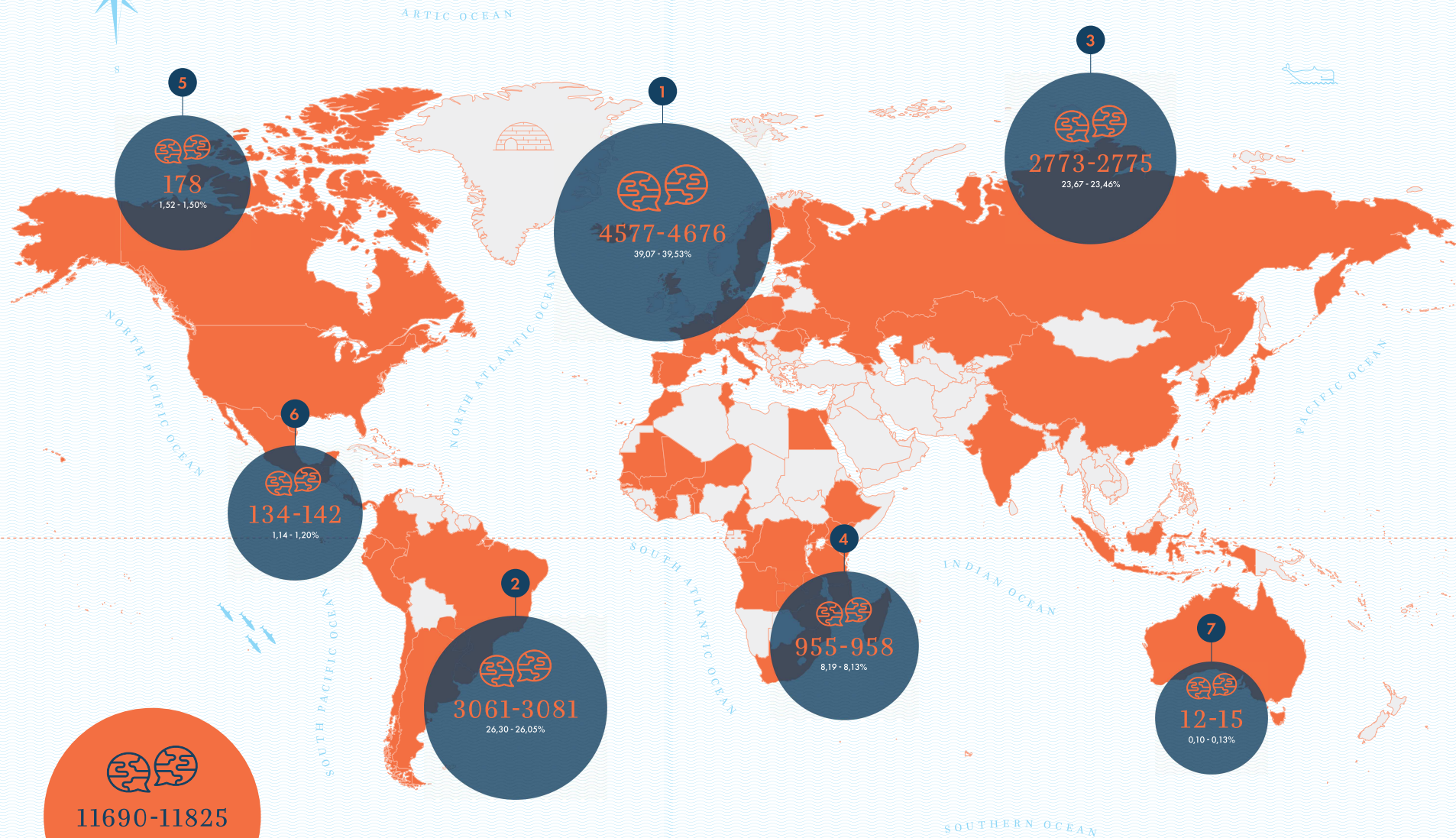
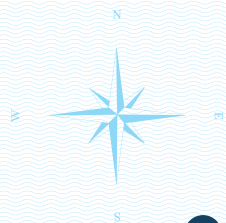
⁷ OCEANIA



176/93

TOTAL





POLITICAL WILL BAROMETER

WITH PB LAW WITHOUT PB LAW

TOTAL

6773-6801 **4917-5024**

57,50 - 57,90% 42,10 - 42,50 %

CENTRAL AMERICA & CARIBBEAN

127-135 **7**

94,80 - 95,10% 4,90 - 5,20%

SOUTH AMERICA

2334 **727-747**

75,80 - 76,30% 23,80 - 24,30%

EUROPE

3390-3410 **1187-1266**

73,00 - 74,00% 26,00 - 27,00%

ASIA

758 **2015**

27,34% 72,66%

AFRICA

164 **791-794**

17,12 - 17,17% 82,83 - 82,88%

OCEANIA

0 **12-15**

0,00% 100,00%

NORTH AMERICA

0 **178**

0,00% 100,00%

DEMOCRACY

FULL DEMOCRACIES FLAWED DEMOCRACIES

569-633 **9962-10018**

4,87 - 5,35% 85,22 - 84,72%

HYBRID REGIME AUTHORITARIAN

560-570 **599-604**

4,79 - 4,82% 5,12 - 5,11%

CORRUPTION PERCEPTION

100 - 76 (LOW) 75 - 51 (MEDIUM)

212-226 **6475-6553**

1,81 - 1,91% 55,39 - 55,42%

50 - 26 (HIGH) 25 - 0 (VERY HIGH)

4342-4385 **661**

37,14 - 37,08% 5,65 - 5,59%

HUMAN DEVELOPMENT

VERY HIGH HIGH

6887-6979 **3327-3367**

58,96 - 59,07% 28,48 - 28,50%

MEDIUM LOW

883-886 **583**

7,56 - 7,50% 4,99 - 4,93%

WORLD HAPPINESS

8.0 - 6.1 (VERY HIGH) 6.0 - 4.1 (HIGH)

3841-3953 **7405-7428**

33,33 - 33,91% 64,26 - 63,71%

4.0 - 2.1 (MEDIUM) 2.0 - 0.0 (LOW)

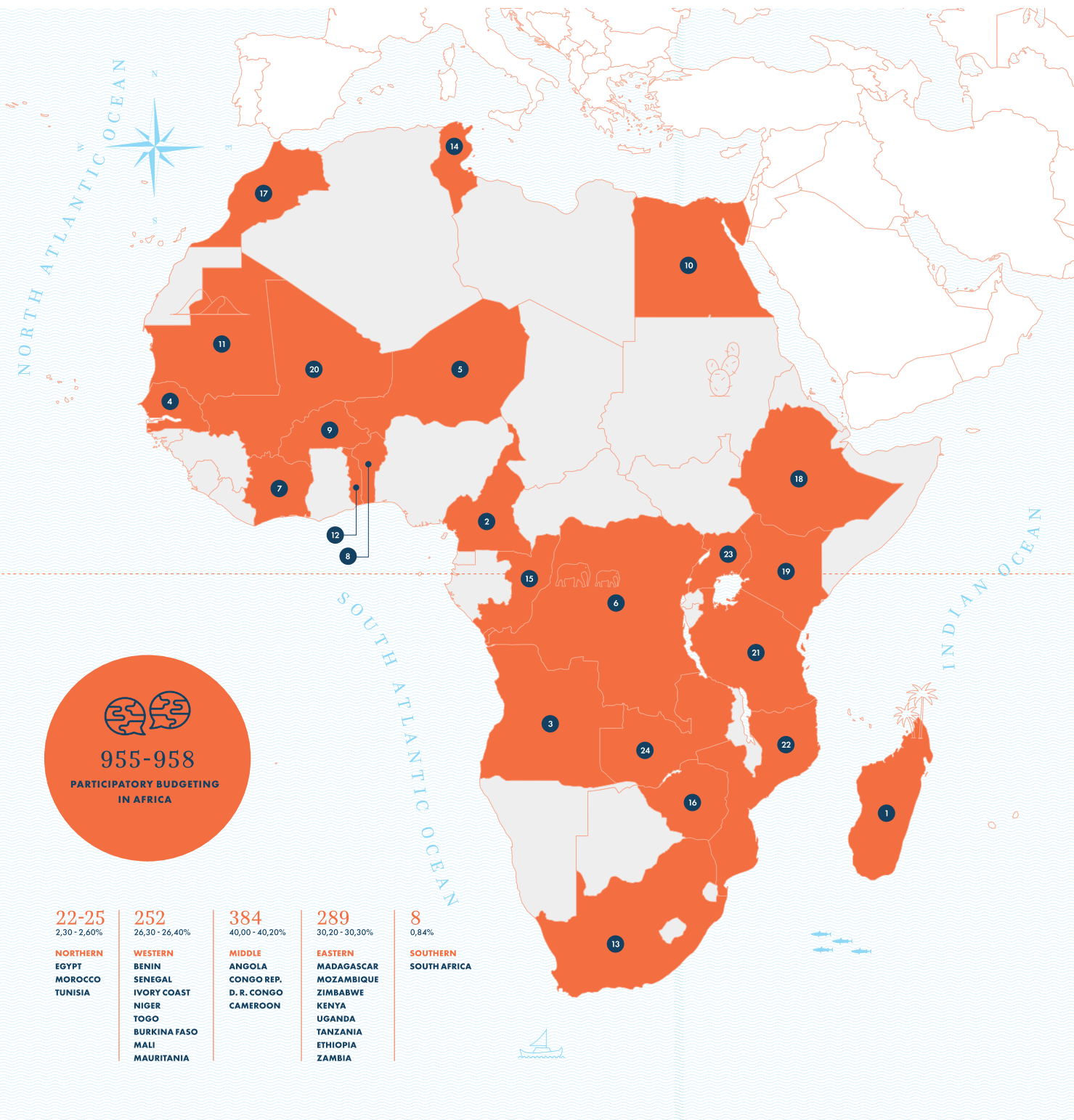
278 **0**

2,41 - 2,38% 0,00%

PARTICIPATORY BUDGETING AFRICA

Governance, Participation & Transparency

270 28,15 - 28,07% 1 MADAGASCAR	167 17,41 - 17,36% 2 CAMEROON	164 17,10 - 17,05% 3 ANGOLA	123 12,83 - 12,79% 4 SENEGAL
16 1,67 - 1,66% 8 BENIN	11 1,15 - 1,14% 9 BURKINA FASO	10-13 1,04 - 1,35% 10 EGYPT	10 1,04% 11 MAURITANIA
7 0,73% 15 CONGO	5 0,52% 16 ZIMBABWE	4 0,42% 17 MOROCCO	3 0,31% 18 ETHIOPIA
2 0,21% 22 MOZAMBIQUE	2 0,21% 23 UGANDA	1 0,10% 24 ZAMBIA	



PARTICIPATORY BUDGETING AMERICA

NORTH AMERICA

Equity, Power
& Inclusion

50

5,21 - 5,20%

⁵ NIGER



45

4,69 - 4,68%

⁶ D. R. OF CONGO



35

3,65 - 3,64%

⁷ IVORY COAST



9

0,94%

¹² TOGO



8

0,83%

¹³ SOUTH AFRICA



8

0,83%

¹⁴ TUNISIA



3

0,31%

¹⁹ KENYA



3

0,31%

²⁰ MALI



3

0,31%

²¹ TANZANIA



145

81,46%

¹ U.S.A.



18

10,11%

² MEXICO

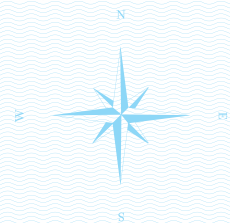


15

8,43%

³ CANADA





ARTIC OCEAN



NORTH PACIFIC OCEAN

NORTH ATLANTIC OCEAN



178

PARTICIPATORY BUDGETING
IN NORTH AMERICA

3

1

2

DEMOCRACY

FULL DEMOCRACIES

15

8,40%

FLAWED DEMOCRACIES

163

91,60%

HYBRID REGIME

0

0,00%

AUTHORITARIAN

0

0,00%



CORRUPTION PERCEPTION

100 - 76 (LOW)

15

8,40%

75 - 51 (MEDIUM)

145

81,50%

50 - 26 (HIGH)

18

10,10%

25 - 0 (VERY HIGH)

0

0,00%



HUMAN DEVELOPMENT

VERY HIGH

160

89,90%

HIGH

18

10,10%

MEDIUM

0

0,00%

LOW

0

0,00%



WORLD HAPPINESS

8.0 - 6.1 (VERY HIGH)

178

100%

6.0 - 4.1 (HIGH)

0

0,00%

4.0 - 2.1 (MEDIUM)

0

0,00%

2.0 - 0.0 (LOW)

0

0,00%



CENTRAL AMERICA & CARIBBEAN

Participation, Municipal management & Social justice

127-135

94,78%

¹ DOMINICAN REP.



3

2,24%

² COSTA RICA



3

2,24%

³ GUATEMALA



1

0,75%

⁴ PANAMA



SOUTH AMERICA

Democracy, Fight against corruption & Social justice.

2089

67,80%

⁵ PERU



436

14,15%

⁶ BRAZIL



245

7,95%

⁷ ECUADOR



200

6,49%

⁸ COLOMBIA



68

2,21%

⁹ ARGENTINA



38

1,23%

¹⁰ CHILE



4

0,13%

¹¹ URUGUAY



1

0,03%

¹² PARAGUAY



NORTH PACIFIC OCEAN

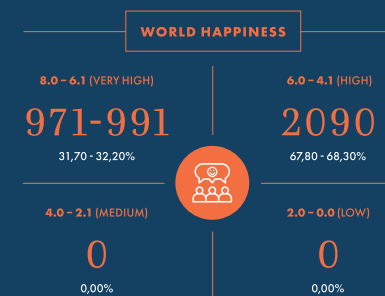
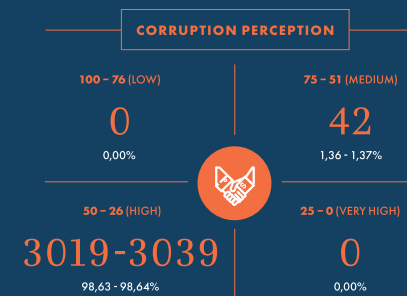
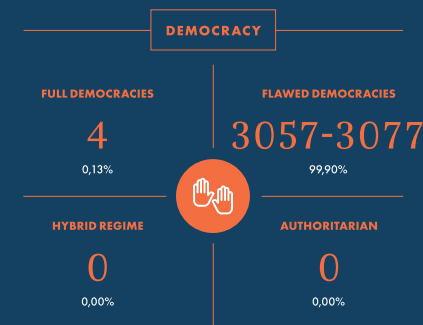


134-142

PARTICIPATORY BUDGETING
IN CENTRAL AMERICA &
CARIBBEAN

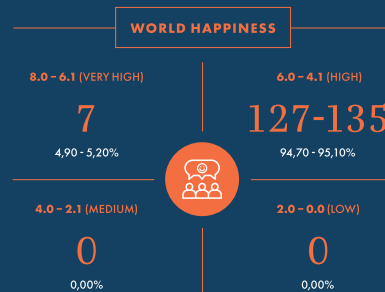
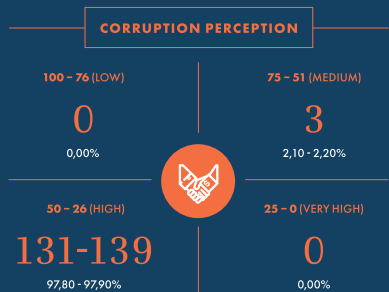
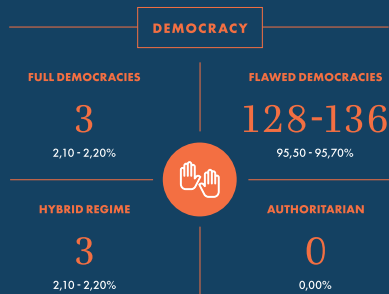
THE PARTICIPATORY BUDGETING WORLD ATLAS

OPEN TO VIEW MAP



PARTICIPATORY BUDGETING ASIA

Dialogue, Good governance & Transparency



1865
67,26 - 67,21%

¹ JAPAN



514
18,54 - 18,52%

² INDONESIA



244
8,80 - 8,79%

³ SOUTH KOREA



120
4,33 - 4,32%

⁴ RUSSIA



11
0,40%

⁵ GEORGIA



10
0,36%

⁶ TAIWAN



5-7
0,18-0,25%

⁷ CHINA



2
0,07%

⁸ INDIA



1
0,04%

⁹ ARMENIA



1
0,04%

¹⁰ KAZAKHSTAN





DEMOCRACY

FULL DEMOCRACIES

0

0,00%

FLAWED DEMOCRACIES

2635

95,00%

HYBRID REGIME

12

0,43%

AUTHORITARIAN

126-128

4,61%

CORRUPTION PERCEPTION

100 - 76 (LOW)

0

0,00%

75 - 51 (MEDIUM)

2130

76,80%

50 - 26 (HIGH)

643-645

23,20%

25 - 0 (VERY HIGH)

0

0,00%

HUMAN DEVELOPMENT

VERY HIGH

2230

80,70%

HIGH

17-19

0,62%

MEDIUM

516

18,70%

LOW

0

0,00%

WORLD HAPPINESS

8.0 - 6.1 (VERY HIGH)

10

0,40%

6.0 - 4.1 (HIGH)

2761-2763

99,6%

4.0 - 2.1 (MEDIUM)

0

0,00%

2.0 - 0.0 (LOW)

0

0,00%

PARTICIPATORY BUDGETING EUROPE

Democracy, Participation
& Trust

1840-1860

40,20 - 39,78%

¹ POLAND



1686

36,80 - 36,06%

² PORTUGAL



350-400

7,65 - 8,55%

³ SPAIN



200-210

4,40 - 4,49%

⁴ UKRAINE



63

1,40 - 1,35%

⁷ ITALY



50

1,10 - 1,07%

⁸ CZECH REPUBLIC



34

0,70 - 0,73%

⁹ SCOTLAND



30

0,70 - 0,64%

¹⁰ BELGIUM



18-24

0,40 - 0,51%

¹³ SWEDEN



17

0,37 - 0,36%

¹⁴ ROMANIA



12

0,30 - 0,26%

¹⁵ SLOVENIA



12

0,30 - 0,26%

¹⁶ SLOVAKIA



5

0,11%

¹⁹ DENMARK



4

0,09%

²⁰ LITHUANIA



2

0,04%

²¹ MOLDOVA



THE PARTICIPATORY BUDGETING WORLD ATLAS

OPEN TO VIEW MAP

232-240
5,70 - 5,13%

WESTERN
FRANCE
BELGIUM
GERMANY

107-118
2,34 - 2,52%

NORTHERN
SWEDEN
FINLAND
ICELAND
DENMARK
ESTONIA
LITHUANIA
SCOTLAND

2127-2151
46,00 - 46,34%

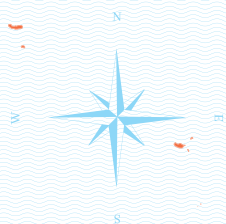
EASTERN
POLAND
CZECH REP.
SLOVAKIA
ROMANIA
UKRAINE
MOLDOVA

2117-2167
46,25 - 46,34%

SOUTHERN
SLOVENIA
CROACIA
PORTUGAL
SPAIN
ITALY



NORTH ATLANTIC OCEAN



PARTICIPATORY BUDGETING OCEANIA

—
Democracy, Participation
& Trust

100-108

2,20 - 2,31%

⁵ FRANCE



102

2,20 - 2,18%

⁶ GERMANY



12-15

100%

¹ AUSTRALIA



20-25

0,40 - 0,53%

¹¹ FINLAND



20

0,44 - 0,43%

¹² ESTONIA



6

0,10 - 0,13%

¹⁷ CROATIA

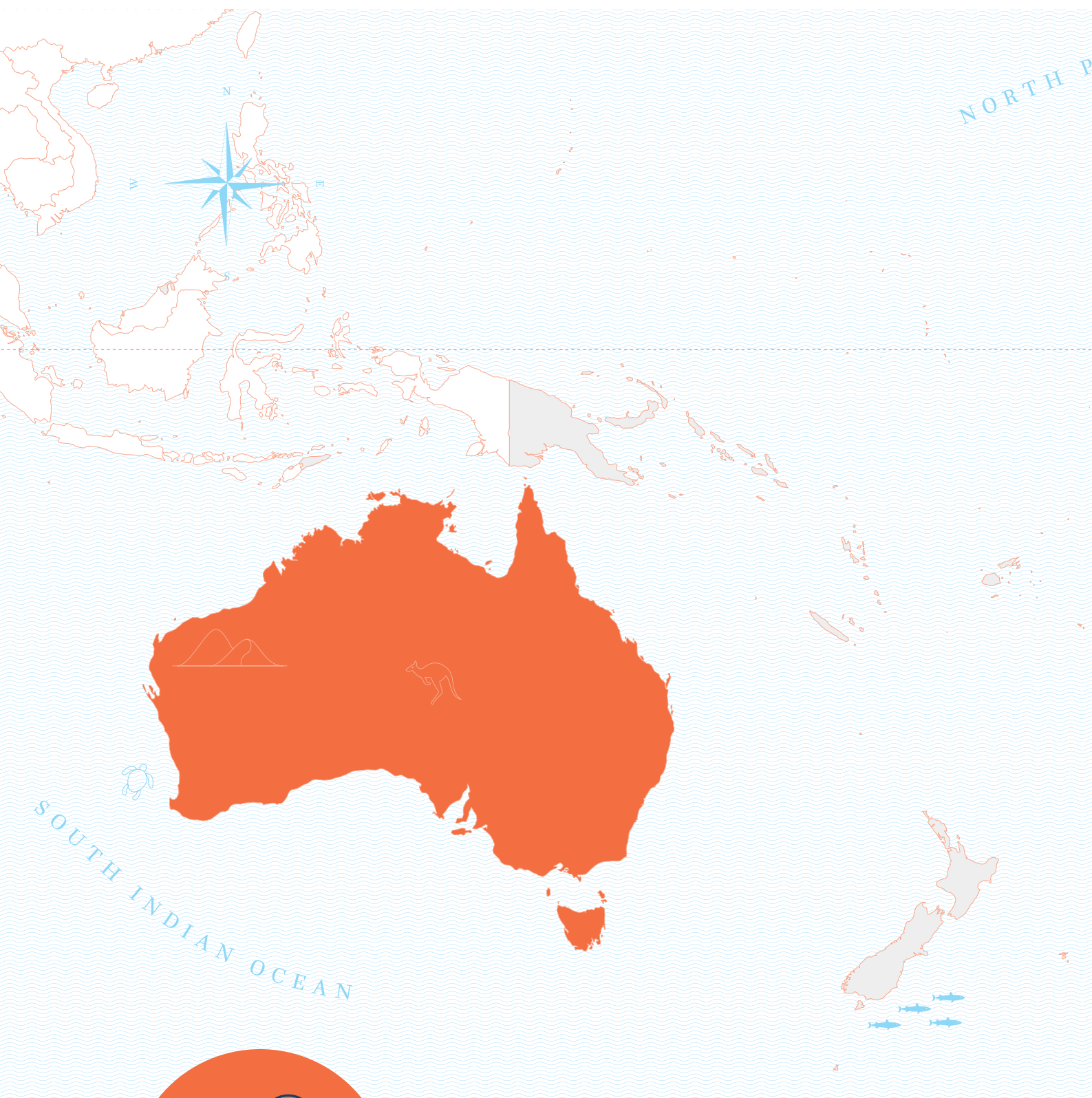


6

0,10 - 0,13%

¹⁸ ICELAND





12-15

PARTICIPATORY BUDGETING
IN OCEANIA



PARTICIPATORY BUDGETING WORLDWIDE

BETWEEN ASYMMETRICAL EXPANSIONS AND IDENTITY SHIFTS

by Nelson Dias, Sahsil Enríquez and Simone Júlio

A WORLD AT DIFFERENT SPEEDS

It is not superfluous to repeat that Participatory Budgeting has become an unprecedented phenomenon. Its widespread dissemination over the course of three decades comes as a surprise to everyone. It is an initiative launched at local level, which has undergone many changes and adaptations during its journey around the world. From occasional experiences, practices of strong innovation and transformative potential, institutionalized public policies, and abusive uses of the terminology, Participatory Budgeting is now present in all continents. This significant expansion requires, however, a careful and critical look at the different territorial dynamics, to the extent that they are very useful for us to understand the contexts in which these processes have been emerging, as well as the motivations that are associated with them. Thirty years after the first experiences of Participatory Budgeting, the world registers the following continental trends.

EUROPE - THE GREAT EXPANSION

Global Positioning

Europe has played a major role in promoting these processes, especially in the last decade, by becoming the region with the largest number of cases currently identified, namely from 4577 to 4676, representing around 39% of all Participatory Budgeting cases identified worldwide. Domestically, Participatory Budgeting in Europe are distributed as follows: 46% in Eastern Europe, 46% in Southern Europe, 5% in Western Europe and only 2 to 3% in Northern Europe.

Highlights

Special mention deserves to be made at European level to:

The existence of three national Participatory Budgeting, the first worldwide, created by the Portuguese Government in 2017, namely the Participatory Budgeting for Portugal, the Participatory Youth Budgeting for Portugal and the Participatory Budgeting for Schools.*;

1. The establishment of a national Participatory Budgeting in Ukraine in September 2019. According to the publicly released guidelines, this first edition is close to the logic of a national regional development programme;
2. Poland, as the European country with the highest number of cases, namely from 1840 to 1860, a situation to which the creation of national legislation to encourage the development of these processes at municipal level contributed in a decisive way;
3. Spain, which after the structural crisis of Participatory Budgeting following the municipal elections of 2011, became the third country with the highest number of cases from 2016 to 2019, without any legal requirement to do so.

* This is more than national Participatory Budgeting. It is above all a government initiative that makes the implementation of Participatory Budgeting compulsory in all public schools of the third cycle and secondary schools. This policy has generated around 1500 small Participatory Budgeting spread throughout the country.

Corporate distribution

The dissemination of Participatory Budgeting in Europe, mainly triggered from the beginning of the new millennium, has been ensured by different types of institutions:

1. Approximately 62% of the identified processes are promoted by local governments, while approximately 34% are supported by other entities, and the leading role of educational institutions, in particular public schools, deserve to be highlighted at this level. This result is mainly due to the approximately 1500 Participatory School Budgeting existing in Portugal;
2. The dynamics of the European regional governments in promoting these processes are still modest, with only 9 experiences, 5 of which in Poland, 2 in Portugal, 1 in Slovakia and 1 in Ukraine;
3. There are 15 major European cities, with populations of more than 1 million inhabitants, which are currently developing Participatory Budgeting. The capital cities - national or regional - that have been involved with this dynamic in Europe are currently 39. Spain, with the PB in Madrid and in 23 other provincial capitals, has contributed much to this statistic.

Geographical context

Using the four international indexes analysed in this Atlas, it is possible to ensure that Participatory Budgeting in Europe are distributed as follows:

1. The vast majority, from 83 to 84%, is located in countries with **imperfect democracies**; approximately 12 or 13% in full democracies; while 4% in hybrid regimes;
2. Most of the cases, from 90 to 91%, are domiciled in nations with the **second lowest level of corruption**, namely the same level in which the democracies classified as imperfect are located, which in fact serves to corroborate the data provided in the previous paragraph;
3. The overwhelming majority of European Participatory Budgeting, some 95 to 96%, are located in territories distinguished with the **highest level of human development**;
4. From 58 to 59% of PBs in Europe are in countries with the **highest level of Happiness**. The remaining 41 to 42% are confined to the nations ranked at the second level of this index.

Keywords

Participatory Budgeting in Europe emerge mainly as instruments for deepening **democracy**, promoting **participation** and building **trust** between populations and institutions.

AFRICA – EXPANSION

Global Positioning

The spreading of Participatory Budgeting in the African continent has been characterised by a gradual but uninterrupted growth dynamic. This pace is determined by some essential factors, two of which stand out:

1. One of a structural scope, related to the ongoing processes of decentralisation - some more advanced and others still in their embryonic state - in order to create the institutional conditions necessary for the existence of local governments in the different countries, with greater or lesser budgetary autonomy and of technical and political resources, as well as of attributions and competences in the management of the territory;
2. The other, of a contextual character, is directly dependent on the presence of international cooperation agencies in the territory, which are crucial in convincing and providing technical support to political agents in each country. These actors have been decisive in

the introduction of Participatory Budgeting in Africa, particularly in the places where the institutional conditions indicated in the previous point exist or are being created.

Despite the marked vibrancy, there are also some setbacks on the continent, such as Mozambique, which, amid political hesitations and the financial crisis triggered in 2015, witnessed a decrease in the cases of the Participatory Budgeting process in the country. According to the work carried out by the different authors, it was possible to identify a range of 955 to 958 Participatory Budgeting in Africa, which represents about 8% of the total number of cases worldwide.

In domestic terms, the sub-region of Central Africa stands out with about 40% of Participatory Budgeting identified on the continent.

Highlights

According to the data obtained, the following data stand out:

1. Madagascar, as the African country with the largest number of Participatory Budgeting, namely 270, representing about 28% of the total number of processes identified in this region of the planet;
2. Angola, as the first country on the continent to create national legislation that makes the adoption of Participatory Budgeting compulsory for all municipalities. The Angolan case is also peculiar because it is the first nation in the world to legislate on this matter without having any remarkable previous experience in terms of its implementation. This decision takes place in a context that precedes the first democratic elections for municipal bodies, scheduled for 2020;
3. The existence of a national process in the Democratic Republic of Congo. According to the findings, this is mainly a so-called 'budget guidance seminar' organized by the Ministry of Finance, which enables the government to present the main lines of priority for the various sectoral policies and to gather contributions from the technical and financial partners and civil society organizations.

Corporate Distribution⁷

The expansion of participatory budgeting in Africa, particularly since the beginning of the new millennium, has been ensured by different types of institutions:

1. The vast majority of Participatory Budgeting identified in the continent, around 86%, are promoted by local governments in their different forms;
2. Some 11 to 12% of the processes are organised by other types of institutions;
3. Some 2 to 3% of reported cases are triggered by regional governments. Côte d'Ivoire stands out at this level, with more initiatives at this territorial level than at the local level;
4. A total of 28 national and regional capital cities are involved in the development of participatory budgeting in Africa.
5. 20 African cities with more than 1 million inhabitants were identified as promoting this type of initiative.

⁷ The data shown refer to 13 of the 24 African countries covered by the Atlas, namely: Madagascar, Mozambique, Angola, Egypt, Congo Republic, Democratic Republic of Congo, Benin, Senegal, Cameroon, Cote d'Ivoire, Niger, Togo, Burkina Faso. For the remaining 11 countries it was not possible to obtain detailed statistics, but only the total number of PB, namely: Morocco, Mali, Mauritania, Tunisia, South Africa, Zimbabwe, Kenya, Uganda, Tanzania, Ethiopia, Zambia.

Geographical Context

Considering the international indexes analysed in this Atlas, it is concluded that:

1. Approximately 50% of Participatory Budgeting in Africa is located in countries with **authoritarian regimes**; approximately 36% in nations with hybrid regimes; 14% in states with imperfect democracies. This is a stark contrast to the African context, as it is the only continent where most of the identified processes, some 85-86%, are based in countries considered non-democratic.;
2. Most African PB, around 69%, are located in territories with the **highest level of corruption**; the remaining 31% fall within the group of countries positioned at the third level of corruption, thus confirming the distinctive context of the cases developed in this region of the planet.;
3. About 61% of PB are located in territories with the **lowest level of human development**;
4. Approximately 65% of African PB are in countries with the **second highest level of happiness ranking**. The remaining 35% are confined to nations ranked third in the index.

Keywords

Given the context outlined above, Participatory Budgeting in Africa tends to be promoted mainly as an instrument for promoting **leadership**, broadening **participation** and enhancing the **transparency** of institutions.

NORTH-AMERICA – SLOW AND MODERATE GROWTH

Global positioning

The development of Participatory Budgeting in the North American continent involves different speeds in the three countries that form it. Canada and Mexico have expressed countless hesitations, with progress and setbacks in promoting this type of initiative. The growth witnessed in the last decade is mainly due to the leading role of the United States, which concentrates around 81% of PB in the region.

According to the data collected, North America currently has 178 Participatory Budgeting cases, which represent approximately 1.5% of the total number of PB in the world.

Highlights

1. The main highlight goes to the United States, whose PB emerging may be considered late, as the first initiatives date from 2009. Even so, over the last decade these processes have been growing, with 145 cases this year;
2. The first PB experience in the region was in Canada, a country that has, however, expressed strong resistance to the adoption of this type of initiative, and there is even stagnation at present;
3. Mexico is struggling with a weak willingness of its municipal institutions to implement PB and weak citizen engagement. In recent years, however, there has been a slight increase in the number of active cases in the country. Some Mexican states have created their own legislation on participation, and in certain cases, Participatory Budgeting is envisaged, which allows raising expectations for the future of these processes.

Corporate distribution

The region's distinguishing feature goes to the United States, as it is one of the few countries in the world where PB promoted by local governments are a minority on the national scene,

accounting for 48% of the total number of registered cases. Most of the current experiences, i.e. 52%, are developed by schools, and this number is expected to grow in the near future.

Geographical context

Taking as a parameter of analysis the four international indexes used in this Atlas, it is concluded that:

1. Around 92% of PB in the region are concentrated in states with **imperfect democracies**, notably in the United States and Mexico; the remaining 8% are Canadian PB, located in a fully-fledged democracy;
2. Approximately 81 percent of PB are headquartered in the United States, the country with the **second lowest level of corruption**. PB located in Canada are part of the group with the lowest level of corruption; the remaining 10% are Mexican PB, which are part of a country with the second highest level of corruption;
3. Removing the PB identified in Mexico, located in territory with a high level of human development, the remaining 90% are based in countries with the highest parameter of the index under consideration;
4. All North American PB are promoted in countries classified with the **highest level in the happiness ranking**.

Keywords

Based on the asymmetric context of the three countries that make up the region, this atlas considers that the majority of US processes, located in the United States, focus mainly on Participatory Budgeting as an instrument to promote **equity** in access to decision-making processes, to strengthen the **power** of citizens vis-à-vis institutions and of **inclusion** of the most excluded groups.

CENTRAL AMERICA AND THE CARIBBEAN - STAGNATION

Global positioning

This is one of the regions of the planet where Participatory Budgeting has least advanced, and may even define this scenario as one of stagnation. Among the 20 countries and their dependencies, it was possible to identify processes in only four, namely in the Dominican Republic, Costa Rica, Panama and Guatemala, representing approximately 1% of the world total. If we exclude the Dominican Republic, which accounts for around 95% of the cases identified, PB are practically non-existent in this subcontinent.

Highlights

There are essentially two highlights worth mentioning:

1. The creation of legislation that makes the implementation of participatory budgeting mandatory in all Dominican Republic municipalities. This was established in 2007, after several years of local experimentation that led to the emergence of 120 Participatory Budgeting cases between 1997 and 2006. The second-to-last revision of the Constitution of the Republic, carried out in 2010, allowed the PB to gain recognition in the country's Constitution. This was maintained in the 2015 revision. Despite the mandatory nature imposed by the law, not all Dominican municipalities have dedicated themselves to the adoption of the process. This is due to the fact that there is no penalty for defaulters.
2. The existence of a law in Panama that defines the obligation of the "Communal Councils"

to prepare the respective “Participatory Investment Budgeting” and to deliver them to the Municipal President by October 15 of each year, so that he may include in the municipal budget whatever is within his competence. Despite this framework and according to the data collected during the preparation of the Atlas, it was possible to identify only one operating PB experience in the country. This is an issue that deserves better attention in future projects.

Corporate distribution

All Participatory Budgeting cases identified in this region of the planet are promoted by local governments. These include 32 processes organised by capital cities. It is also worth noting the emergence, in May of this year, of a movement composed of more than 30 Dominican civil society organizations that advocates, in its manifesto, the implementation of mechanisms for citizen participation in the preparation of the national budget, as well as in monitoring its implementation. This is an issue to be closely followed.

Geographical context

The territorial distribution of Participatory Budgeting in Central America and the Caribbean, based on the international indexes included in this Atlas, is clearly influenced by the fact that the overwhelming majority of processes are concentrated in the Dominican Republic. Hence:

1. Some 96% of the cases are located in countries with **imperfect democracies**, notably in the Dominican Republic and Panama; 2% are part of a democracy considered full, in this case Costa Rica; the remaining 2% are part of a hybrid regime, i.e. Guatemala.;
2. Approximately 98% of PB are located in countries classified in the **second worst level of corruption**; the remaining 2% are part of the 2nd best in this index.;
3. Some 98% of PB are ongoing in territories with a **high level of human development**, the second on the scale of this UN index; 2% of cases have been identified in places with a medium level in terms of this analysis parameter.;
4. Some 95% of the cases are based in territories positioned in the **second level of the happiness ranking**, namely in the Dominican Republic. The remaining 5% are reflected in the highest level of this indicator.

Keywords

Based on the asymmetric distribution of PB in the region, the keywords chosen are mainly related to the way in which these initiatives are viewed in the context of the Dominican Republic. These are essentially processes aimed at promoting **participation**, improving the effectiveness and efficiency of **municipal management** and ensuring a redistribution of resources in order to promote greater **social justice**.

SOUTH AMERICA - REGRESSION

Global positioning

South America, a pioneer in the creation of Participatory Budgeting in the late 1980s, remained the region with the highest concentration of processes for nearly 27 years. The scenario observed in the last three years points to a regression dynamic, which is largely due to what happened in Brazil, with a significant crisis in participatory processes, caused by changes in majority political options at the municipal, state and federal levels. The South American continent currently comprises around 3061 to 3081 PB, which represents about 26% of the total number identified worldwide.

Highlights

There are essentially five situations to be highlighted in this region of the world:

1. The huge PB crisis in Brazil, with a drastic reduction in the number of cases, especially after the 2016 municipal elections. The Brazilian Participatory Budgeting Network is inactive and the country does not have an updated accounting of existing experiences;
2. The existence of national legislation in Peru, established in 2004 and revised in 2009, which made it compulsory for all municipal and regional governments to adopt the PB. For this reason, the country concentrates about 68% of the continent's PB;
3. The creation of national legislation in Ecuador in 2010, which makes implementation of the PB compulsory for the 221 municipalities and 24 regions, thus becoming the second country in the region to legislate on the matter;
4. The difficulties of PB expansion in Chile. Former President Michelle Bachelet even set a goal for her second term, which ended in 2018, to increase these processes, setting the goal of achieving the 100 active initiatives in the country. The resistance of the vast majority of municipalities keeps Chile quite far from this number;
5. The expectation that the Peace Agreement in Colombia, signed in 2016, will create the political, institutional and social conditions that drive participatory processes at the budgeting and planning levels. This is, in fact, an explicit theme in the text of the Agreement, with the Government committing itself to concrete actions to encourage the development of participatory budgeting in the country.

Corporate distribution

The overwhelming majority of the processes identified in the region, i.e. around 97%, are promoted by local governments. Only about 2% correspond to regional Participatory Budgeting. There are 65 initiatives, of which 49, or 75%, belong to Peru and Ecuador, both of which have defined these processes through a legal requirement.

It is also worth mentioning the existence of experiences involving other types of entities, in particular public schools. These represent around 1 to 1.5% of all PB identified in the region. According to the data collected, 17 cities with more than 1 million inhabitants are involved in the development of PB on the continent. A further 51 capital cities - national, state and regional - committed to these processes were also identified.

Geographical context

On the basis of the indexes developed in this Atlas, it is concluded that:

1. Excluding the 4 PB identified in Uruguay, a country with a democracy considered full, all the others, i.e. 99.8%, are located in **imperfect democracies**;
2. The overwhelming majority of cases, i.e. 98.6%, are integrated in the **second worst level of corruption**. This is a particularity of South American imperfect democracies, as the levels of corruption are higher when compared to other countries with imperfect democracies. Only 1.4% of PB are developed in countries with the second-best level of corruption;
3. A very significant expression of PB, i.e. 96.4%, is based in countries with a **high human development index**;
4. Some 68% of the cases are located in territories positioned in the **second level of the happiness ranking**. The remaining about 32% are located in countries with the highest level in this parameter of analysis.

Keywords

South America is perhaps the region of the planet with the greatest transformative ambition

in Participatory Budgeting. These have emerged in some places as a counter-cyclical action, which aimed to tackle numerous problems that afflicted the region. These processes were thus positioned as instruments for the construction of a high-intensity **democracy**, for the **fight against corruption** by the political elites, and for the fairer redistribution of public resources, that is, for the promotion of greater **social justice**.

ASIA - DISCONTINUOUS DEVELOPMENT

Global positioning

The emergence of Participatory Budgeting in Asia can be classified as late and marked by discontinuous development. The logics of implementation and the models often associated with these processes on the continent are closely linked to the history of the region, the current regimes and the dominant political and social rationales. According to the data collected, Asia currently accommodates from 2773 to 2775 PB initiatives, which represents about 23% of the total worldwide. At the domestic level, the East Asian sub-region stands out, with around 77% of all PB identified in the continent. These results must be treated with some caution because, on the one hand, they do not take account of the initiatives known to exist in countries with Thailand, Bangladesh and Sri Lanka and, on the other, they are strongly influenced by Japan's figures. Once the conceptual adjustments have been made and the PB has been accommodated to the logic of the regimes that prevail in the region, this is a continent from which it is expected that Participatory Budgeting will exponentially increase in the coming years.

Highlights

Numerous highlights deserve special attention in this region of the planet:

1. From 2012 to 2016, the Philippines developed Bottom-Up-Budgeting (BuB) as a national program designed to give a voice to civil society in defining projects, reaching more than 1500 cities and financing almost 55,000 investments. Taking into account the model designed, it can be extrapolated that this was perhaps the first attempt to conceive a PB at the national level, with its specificities, qualities and failures, since the budget allocated was set by the government of the country, the consultation process took place in almost all the territory and the implementation of investments was done in a decentralized manner;
2. The Russian Federation, which has 120 active PB, has justifiably paid particular attention to the very significant investment in the triggering of the regional PB, with 55 cases currently being reported, which corresponds to 46% of the total number of initiatives underway in the country;
3. Indonesia was the first Asian country to create legislation to make PB (*musrenbang*) mandatory at the local level. In addition to the 514 cities, there is also an expectation to expand the process to 74 thousand villages in the country, which, if it were to happen, would determine an enormous growth of these initiatives in the country and in the world.;
4. South Korea was the second state in the region to enact legislation linking its 243 municipalities to the development of the PB. It was also the second nation in the world to create a process of PB at the national level, which, among other things, assumed the fact that it was implemented on the basis of a methodology of mini-group representing the population of the country;
5. Japan, the country where the traditional PB model, based on the presentation and voting of projects by individual citizens, was not successful. According to the data collected, there are several approaches currently underway in the country, with emphasis on the preference of Japanese local governments for participatory methodologies involving civil

society organizations. However, PB data in the country reach very significant numbers due to the fact that the national government has legislated on the possibility of citizens paying their local taxes to municipalities where they do not live, as a way to help the territories that suffer from depopulation. It is a policy of appealing to the feelings of belonging of the population to the places where they were born, giving rise to the name “furusato” (home town)³. The measure faces a huge controversy, as the large population municipalities began to have very significant drops in revenue, while smaller local governments began to allocate offers to citizens who decided to offer them their taxes. According to Akira Matsubara⁴, this process takes the form of a PB insofar as of the 1788 municipalities that decided to institute this “hometown tax”, 1708 allow the taxpayer to choose how the government of the territory should spend that money. This is a reality that deserves more careful analysis in future studies on Participatory Budgeting.

Corporate distribution

The overwhelming majority of PB identified in the continent, or about 98%, are developed by local governments. Only about 2% are promoted at a regional level, highlighting the decisive role of the Russian Federation in this dynamic, bringing together 55 of the 57 practices identified. It is also worth highlighting the existence of 2 national PB, one in South Korea and the other in Taiwan, the second of which is a thematic initiative dedicated to culture. According to the data collected, the region has 29 Participatory Budgeting cases developed by cities with more than 1 million inhabitants and 15 driven by capital cities.

Geographical context

Again, with Japanese supremacy as the determining variable in numerical terms, around 95% of PB in the region are located in countries with **imperfect democracies**, while the remaining 5% are territorially confined to states considered authoritarian.

Approximately 77% of identified cases are developed in countries ranked **second best in the corruption ranking**; the 23% are at the next lowest level, i.e. the third worst in this index.

About 81% of Asian PB belong to countries that have a **very high level of human development**; less than 1% are part of nations with high levels of HDI; the remaining about 18% have average levels in terms of the index under analysis.

More than 99% of PB on the continent are based in territories positioned at the **second highest level of the happiness ranking**.

Keywords

The Asian continent has quite different purposes among countries with regard to the development of Participatory Budgeting, which makes it difficult to define consensual Keywords that help to understand the way in which these processes are viewed. It is still possible to say that these initiatives tend to serve mainly as instruments to promote dialogue between administrations and citizens, to strengthen **good governance** and **transparency**.

OCEANIA - STAGNATION

Global positioning

There is no precision as to the emergence period of Participatory Budgeting on the continent, and the first references to the concept are to the case of Christchurch in New Zealand

during the 1990s. This was a practice that aimed to strengthen the country's leading role on the international stage in terms of budget transparency, adding the dimension of citizen participation to public information. This experience, now extinct, was very important in the contagion of German local governments that were inspired by it to create the first experiences of PB in the country, with a consulting bias and very oriented towards the modernization of municipal public services.

Among the 14 countries and 9 dependencies that make up Oceania, it was only possible to identify today the existence of Participatory Budgeting in Australia, the most populous and extensive territory in the region. According to the data collected, the country has between 12 and 15 cases, which represent about 0.1% of the world total.

Highlights

The emergence of PB in Australia is very late, with the first documented process taking place in 2012 in Canada Bay. While Australian practice has sought to highlight some similarities with those conducted in other Western democracies, it is possible to see variations in methodologies resulting from local government efforts to adapt the process to their realities. These include, for example, the following:

1. The one-off nature of the practices, with few repeating participation cycles beyond one edition;
2. The allocation of 100% of the budget to the participatory process;
3. The use of groups of citizens selected according to representative methods, who should draw up a proposal for priority investments for the territory;
4. The process conducted in order to obtain recommendations from citizens on investment priorities for the period of 1, 4 or even 10 years.

Corporate distribution

According to the data obtained, Australia currently concentrates around 9 local PB, 2 regional and 2 in cities with more than one million inhabitants, namely Melbourne and New South Wales, which are simultaneously capital cities.

Geographical context

All identified PB are located in a context of full democracy, with the best ranking of corruption, a very high rate of human development and one of the highest scores in the parameters that measure happiness.

Keywords

It can be considered that the purposes of Participatory Budgeting in Australia are similar to those observed in several European democracies, which is why they emerge mainly as instruments for deepening **democracy**, promoting **participation** and building **trust** between populations and institutions.

A DISSEMINATION GUIDED BY DISTINCT AND SOMETIMES ANTAGONISTIC PURPOSES

—

The data collected allowed us to identify the existence of 11690 to 11825 Participatory Budgeting cases in the 71 countries covered by this Atlas. These figures should be handled cautiously and without the ambition of being an absolute and unquestionable truth. The results achieved have an enormous margin of certainty in the overwhelming majority of countries, but doubts must be assumed in some contexts. Among these, the most prominent is Japan due to the atypical methodological approaches associated with the practices identified as PB. Japan's experience is as high as 1865, i.e. around 15% of the world's total number of PB, making it the second country with the largest number of initiatives and the first without any kind of legal requirement on the adoption of PB by local governments or others.

Brazil is another case that deserves particular attention in the calculations. The data presented are for 2016 and point to the existence of 436 local initiatives (3.7% of the world total), however, prior to the enormous setback that PB have experienced after the municipal elections that took place that same year. It is not possible today to know how many active PB there are in the country, and it is expected that the survey currently underway will confirm a significant reduction in the number of cases.

Spain is the third case that deserves special attention. There is no rigorous and consensual accounting on the PB existing in the country since the 2015 municipal elections, leading to some speculation on the active cases in the present. The data indicated by the authors point to the existence of 350 to 400 cases, which represent about 3% of the world total. However, waiting is necessary to know if the results of this year's local elections, held during the preparation of this Atlas, will produce or not changes in the Participatory Budgeting scenario. Excluding the three aforementioned cases, on which doubts are assumed, there is also the certainty that this Atlas does not include all the Participatory Budgeting cases in the World, which is why it is expected that between the possible excess recorded in the figures and the absences verified, a certain balance can be achieved in the statistics presented.

Regardless of the abovementioned considerations, the data produced are robust enough to allow some conclusions to be drawn on the main trends in the world, as set out below. In the first place, it can undoubtedly be concluded that there has been a huge worldwide expansion of PB, exceeding the expectations of the most optimistic. However, it is important to clarify that this is an unbalanced dissemination, both in the territories covered and in the purposes that sustain the emergence of these processes, with direct implications for participatory models and certainly for the associated deliberative quality.

According to the data, the vast majority of Participatory Budgeting cases in the world, around 85%, are based in 31 countries with imperfect democracies, 12 of which are in Europe, 7 in South America, 5 in Asia, 3 in Africa, 2 in North America, and 2 in Central America. The remaining PB are distributed as follows: 5% in states with authoritarian regimes; 4 to 5% in nations with fully-fledged democracies; 4 to 5% in countries with hybrid regimes. The big surprise is that there are more Participatory Budgeting cases in territories where political, civil and other freedoms are non-existent or limited, than in those where the best democratic principles apply.

Focusing on the 11 countries with fully-fledged democracies, it is clear that gather a total range of 535 to 596 Participatory Budgeting cases. These include 350 to 400 cases in Spain and 102 in Germany. These two states account for 65 to 67% and 17 to 19% of the total PB of this group of nations, respectively. There are still about 15 to 16% of initiatives disseminated by

the remaining 9 countries. Added to this reading is the fact that the overwhelming majority of German processes are consultative in nature, which further reinforces the idea of some resistance from full democracies to adopt PB as a practice. This is certainly one of the data in this Atlas that can cause the reader to be more startled and questioned. There are no scientifically proven arguments to explain these trends, but it is still possible to launch some research hypotheses for future work on the subject.

Full democracies, because they consider themselves to be stable, because they have been able to provide good living conditions for their populations, and because they enjoy high levels of trust in their institutions, may not see the PB as a very relevant tool or at least an answer to problems they might face.

In hybrid and totalitarian regimes, despite their differences, the use of participatory budgeting can be a way of demonstrating a stance of “good intentions” and “dialogue” on the part of the elites who lead the institutions, contributing to a certain social and political peace, and of promoting principles of good governance and an image of openness and transparency in the management of public resources. In general, Participatory Budgeting is promoted in these contexts without ever resorting to the word democracy. In situations such as these, the PB is not regarded as a counter-cyclical instrument, to which may be associated a transformative ambition of reality and a project of political and social democratisation, but rather as a tool for the legitimisation of the regime. This does not mean that Participatory Budgeting and its results are the fruit of manipulation. There are no concrete elements for such an affirmation. On the contrary, they may constitute a conscious ceding of government institutions, thus seeking to derive political and social benefits.

A critical analysis of the history of Participatory Budgeting allows us to launch the idea that South America was probably the region on the planet with the greatest transformative ambition in these mechanisms. They were associated with an effective project of social and political change, in defence of a high-intensity democracy, of reversing the logic of power, of effectively fighting corruption and inequalities, among other issues. The transposition of this ideal into the world was not at all possible, which is why the PB was disseminated through selective use - sometimes excessively so - of its purposes and aspirations, removing its real capacity for transformation. This is what justifies the fact, for example, that in Europe the PB has devoted itself mainly to rebuilding trust between citizens and institutions, and less to fighting corruption and inequalities, extracting from it the transformative dimension of the institutions themselves. The accommodation provided allows governance models to function mostly in the traditional way and at the same time to promote participatory budgeting. It is this same reading that also allows us to understand how the PB has been accepted in countries with authoritarian governments. In these countries there is no transformational objective, but rather an ambition to legitimise the current order and regime.

The adaptation of PB to such different contexts, serving even conflicting purposes, is one of the hallmarks of the broad dissemination of these participatory processes over three decades. The PB has thus changed its identity according to the contexts of incorporation. It is an innovation that has lived on the margins and that has lost intensity and transformative ambition when transformed into mainstream public policy. Probably it could not be any other way for PB to achieve such projection and acceptance in all political circles. This is by no means a defeatist view of the potential of this instrument. The intention of associating the PB with a broader project of creating more intense logics of living democracy and building community has given way to other ambitions, certainly less radical or utopian, but equally transformative of certain dimensions of politics, public administration and society. No other instrument, of which there is memory, has had this capacity to mould itself to such

diverse contexts, some of which represent the very negation of the ideals of PB. This is above all a mark of the vitality of PB as a concept. It has not been lost. It has travelled the world, reinvented itself in countless ways, changed the lives of many people, conquered very diverse players, spawned countless international cooperation and continues to thrive.

The cross-analysis between the territorial distribution of PB and the Corruption Perception Index reinforces the arguments put forward, as the majority of cases, i.e. around 57% of the world total, are located in 26 countries positioned in the two best levels of that index, which globally coincide with imperfect democracies; 37% in the third and only 5 to 6% in the lowest level, that is, in the worst in terms of corruption. While it is certainly a concern of some PB around the world, combating this problem has not been the main motivation for these initiatives. The transformative project associated with the first Participatory Budgeting also included a deliberate intention to fight social disparities, to ensure a fairer redistribution of resources and to promote more equal access to essential public services. Based on this principle and using the United Nations Human Development Index (HDI), it is noted that the majority of PB in the world, or 59%, are located in 29 countries with the highest level of HDI. About 28% of PB are based in 15 nations with the next level, classified by the organizers as “high”. Only 8% and 5% of PB belong to contexts with medium and low HDI levels, integrated respectively in 10 and 15 states. This fact reinforces the hypothesis that this transformative dimension of PB has also been lost in many places where the process has been taking place, with its purposes dedicated to other, probably less ambitious, dimensions.

The use of the happiness ranking in this Atlas is due to the renewed interest that immaterial units of measurement may have in the formulation of public policies, escaping a little from the traditional Gross Domestic Product, among other more conventional statistical indicators. The literature on the relationship between happiness and citizen participation is very scarce and inconclusive in many aspects. This is, therefore, another path of research that is intended to challenge from the Atlas. Are, for example, PB contributing to the strengthening of the happiness of the population and, in this way, increasing their participatory commitment? If we do not have answers to these and other questions, it remains for the moment to understand how Participatory Budgeting in the world is distributed based on the happiness ranking, produced by the United Nations Sustainable Development Solutions Network in partnership with the Ernesto Illy Foundation. The data obtained allows us to conclude that the majority of the processes, around 64%, are located in countries positioned in the second level of the index under analysis. Approximately 34% of the cases refer to PB that occur in states with the highest level of happiness, while only 2% of the cases are located in nations integrated in the third and penultimate level.

After a cross-sectional analysis of the four indexes, it stands out as a majority trend the fact that there is a greater concentration than any other Participatory Budgeting in States with imperfect democracies, which allows us to hypothesize that the correction of some imperfections of this system of government, such as the breakdown of trust in institutions, continues to be the main driving force for the dissemination of these processes throughout the world, much more than the fight against corruption and inequality. Other purposes are not excluded, as explained before, but this seems to be in fact the majority.

In global terms, it can be affirmed that the privileged territory for the affirmation of Participatory Budgeting in the world is the one that has the characteristics of an imperfect democracy, is located in the second best level of fight against corruption, has a very high human development index and is positioned in the second level of the happiness ranking.



DISSEMINATION IS ALSO SYNONYMOUS WITH DIVERSIFICATION OF PLAYERS AND SCALES

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The international expansion of Participatory Budgeting has also benefited from other trends, namely:

1. The growth of the processes promoted by other groups of players or types of institutions, other than traditional local governments. These include public schools, community groups in countries with embryonic decentralization processes and other private entities, such as agencies, companies and associations. These processes currently account for about 15% of all PB in the world. Portugal and the United States of America play an important role in this field, as they are the only two countries where there is a majority of experiences promoted by schools. The number of processes led by local governments is lower in these two cases.
2. The strengthening of practices on a higher territorial and institutional scale. According to the survey, there are 7 national and 158 regional Participatory Budgeting cases in operation in the 71 countries that make up the Atlas. The first are based in Portugal (3), Ukraine (1), South Korea (1), Taiwan (1) and the Democratic Republic of Congo (1). The latter are scattered a little throughout all the regions of the planet, with emphasis to the Russian Federation (55), Peru (25) and Ecuador (24). South America is the continent that concentrates the largest number of cases at the regional level, namely 65, which corresponds to about 41% of the total.
3. The leading role of cities. At this level, capital urban areas and those with populations of more than 1 million people deserve special mention. According to the diagnosis made, 175 Participatory Budgeting cases were identified, operating in capital cities - national and regional - in 38 countries, and 93 large cities in 33 countries. The role of these local governments is preponderant in the dissemination of PB, as it increases the public and sometimes media visibility of these initiatives and serves as an example and incentive to others. North America is the continent with the highest proportion of POs in large cities compared to the total of those promoted by local governments, namely 9 in 1998, which corresponds to 9.2%. A comparative analysis of the different countries shows that China is the one with the highest proportion at this level, with 4 PB operating in these territories, in a total of 5 to 7 cases. Egypt is followed by 3 major urban areas involved in the PB, out of a total of 8 to 10 initiatives.

THE EXPANSION IMPOSED IN SOME TERRITORIES

— Another of the variables taken into account in the analysis of the dynamics of international dissemination of Participatory Budgeting is the emergence of national laws that frame the creation and development of these processes. According to the study carried out, it was possible to identify nine countries with legal frameworks alluding to the theme, as shown below.

PERU

It was the first country in the world to legislate on Participatory Budgeting in 2003, making them mandatory for all municipalities, provinces and regions. The initial regulatory framework was revised in 2008 and 2009, introducing more precise elements of the methodology, with details for each phase of the process. The mechanism foresees the possibility of co-financing PB projects by the population/civil society, through contributions in labour, materials, money, among others. The PB is provided for in the Constitution of the Republic.

INDONESIA

It was the second country in the world and the first on the Asian continent to legislate on Participatory Budgeting in 2004. The PB, locally called Musrenbang, emerges as part of the law defining the National Planning and Development System, where it is referred to as a bottom-up planning and budgeting mechanism.

Later, in 2014, a new legislative initiative stipulates that the National Government is obliged to transfer 10% of its revenue to the country's 74,000 villages, giving guidelines for these resources to be locally defined within a PB process. This situation will imply a huge expansion of this mechanism in Indonesia, with very broad statistical implications on the international scene. The legal framework does not define methodological specifications or regulatory mechanisms for PB. However, it provides for the involvement in the process of elements of local governments, professional associations, universities, non-governmental organizations, entrepreneurs, religious leaders, among other active agents of the territories.

DOMINICAN REPUBLIC

It was the second country in Latin America to create specific legislation on the subject, more precisely in 2007, with the creation of the so-called "Municipal Participatory Budget System". The legal framework requires all Dominican municipalities to adopt the process, including a detailed methodology and a description of the actions to be taken in each phase. The law also defines that 40% of transfers from the State Budget to each municipality should be allocated to the PB. The PB gained constitutional status in the Dominican Republic in 2010, and was maintained in the revision of the Magna Carta in 2015.

POLAND

It was the first European country to legislate on participatory Budgeting at a national level. It was in 2009, through an incentive law, called the Solecki Fund. This law targets the rural areas with the lowest administrative level of Polish local government, offering the possibility to increase the funds allocated to them, provided that these are decided by the population. Further legislative developments in 2018 made PB compulsory in 66 cities, as well as an option for the remaining local and regional governments of the country. This new, variable-geometry legal framework creates the expectation of a gradual change in the PB landscape in Poland in the coming years.

PANAMA

It was the third Latin American country and the second in Central America to legislate on the subject, although in a very indefinite way. The law of 2009, which frames the decentralisation process, foresees that the Juntas Comunes - a kind of community council - must prepare their Participatory Budget and deliver it to the Alcalde, by October 15 of each year, to integrate the investments that are their competence in the budget of the Municipality.

This law was revised in 2015, with no changes to the previous framework with regard to the PB. This is a reality that deserves better attention in the future.

ECUADOR

Ecuador was the fourth Latin American country and the sixth in the world to legislate on the subject. It was through the creation of an Organic Law on Citizen Participation in 2010 that the implementation of the PB by all regional, provincial and municipal governments was mandatory, and that it should be progressively adopted at the national level.

Without defining a specific PB system in this legislation, with details on its methodology, non-compliance in its adoption by any regional, provincial or municipal government may generate political and administrative responsibilities.

SOUTH KOREA

It is the second Asian country to adopt a national legislation that obliges municipalities to prepare and implement the PB. This is part of the Local Finance Act of South Korea, dated 2011. The defined article does not describe methodological mechanisms or specific actions to be taken.

Under the National Finance Law, the legal bases for the Government of the Republic to implement the PB at the national level were established.

PORTUGAL

It was the first, and so far, the only country in the world to put in place a national legislation defining the mandatory implementation of the PB by all public schools from the 7th to the 12th year of high school. Thus, it is clear that the legal framework defined is not intended for local government bodies, as was the case in the aforementioned states.

The legislation in question, from 2017, is an initiative of the Ministry of Education and sets out the specific methodological procedures that should be adopted by the relevant schools.

ANGOLA

This is the first African country to legislate on PB. The regulatory framework dates from July 2019 and establishes, on the one hand, the annual amount to be transferred from the State Budget for each municipality to apply in the PB, and, on the other, institutionalizes the process at the local level, by outlining the operating rules and the methods to be adopted.

According to this legal framework, the PB becomes mandatory for all municipalities and other equivalent administrative entities.

TABLE 1 Matrix of the analysis of national laws on Participatory Budgeting

	Legal Framework	Type of Framework	Level of Detail	Year	No. of PB Covered	Other
Peru	1) PB Framework Law 28056; 2) Law 29298 that alters the previous one; 3) Supreme Decree 142-2009-EF	1), 2) and 3) Make the PB compulsory for all regional governments, provincial municipalities and district municipalities.	1) Establishes phases of the process but does not detail the methods; 2) Elaborates some process details and creates new information transparency requirements; 3) Specifies the whole stage-by-stage process approach.	1) 2003; 2) 2008; 3) 2009	2089 OP: - 25 regions - 195 provinces - 1869 municipalities	Provides for the possibility of co-financing of projects by civil society, through financial resources, labour, materials, etc.).
Indonesia	1) Law No. 25, which regulates the National Planning and Development System. 2) Law No. 6, so-called "Village Law"	1) The PB (Musrenbang) is compulsory, as an integral process of the National Planning and Development System; 2) Makes mandatory the transfer of 10% of revenues from the Indonesian State to the villages, giving guidance that this amount should be allocated to the PB process.	This legislation does not define the methods or any procedures associated with the implementation of the PB.	1) 2004; 2) 2014.	1) 514 municipalities are covered by this legislation; 2) Approximately 74,000 villages are covered by this legislation.	1) The legislation provides for the participation of members of the government, professional associations, universities, non-governmental organisations, entrepreneurs, religious leaders, and others.
Dominican Republic	1) Law No. 170-07; 2) Constitution of the Republic;	1) Creates the Municipal Participatory Budget System, making the process mandatory for all municipalities; 2) Article 206 establishes that municipal investments shall be made through the progressive development of participatory Budgeting.	1) Specifies the process approach and describes the measures to be taken in each phase.	1) 2007; 2) 2010.	1) The country has 159 municipalities, yet only 127 to 135 are implementing the PB. The law does not foresee penalties for offenders.	The law states that 40% of the amount transferred from the State Budget to each municipality should be dedicated to the PB. The creation of monitoring and maintenance committees for PB projects in each municipality is foreseen.
Panama	1) Law No. 37, which lays down the mechanisms for decentralising public administration; 2) Law No.66, that amends the previous law, but maintains the contents referring to the PB.	1) Article 116 provides that the Juntas Comunales (Community Councils) must prepare their PB, with the investment priorities, which must be delivered to the Alcalde by October 15 of each year, so that it includes in the municipal budget whatever is their responsibility.	The two legislations in question do not contain any details on the obligations of local bodies or on the methods that the PB should have.	1) 2009 2) 2015	Only 1 PB was found in the assessment, which leaves many doubts about the application of the law.	
Poland	1) Ustawa z dnia 8 marca 1990 r. o samorządzie terytorialnym (The Act on Local Self-Government), Dz.U. 1990, No.16, item 95; 2) Ustawa z dnia 5 czerwca 1998 r. o samorządzie powiatowym (The Act on Local Self-Government of the Poviats Level), Dz.U. 1998, No.91, item 578; 3) Ustawa z dnia 5 czerwca 1998 r. o samorządzie województwa (The Act on Local Self-Government of the Voivodship Level), Dz.U. 1998, No.91, item 576; 4) Dziennik Ustaw Rzeczypospolitej Polskiej -Warszawa, dnia 12 marca 2014 r. Poz. 301 USTAWA z dnia 21 lutego 2014 r. o funduszu sołectkim (Journal of Laws of the Republic of Poland - Warsaw, March 12, 2014 Item 301 ACT of February 21, 2014 on the Village Fund)	1) Since 2018, PB becomes mandatory for 66 towns (cities with county rights) and optional for the rest of local governments (although if they want to implement PB, a local law regulation as in general law is required); 2) PB is optional for second tier of local government; 3) PB is optional for regional levels of government; 4) Dedicated to rural areas and to the smallest administrative level, the Solecki Fund Law provides the possibility to separate some money from the local commune budget that only local inhabitants of auxiliary commune units decide on.	All 4 diplomas refer some aspects to follow, for example, 1), 2) and 3) mention that a local government shall adopt resolutions specifying requirements for the projects, number of signatures to support projects, rules for evaluation and voting. The Solecki fund regulation (4) mainly refers to the chronogram that has to be followed and how the budgets are calculated.	1) The Act on Local Self-Government is from 1990, but had new regulation in 2018 to make PB mandatory in a specific type of cities; 2) The Act on Local Self-Government of the Poviats Level is from 1998, but had new regulation since 2018 to introduce the possibility to implement PB; 3) The Act on Local Self-Government of the Voivodship Level is also from 1998 and has the same changes as previous ones. Since 2009 with changes in 2014.	In 2018, there were 360 towns with PB ⁽¹⁾ , 10 poviats ⁽²⁾ and 5 regions ⁽³⁾ Approximately 1467 PB processes under Solecki Funds law in 2018 (4).	

	Legal Framework	Type of Framework	Level of Detail	Year	No. of PB Covered	Other
Ecuador	1) Organic Law on Citizen Participation (y/n); 2) Constitution of the Republic.	1) Articles 64 and 67 to 71, among others, state that PB will be implemented immediately in regional, provincial, municipal, special regimes and, gradually, at a national level; 2) In article 100, it provides for the participation of citizens in the preparation of participatory Budgeting at the different levels of government.	1) The purpose of the Organic Law is to promote, foster and guarantee the exercise of participation rights. No specific legal regimes have yet been created on the PB, as provided for in the Organic Law.	1) 2009; 2) 2008.	1) 221 local and 24 regional PB were identified.	The Organic Law defines that non-compliance with the obligation to carry out the PB will imply the taking on of political and administrative responsibilities.
South Korea	1) Local Finance Law (y/n); 2) National Finance Law (y/n).	1) Lays down the obligation for local governments to prepare and implement the PB; 2) Creates the legal basis for the Government of the Republic to implement the PB at a national level.	Both legislations do not define any methodological mechanisms or concrete actions to be developed.	1) 2011; 2) 2017 (latest version).	1) 243 municipalities; 2) Government of the Republic	
Portugal	Ministerial Order 436-A/2017 of the Minister of Education, establishing the Participatory Budget for Schools.	Sets out the compulsory nature of the PB for public schools with primary and/or secondary school children.	The Order specifically outlines the PB approach that schools should adopt.	2017	1550 schools. According to data from the Ministry, some 90% of the schools are adopting the PB.	This is an initiative of the Government of the Republic that links public schools with students in the 3rd cycle of primary and/or secondary education to make the PB.
Angola	1) Presidential Decree 234/19, of July 22; 2) Presidential Decree 235/19, of July 22.	1) Establishes the annual amount to be transferred from the state budget for each municipality to dedicate to the PB; 2) It institutionalises the PB at the municipal level and defines the rules of operation and the methodology of the process.	The decrees specifically set out 1) the value to be allocated to the PB in each municipality, and 2) the methodology of the process, with the different phases and actions to be developed.	Both Decrees are of July 22, 2019	It covers the 164 Angolan municipalities.	

These nine countries represent between 6773 to 6801 Participatory Budgeting cases, which correspond to approximately 58% of the world total. This is, undoubtedly, the element that has had the greatest influence on the significant expansion of these processes. Without these impositions and incentives, the universe of PB would be from 4917 to 5024 initiatives. This can act as a kind of barometer to help measure the political will that underpins the development of PB worldwide. This supports a little over 40% of the current active cases, significantly reducing the spread of this phenomenon, with different implications for different continents. It is true that the laws dedicated to PB also result from the political will of the legislator but not necessarily of the implementers.

TABLE 2 % of Participatory Budgeting legislated in the total processes by continents, 2019

Continents	Countries with laws	% PB based on national laws	% PB based on political will
Africa	Angola	17	83
Central America and the Caribbean	Panama, Dominican Republic	95	5
North America	--	0	100
South America	Peru, Ecuador	76	24
Asia	South Korea, Indonesia	27	73
Europe	Poland, Portugal	74	26
Oceania	--	0	100

The displayed data show some curious trends:

1. The African continent, where 50% of the PB identified are based in countries with authoritarian regimes, has 83% of the cases based on the political will of its authorities. The only existing legislation was created this year in Angola, a state classified as authoritarian in the democracy index;
2. Central America and the Caribbean is the region of the planet in which almost all PB are the result of legal imposition, so it is possible to consider this as the continent whose political will of local elected representatives is the least permeable to this type of democratic innovation;
3. North America and Oceania are the regions where, to date, no national legislative initiatives on Participatory Budgeting have been taken;
4. South America, a pioneering territory in the creation of these processes, currently bases about 76% of its cases on two countries with legal rules on PB. This means that only 24% of the South American PB is supported by the political will of its advocates. This figure may actually be higher, since the data used to define the situation of PB in Brazil are from 2016, and certainly higher than today's reality;
5. Asia has two countries with national legislation on PB, which accounts for about 27% of all cases identified on the continent. This figure would rise to 83% if Japanese PB were removed from this equation;
6. Europe, where the largest number of PB meet in democratic regimes, albeit imperfect, has 74% of its processes in only two countries with national legislation. This means that only 26% of the current initiatives result directly from the political will of the elected bodies.

TO CHALLENGE NEW RESEARCH HORIZONS

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The trends in the expansion of Participatory Budgeting open up new fields of debate, allow for the analysis of dimensions that have so far been little explored and provide clues for future research work, which is certainly essential for a better understanding of this phenomenon. Among these, the Atlas team wishes to highlight the following:

1. To ensure comparative analyses of Participatory Budgeting at national and regional levels, in order to understand the methods used, the results they achieve, and the relationship they establish or do not establish with processes at the lower territorial and institutional level;
2. To analyse in greater detail the Participatory Budgeting carried out in school environments, to understand in greater detail the methods, limitations and benefits in terms of promoting an education/training for citizenship, democratization of the relationship between teachers and students and of the democratization of management itself;
3. To study, based on specific cases, the relationship between Participatory Budgeting and the fight against corruption, in order to identify the existence, or not, of possible actions that would substantiate this connection, as well as the results that they could produce;
4. To assess whether or not there are direct contributions between Participatory Budgeting and the Human Development Index, especially in more resource-poor territories;
5. To promote case studies in countries with authoritarian regimes and in states with full democracies, as a way to understand the purposes, motivations, models of participation and deliberation associated with Participatory Budgeting, as well as the autonomy of participants and the results achieved;
6. To review the benchmarks for the analysis of participatory budgeting in Latin America, particularly in territories where there is stagnation or even setbacks in the development of these processes, as a way of understanding the root causes of the crisis and finding the conditions for relaunching these initiatives in the territories;
7. To ensure a case study of Participatory Budgeting in Japan in order to understand the adequacy of the current models to the globally accepted concept;
8. To understand, in greater detail, the benefits, limitations, models of operation and methods of deliberation associated with Participatory Budgeting in contexts where they are enforceable by law.

