

# *The origins of participatory budgeting in Spain*

**Ernesto Ganuza Fernández (IESA-CSIC)**

**[eganuza@iesa.csic.es](mailto:eganuza@iesa.csic.es)**

# EVOLUTION OF PARTICIPATORY BUDGETING EXPERIENCES

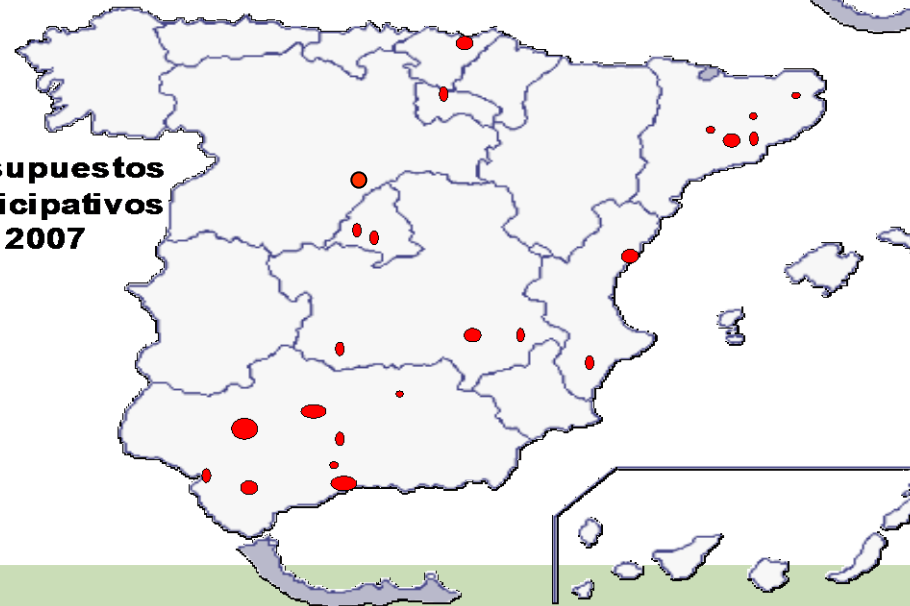
**Presupuestos Participativos 2001**



**Presupuestos Participativos 2004**



**Presupuestos Participativos 2007**



## POLITICAL BACKGROUND

- There is a strong highlight on political and social changes which foster to search for new ways of political working. It aims public administration modernity and citizenship political involvement
- The main feature is the acknowledged importance of citizenship. It involves to open the political debate to them by a public administration which works regarding citizens as consumers and political working regarding citizens as political subjects.
- The debate take place around different ways to involve citizens in political issues, but every political party, even conservative one, talks about it..
- Participatory Budgeting is one way to do it. It's not supported by all political families, but it's the most ambitious proposal, because take citizens to public decision making process. There are other ways to involve citizens in political debate along with the modernisation of public administration.

## POLITICAL BACKGROUND

“The social structure changes we have been talking about foster transformations in the political arena which have deep influence on the representative democracy’s working... On the other hand, the political representative relationship between politicians and citizens starts to show gaps to be worry about ” (**Socialist Party, 36<sup>th</sup> Federal Meeting, 2004 june**)

“We have clear that old logic which linked social conflicts with political and institutional representation don’t work anymore. The complexity and social mediations have grew too much last years. We take part of a new energies which must build a new space of relations. We don’t know the end yet, but we shouldn’t doubt our responsibility” (**Post-Comunist Party, 8<sup>th</sup> Federal Meeting, 2004 september**)

## POLITICAL BACKGROUND

“...it exists another social demand present among citizens and it’s felt as an urgent necessity by them ... We are talking about a target which has been the traditional political core of conservative party: the political regeneration of Spain. This regeneration means to strength civil society structure and, mainly, its participation in political life. The political parties are only means which should be at society disposal, because it doesn’t mind if our party is very close to society, this party can’t ever replace society” (**5<sup>th</sup> Popular Party Meeting, 2004 march.**)

“We are feeling the development of a participatory democracy claim which try to involve the whole society in the everyday building of public life and to give more legal support to political decisions. We can talk, for example, about experiences like Participatory Budgeting” (**Socialist Party, 36<sup>th</sup> Federal Meeting, 2004 june**)

## PARTICIPATORY STRUCTURE BACKGROUND

- **1980-1990:** Citizenship participation is ruled at local level. Consultive Councils are made. Almost 50% of cities have ruled participation in 2000. 60% of cities have made Consultive Councils in 2000.
- **1990-1995:** Experiences of civil organizations management in cultural and social policies. Local government fostered civil organizations to manage public services in sport and leisure time policies. Some cities involve civil organizations in cultural and health system policies.
- **1995-2000:** The participation pool is open to citizens who are not linked to any civil organization: 21 Agendas, Strategic Plans. It's the moment to urban planification. The issue at stake is coordination among public institutions. It enhances other way of understanding participation, far from corporative logic.
- **2001-2007:** The participation is open to every citizen and it's linked to political decision making process: participatory budgeting and citizen juries.

## PARTICIPATORY STRUCTURE BACKGROUND

The participatory structure has evolved along three stages since 1979, the first democratic local elections:

1. **The subject of participation:** from a public action which take place around civil organizations to one which involves every citizen
2. **The logic of participatory action:** from sectorial issues, which are managed by a corporative logic, to general issues which are managed regarding common good.
3. **The influence on policies:** from consultive tools to public decision making process

# WHAT DOES PARTICIPATORY BUDGETING MEAN?

## From political background:

- a tool easy to imagine which allows to link social changes to public administration, which allows to involve citizens in political decisions under the political representative system. It's quite important Porto Alegre PB success here. Porto Alegre is always present in political mind before spanish politicians decide to do it.
- **it means a new way of participation linked to public decision making process.**

## From participatory structure background:

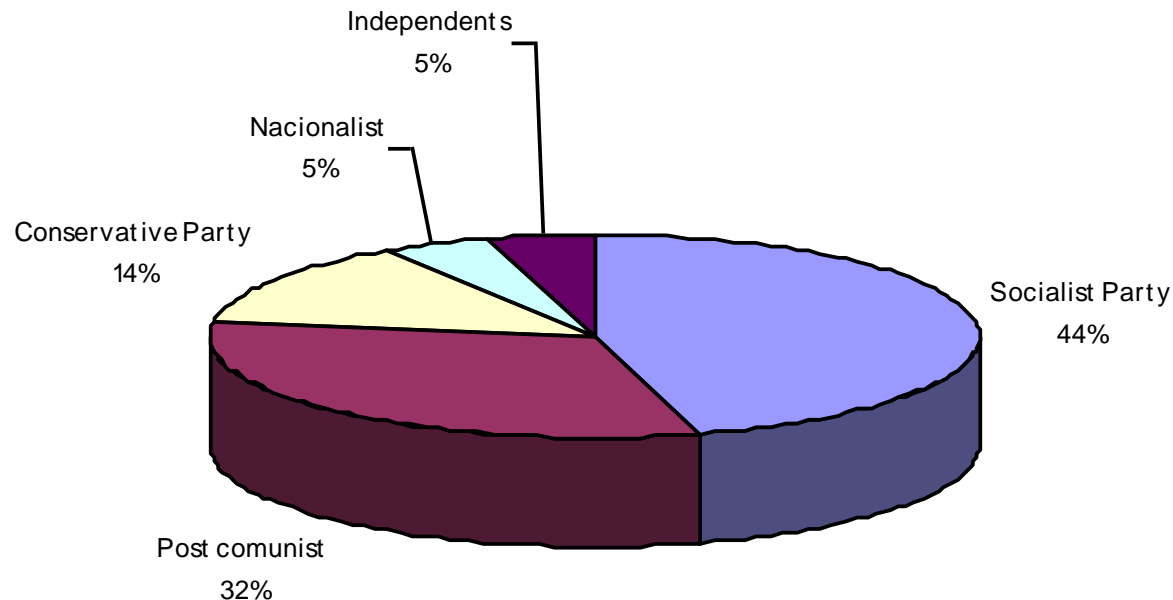
- A new step in participatory evolution. The last one: to pick participation to public decision making process
- And to answer the claims of civic organitations which were claiming since 80's to be engaged in local decision making process



## THE ROLE OF POLITICIANS

Every single experience in Spain means, politically, a participatory process linked to public decision making **PROCESS**. It doesn't matter if the experience is enhanced by conservative or left parties. The ideal reference is Porto Alegre

Political Parties and Participatory Budgeting Experiences



## THE ROLE OF POLITICIANS

**It means that PB is linked to Executive power, so it depends far away on political approval. Only politicians can make executive decisions regarding Spanish Constitution.**

**Once political parties decide to make PB, the way in which they do it is wide different, but it always means the same: a political decision making process. The politicians often underline it's important to increase citizen engagement.**

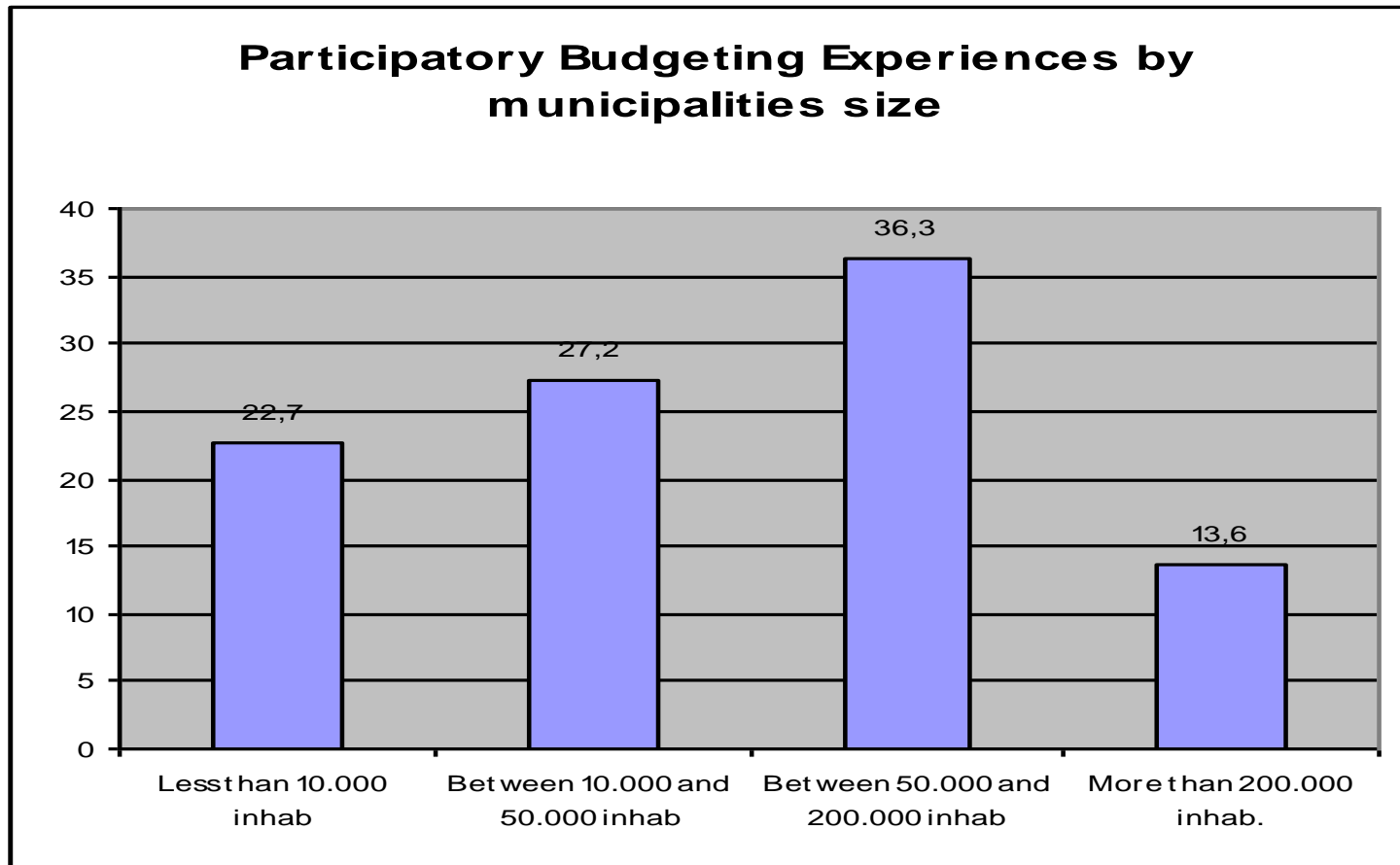
**There are wide differences also among members of the same party. There is not a general brand of PB in any political party.**

**So, the experiences are enhanced by singular politicians, singular cities.**

**So... how are they made up once it's decided to do it?**

## THE DIFFERENCES AND SINGULARITIES

There are PB in rural and urban areas. There are experiences in very small (1.000 inhab.), small (8.000 inhab.), medium (29.000 inhab.) and big municipalities (700.000 inhab.). Size doesn't matter.



# THE ROLE OF CIVIC ORGANITATONS

- Civic organitations didn't play an important role to encourage PB, at least, as a general rule. There are cities with strong civil society like Cordoba or Albacete, the first cities to undertake PB. But most experiences are not supported by strong civil society (Puente Genil, Terrassa, Sevilla, Leganés, Torreperogil, Jérez de la Frontera, Puerto Real, Petrer,etc.)
- Anyway, the *PB shape* would be strongly influenced by the position civic organitations played at the begining. Most experiences have been shaped by their claims, the clue has been their core position played in traditional participatory structure and their strong link to political parties due to participatory structure (consultive councils).

# THE ROLE OF CIVIC ORGANITATONS

We can differentiate 3 mainly structures, regarding PB procedures to organize participation:

**1) In 14% of PB experiences participate only civic organizations**

**2) 59% of PB experiences are organized around universal participation**

**3) In 27% of PB experiences participate civic organizations and individuals**

**1) Civic organisation procedures:** the procedures are thought to foster only civic organisations engage. The most important experience is Albacete. It had big influence on the other similar experiences

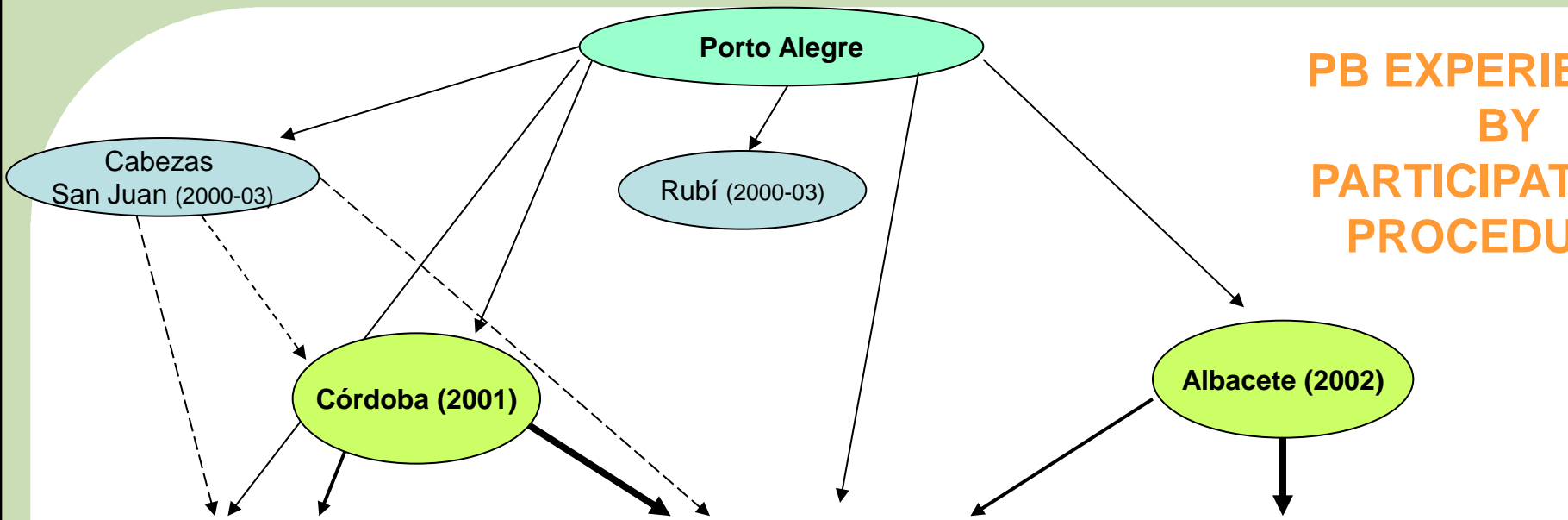
# THE ROLE OF CIVIC ORGANITATONS

**2) Universal Participation procedures:** The participatory process allows individuals to participate directly in public debate about PB rules and PB proposals. Most PB experiences took place in small cities. The experiences in big cities have taken into consideration neighbour civic organisations advice. The most important experience has been Cordoba

*The same organisations claimed to change the first PB structure in Terrassa to make possible individual participation. On the other hand, the neighbour organisations's public claims got to change PB structure in Cordoba to reduce individual participation.*

**3) Mix procedures:** the procedures are thought to foster civic organisations and individuals engage, but the former usually are dominant in the structure. The conflict between civic organisations and City Council around the participatory procedures in Cordoba experience had an important role to encourage other City Councils to undertake mix experiences.

# PB EXPERIENCES BY PARTICIPATORY PROCEDURES



Universal Procedures		Mix Procedures	Civic Organisations Procedures
Sevilla (2004)	Viladecavalls (2005)	Puente Genil (2001)	Almansa (2003)
Santa Cristina (2004)	Parets del Vallés (2005)	San Sebastián (2003)	Puertollano (2004)
Leganés (2005)	Campillo (2006)	Jérez de la Frontera (2004)	
Figaró (2005)		Getafe (2004)	
Torreperogil (2005)		Petrer (2004)	
Puerto Real (2005)	<b>Logroño (2006)</b>	Córdoba (2005)	
Terrassa (2005)	Castellón (2006)		
	Málaga (2007)		

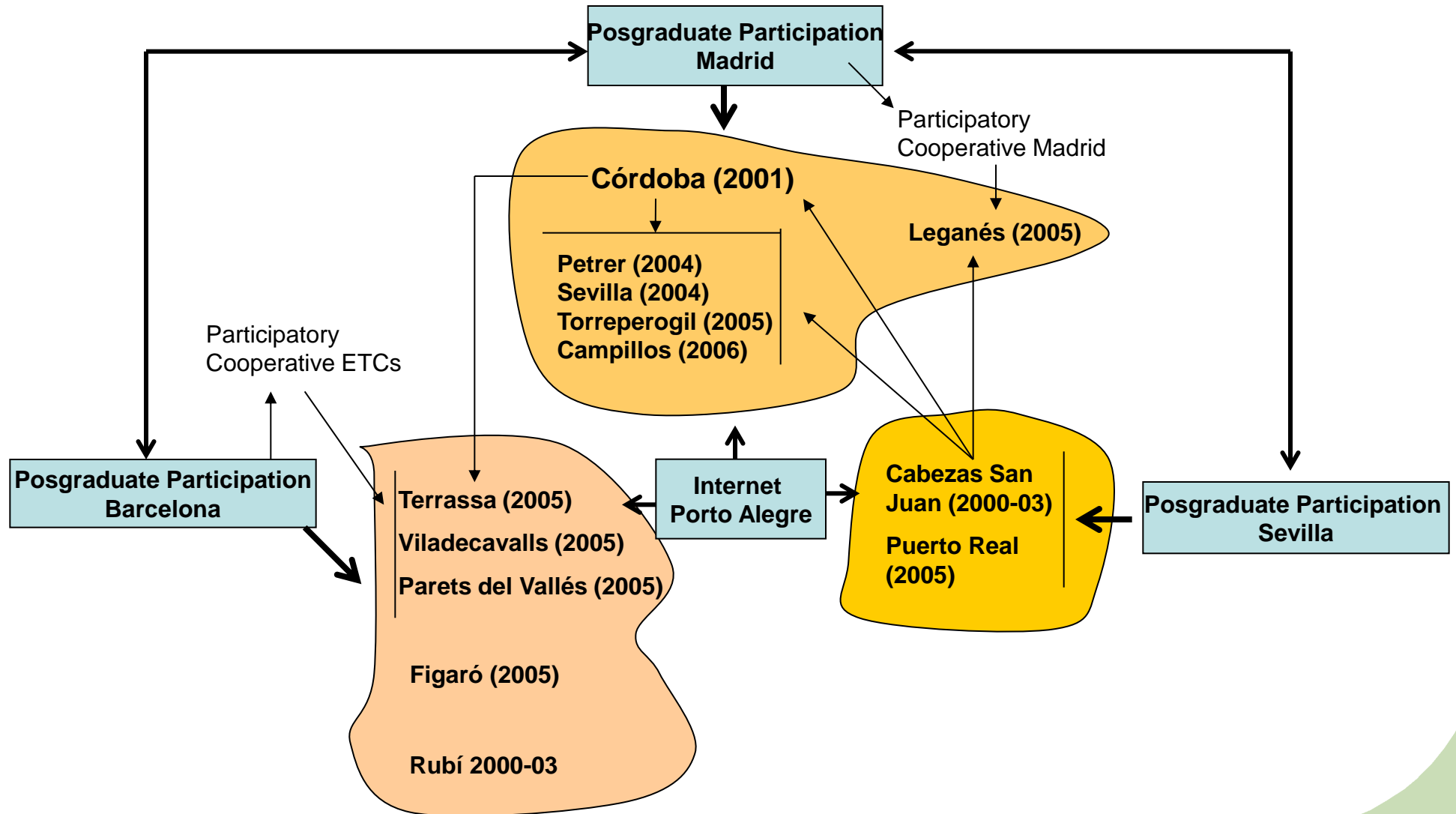
# THE ROLE OF PUBLIC EMPLOYEES

What is a singular feature of PB experiences has been previous city council links to participatory structures in Spain and public employees profiles.

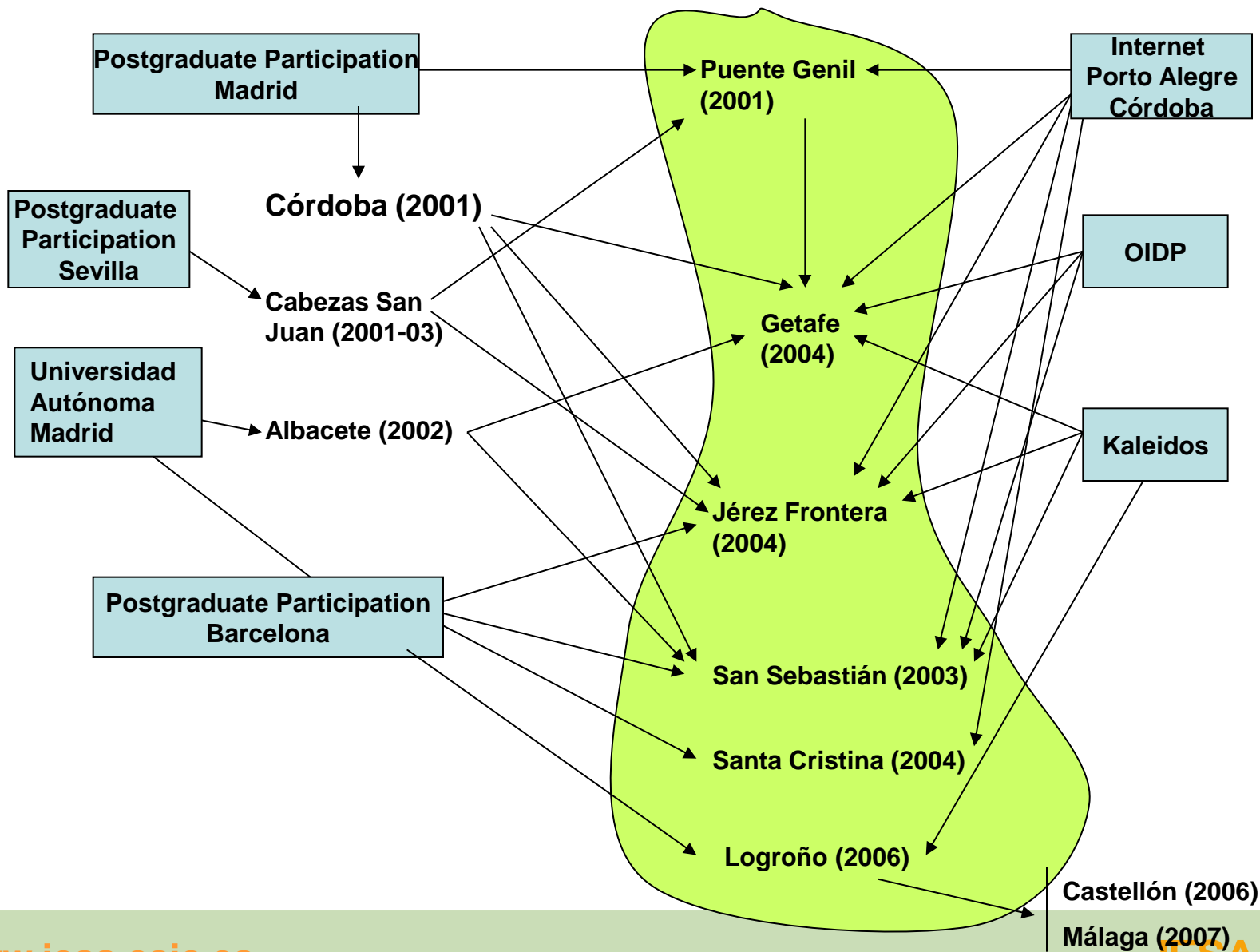
- 54% of experiences has been lead by employees linked to Postgraduate Participation Studies (from Madrid, Barcelona o Sevilla Universities). Most experiences have drawn universal procedures here and they have employed experts on participatory methodology.
- 25% of experiences had previous links to Participatory Nets in Spain, in which they worked participatory issues along with other city councils employees. We speak about KALEIDOS and International Participatory Democracy Observatory. In these cases, we also find links to Postgraduate participation studies, but they never employed experts. Most experiences have drawn mix procedures.
- 13% of experiences didn't have any previous contact with participatory spanish nets or postgraduate participation studies. Most experiences have drawn civic organizations procedures here



# Postgraduate Participation Studies Influence on PB experiences



# PARTICIPATORY SPANISH NETS INFLUENCE



## CONCLUSION

- **PB experiences have been encouraged by singular politicians, not by political parties.**
- **PB experiences have been influenced by spanish participatory structure. Civic organitations had an important role to shape PB at the begining.**
- **Public employes had played a core role to undertake PB. Most experiences show links between experiences and participatory spanish nets or links with Postgraduate Participatory studies.**

