

# EXECUTIVE SUMMARY

## Gender Impact Assessment Report for the 2012 Budget

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The Andalusian government's commitment to equal opportunities for men and women has led to the deployment of gender budgeting in the region, based on the firm conviction that equality must be the ultimate goal of each and every public policy. Consequently, since 2006 the budget of the Government of Andalusia has been accompanied by a Gender Impact Report.

In addition to fulfilling a legal requirement, the Gender Impact Report provides the Government of Andalusia with a valuable assessment document that not only rationalises the budget information pertaining to its executive centres but also sheds light on the progress achieved in introducing gender-oriented budgeting for the different policies adopted.

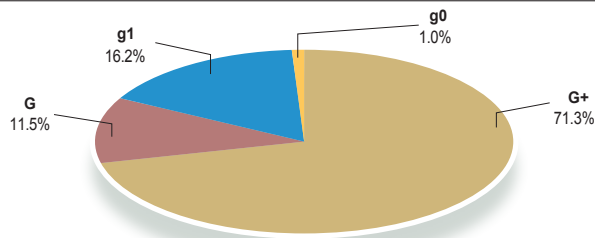
The consolidated budget of the Autonomous Community of Andalusia for 2012 is 32,020.1 million euros, which represents a nominal increase of 1.1% in relation to 2011. However, due to the 0.2% growth in non-financial operations and a predicted deflator of 1.5%, the 2012 budget is actually lower in real terms than the 2011 budget. This has resulted in a budget policy in which government spending is primarily focused on maintaining the level and quality of social benefits.

The qualitative and quantitative analysis of the budget allocations for 2012 reveals the principal commitments underpinning

the overall budget. For example, education—the cornerstone of a more competitive economy—is one of the top priorities of this budget. Another is the continued provision of social benefits and basic public services. Yet another is continued support for the productive sectors, businesses and self-employed professionals, specifically by facilitating access to credit and promoting internationalisation and innovative projects.

In general terms, the Report shows that the budget programmes classified as G+—in other words, the ones that have been identified as strategic in promoting gender equality—account for 71.3% of the budget allocations. It also shows that the overall allocation for these programmes has risen by 1.8% in relation to 2011. This means that 7 out of every 10 euros in the 2012 budget will be spent on reinforcing equality between men and women.

Structure of the 2012 Budget for the Autonomous Community of Andalusia:  
G+ Programmes



## Achievements

The 2012 Budget Report maintains the same structure as previous editions and the first few pages therefore describe and evaluate the achievements reached in the implementation of gender budgeting strategies in Andalusia. The first achievement was the completion of the G+ Fund and the publication<sup>1</sup> of the results undertaken as part of this initiative at 22 executive centres of the Government of Andalusia between 2010 and 2011, aimed at strengthening the gender perspective in the allocation of the public budget.

The G+ Fund was created to encourage the government's executive centres to create specific projects to reinforce gender budgeting. Its principal objective was to maintain and strengthen the executive centres' commitment to continue to strive for gender equality in Andalusia by introducing gender-oriented processes for allocating budgets, within the framework of the G+ Programme. A total of 845,652 euros were awarded in the form of incentives for specific projects: 72% for those related to technical studies, and 28% for training actions.

The actions carried out by the executive centres that took part in this initiative have enormous potential for streamlining gender budgeting across all programmes since the results of the studies and research undertaken will impact on the strategies adopted for future actions at the executive centres. Furthermore, the training projects undertaken are likely to produce a greater knowledge and awareness of the need to work for gender equality since they will have a multiplying effect on the staff who work at the various citizens advice centres.

Another achievement relates to the G+ strategy assessment process. Specifically, all government staff responsible for managing and administering budget programmes took part in a survey

1 [http://www.juntadeandalucia.es/haciendayadministracionpublica/planif\\_presup/genero/fondo\\_g.htm](http://www.juntadeandalucia.es/haciendayadministracionpublica/planif_presup/genero/fondo_g.htm)

regarding the strategy. According to the results of the survey, the civil servants consulted have a general awareness about the existence of gender inequalities and most of them approve of the actions that the Government of Andalusia has implemented to solve this social and economic problem. In particular, the majority of staff rate the government's gender budgeting strategy very highly. The survey also identified an opportunity to continue providing training actions aimed at raising the awareness of the reality in the different sectors addressed by the executive centres and improving information tools and mechanisms for measuring actions.

Finally, the chapter on achievements mentions the presence of the Andalusian gender budgeting experience in national and international arenas, including for example the provision of technical assistance to the government of Nicaragua at the invitation of the United Nations System and the presentation of a paper at the international conference "Good Practices in Gender Mainstreaming: Towards Effective Gender Training", organised in Brussels by the European Union's European Institute for Gender Equality.

Within the field of academic dissemination, an article entitled "La experiencia de presupuestación con perspectiva de género en la Junta de Andalucía: Análisis de las diferentes fases del proceso" ("The Gender Budgeting Experience Conducted by the Government of Andalusia: Analysis of the Different Stages of the Process") was published in the magazine *Presupuesto y Gasto público* of Spain's Institute of Fiscal Studies, and a chapter entitled "Género, Presupuesto y políticas públicas: Una alianza estratégica para la igualdad" ("Gender, Budget and Public Policies: A Strategic Alliance for Equality") will be included in the forthcoming monograph "El cambiante rol de las mujeres en Andalucía" ("The Changing Role of Women in Andalusia") in the *Realidad Social* collection published by the Fundación Centro de Estudios Andaluces. And in the field of research, experience sharing and networking, the team responsible for the strategy has joined the European Gender Budgeting Network.

# Reality

The *Equality in Reality* section of the report shows how the real situation in terms of equality between men and women evolved in Andalusia between 2008 and 2011, the period corresponding to the government's current term of office. The report describes and analyses approximately one hundred indicators grouped under the following 14 headings: population; the presence of men and women in the various circles of power and responsibility; employment, income and pensions; taxation; business, universities and ICT; education; housing; transport; health; sport; culture; agriculture and fishing; environment; and welfare, the work-life balance, dependency and gender violence. The most salient aspects are as follows:

**Participation in Political and Decision-making Posts.** Following the May 2011 elections in 13 autonomous communities, women now occupy 43.5% of the seats in the regional legislative assemblies, continuing the upward trend begun in 2008 when the proportion of female parliamentarians reached 42.4%. In the Andalusian parliament, women occupy 45.9% of the seats, which represents the third highest proportion of female deputies in the whole of Spain. With regard to the overall figure, the proportion of female deputies in the regional executives is 32.3%. In Andalusia, women occupy 42.9% of the ministerial posts and 50% of senior civil servants are women, which represents an increase of 3.8 percentage points since 2008.

Meanwhile, last May's local elections created a new municipal map in which 16.8% of Spanish town and city councils are governed by a woman, compared with 20% in Andalusia. This figure represents an increase of 1.8 percentage points in Andalusia

in relation to the 2007-2011 term of office. With regard to the provincial councils in Andalusia, women occupy 36.8% of the government positions, a proportion similar to the 2007-2011 term but higher than the 31% recorded for the period 2003-2007.

In the judiciary, the figures relating to the composition of the High Court of Justice of Andalusia show that 27.6% of presidents, magistrates and secretaries of the court are women. Although still outside the margins of balanced representation<sup>2</sup>, this figure nevertheless represents an increase of 2.9 percentage points since 2008.

In the academic world, 40% of the directors of studies and heads of department in Andalusian universities are women. This represents an increase of 15.6 percentage points in relation to 2007 when the 2007-2011 Andalusian State Universities Funding System was introduced, which fixed a goal of 40% of women in such posts. With regard to the financial sector, in 2011 women occupied 24.2% of senior management positions in savings banks, 3.2 percentage points higher than the figure for 2008. Finally, in the media organisations present in Andalusia, 25.2% of the directors of agencies, radio channels, newspapers and television stations are occupied by women, a figure 4.3 percentage points higher than in 2008.

**Participation in the Labour Market.** The labour market in Andalusia has suffered the consequences of the global financial and economic crisis, a situation which is clearly reflected in the data contained in this report. Between the second quarter of 2008 and 2011 the male working population for the 16 to 64 age group fell in Andalusia by 1 percentage point, while the female working population for the same age group rose by 5.4 points.

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<sup>2</sup> Understood as neither sex with a representation below 40% or above 60%.

Meanwhile, the employment rate fell by 12.3 points for men and 3.1 points for women. During the same period, the male unemployment rate rose by 14.6 percentage points and the female rate by 11.9 points. In the second quarter of 2011, the activity rate of Andalusia was 79% for men and 61% for women.

With regard to earnings, in 2009 (the latest year for which data is available) the difference in gross annual income between men and women was 4,829 euros, which represents a decrease of 627 euros compared with the figure for 2008.

**Business Activity.** In 2010, 41.3% of the people who started a worker-owned company were women, a figure 4.3 percentage points higher than the one for 2008. In the cooperative sector, 41.4% of the associates were women, half a percentage point less than in 2008. Women accounted for 33.2% of all self-employed people in 2010, which was 1 percentage point higher than the figure for 2008.

In the primary sector, the agricultural census for 2009 shows that 30% of farms are owned by women, which is 2 percentage points higher than the figure recorded in 2007. The most intense growth has occurred among women up to age 25 and in the 35 to 44 age group.

**University Studies.** In the academic year 2009/2010, women accounted for 54.4% of university enrolments, half a percentage point less than the previous year. During the same academic year, women made up 62% of all students completing their university studies, which was exactly the same proportion as the previous year. The proportion of women enrolled on doctoral courses was 49.5% in 2009/2010, again exactly the same as in 2008/2009. Of the theses presented in 2009/2010, 49% were defended by women, a similar proportion to the previous year. With regard to the proportion of female university and college professors, in

2009/2010 women held 16% of the chairs in universities and 31% of the chairs in colleges. These figures represent an increase of 3 percentage points in the case of university chairs and a decrease of 1 percentage point in the case of college chairs.

**Use of Information and Communication Technologies.** In Andalusia the digital divide—in other words, gender inequalities in computer use—was 3.4 percentage points in 2011, a drop of 7.4 percentage points since 2008. In relation to internet consumption, the divide has fallen from 9.8 percentage points in 2008 to 4.1 percentage points in 2011, which represents a decrease of 5.7 percentage points.

**Education.** One of the strategic objectives pursued by the Government of Andalusia has been to raise the number of places in the first cycle of infant education to 100,000. Consequently, the state education system has gained new schools and places every year. For example, the number of schools that operate the first cycle of infant education grew by 43.6% between the academic years 2008/2009 and 2011/2012, and by 135% since 2003/2004 to its current figure this year of 1,779 schools. Meanwhile, the number of places in the first cycle of infant education has risen by 275% over the last nine academic years and by 69% between 2008/2009 and 2011/2012, currently standing at over 100,000 places.

With regard to post-compulsory secondary education, in the academic year 2009/2010 girls represented 53.3% of the student population and boys 46.7%—an increase of 0.7 percentage points in the proportion of male students compared with the academic year 2008/2009.

In the field of adult education, 60% of the people enrolled on such courses in 2009/2010 were women and 40% were men, although the latter figure reflects a continuing upward trend (35.7% were men in 2008/2009 compared with 32.2% in 2007/2008).



**Health and Mortality.** In 2009, 20.7% of men rated their state of health as very good compared with 17.6% of women. In relation to the figures for 2007, the proportion of men and women who rated their state of health as very good has fallen by 5.9 and 7.9 percentage points respectively. The proportion of men who described their state of health as poor or very poor fell from 7.1% in 2007 to 6% in 2009, whereas the proportion of women with this perception rose from 9% in 2007 to 11.1% in 2009.

In the third quarter of 2010 the most frequent cause of death for men was a malignant tumour of the trachea, bronchial tubes or lungs (9.1%), exactly the same as for 2008. In the case of women, the most frequent cause of death was one of the cerebrovascular diseases (9.8%), although the prevalence has fallen by 1.2 percentage points since 2008. The 2009 figures for self-inflicted death (suicide) reveal that 77.7% of the victims were men, although compared with the previous year the figure fell by 11.4% in the case of men and rose by 1.2% in the case of women.

In 2009, life expectancy at birth was 77.2 years for men and 83.3 years for women. Between 1999 and 2009 the figure rose by 1.8 years for men and 0.8 years for women.

**Sport.** In 2011, of the 235 high performance athletes in Andalusia 30.2% were women, which represents an increase of 3.4 percentage points since 2010. With regard to federation licence holders, 19.4% are women, an increase of 1.7 percentage points since 2008 but 0.6 percentage points lower than the 2010 figure.

**Culture.** The figures from Andalusia's latest Satellite Account for Culture (2007) show that 39.3% of employees in the cultural industries are women, which represents an increase of 0.5 percentage points since 2005.

**Dependency.** Of the total number of people assessed by the Andalusian Autonomy and Care for Dependent Persons System, 29% are men and 71% are women. Of those officially recognised as dependents, 35% are men and 65% are women. However, the majority of dependents under 17 are male (62.7%). Women use 69.1% of the residential care, day and night centre, home help and telecare services and receive 64.3% of the dependency benefits. The majority of dependency carers are also women.

## Representation

The fourth chapter of the report analyses the gender breakdown of the staff of the Government of Andalusia, differentiating between employees of the general administration, the state education system, the Andalusian health service, the non-judicial staff of the justice system and the senior staff of the instrumental administration (public business agencies, public-sector companies and similar organisations belonging to the Government of Andalusia).

The purpose of the chapter is to illustrate the distribution of men and women in the various levels of public administration, especially in the political and decision-making echelons of the government, and to assess the impact of the internal measures adopted by the Government of Andalusia to achieve genuine equality between men and women within its organisation. The analysis of each group includes details of the year-on-year variation.

As a new feature this year, the report provides an example of the most salient characteristics observed by including an in-depth analysis of the general administration personnel, with details of the year-on-year variation for the period 2008-2011. As at 1 January 2011, 58.2% of general administration personnel were women and 41.8% were men. However, the most notable salient aspect about this collective is that the presence of women in managerial and decision-making positions has gradually increased since 2008 and reached gender parity in 2011, thus contributing to greater equality between men and women in the highest echelons of government.

In the Andalusian state education system, which comprises state and state-subsidised schools, 62.6% of the teachers are women and 37.4% are men. However, the proportion of men and women varies according to the type of education (infant and primary, secondary, special, adult) and services rendered (special education, teacher training, inspectorate, etc.): the secondary and special education sectors reveal the greatest degree of gender parity, whereas the majority of inspectorate personnel are men. The report also analyses the gender breakdown of senior management staff in infant, primary and secondary schools.

In relation to the statutory personnel of the Andalusian Health Service, 65% are women and 35% are men. However, as in the case of education personnel, the analysis of health service staff reveals significant variations in the presence of men and women according to specific health care services, personnel groups, professional categories, echelons of government, age and family responsibilities.

Meanwhile, 63.4% of the non-judicial staff of the justice system are women and 36.6% are men. Once again, the gender balance varies according to specific personnel group, professional category, age and corps (general or special).

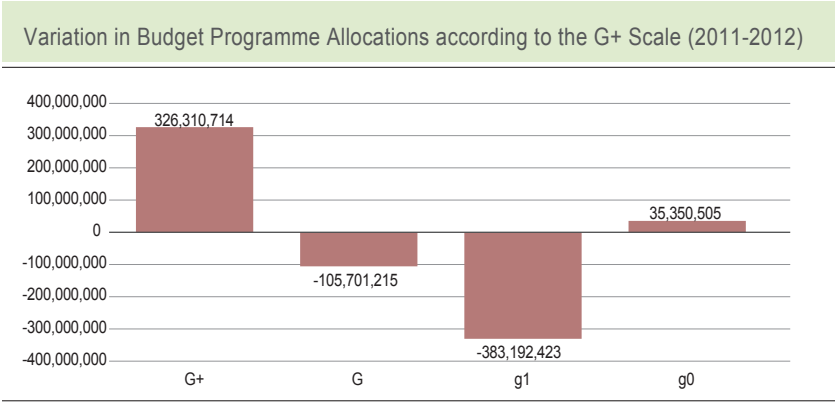
The final section of this chapter of the report analyses the gender breakdown of the senior management staff in the instrumental administration branch of the Government of Andalusia, revealing a significant imbalance in terms of the presence of women.

## Resources and results

The fifth chapter of the report, entitled Resources and Results, examines the different impact that the actions contained in the budget programmes for 2012 are likely to have on men and women.

This year the gender analysis of the actions funded by each 2012 budget programme assesses the progress that has been made in gender equality during the course of this term of office as a direct result of the measures and actions implemented by the different executive centres. It also includes the list of gender budgeting indicators for each budget policy.

With regard to the budget funds, the G+ programmes account for 71.3% of the total budget, which means over 18,083 million euros. Resources have been concentrated in the programmes with the greatest impact, thus guaranteeing that social policies are preserved. The proportion of the budget allocated to these programmes has risen by 1.8% in relation to 2011, which means an extra 326.3 million euros in funds.



In the field of social policies, spending on education policy has risen by 2.5%, with increased allocations for programmes such as family support (up by 12.4%), early childhood education (up by 2.3%)—both crucial for facilitating the work-life balance for men and women—compensatory education (up by 7.6%) and adult education (up by 1.2%).

As a consequence of these priorities, and in relation to Education specifically, in the academic year 2011/2012 Andalusia has offered 100,000 places in the first cycle of infant education (0 to 3 years), thus fulfilling the government’s pledge for the present term of office. This fact has a dual impact: the provision of education for the youngest end of the population, and its contribution to facilitating the work-life balance for Andalusian families. Furthermore, the assessment of the First Gender Equality in Education Plan conducted by the Andalusian Education Assessment Agency during the academic year 2010/2011 revealed the consolidation within the education community of a greater degree of reflection on and awareness about equality between men and women, thanks to the activities undertaken at schools to include this concept in education.

In the field of Health, the allocation for the family support service will be raised by 25% this year, in keeping with the government's commitment to gender-oriented social policies. Similarly, the health care programme, which also has a G+ rating, will receive an extra 2.4% of funds this year.

As part of its family support services, in 2012 the Andalusian Health Service will launch a Care Plan to improve home help services for the elderly and disabled by offering a range of training and support measures to carers, with a particular emphasis on gradually increasing the number of male carers. The Care Plan will also promote support networks for carers, implement a variety of measures to provide respite for families, and offer mediation in family conflicts related to the care of dependents.

In the Agriculture and Fishing sector, the pledge to create jobs for women in the fishing projects submitted for European Fisheries Fund (EFF) resources aims to increase the presence of women in a sector where they are still greatly under-represented. The projects that pursue this goal will therefore receive special consideration. In the field of rural development, the LiderA Programme, which supports rural development groups that participate in the European LEADER project, stipulates that an average 30% of the funds must be allocated to actions undertaken by women or by organisations where women play a prominent role. All actions must also demonstrate gender budgeting criteria in their design, implementation and development.

In the field of Research, there is continuing commitment to the Andalusian Research, Development and Innovation Plan (PAIDI) 2007-2013, whose principles and values include the need to guarantee equal opportunities and promote the presence of women in the field of research excellence and innovation, as a means of improving their professional development and participation in the labour market. The various calls for

applications for incentives and funding that have taken place during the present term of office, aimed at promoting positive actions in this field, have led among other things to an increase of 26.6% in the number of women researchers and an increase of 30.3% in the number of women who lead R+D groups.

Meanwhile, between 2008 and 2011 the Guadalinfo-CAPIs programme (a social networking project articulated via public internet access centres) has generated an increase of 77.9% in the number of women who use computers—vital for studies, in the workplace and in everyday life—thus helping to narrow the gender digital divide. Thanks to this achievement, in 2011 51% of all computer users in the project were women. During the same period (2008-2011), the Andalusia Digital Commitment project, through which a volunteer network offers digital assistance to individuals and associations, raised the percentage of women volunteers to 48%, which represents an increase of 8.1 percentage points since 2008.

In relation to Encouraging the Work-Life Balance, as part of its collective bargaining strategy the Andalusian Labour Relations Council of the Regional Employment Ministry is coordinating a series of measures to monitor the legality of agreements in terms of equal opportunities. These measures include ensuring that collective bargaining procedures reflect recent labour law reforms and monitoring the preventive measures implemented to eliminate sexual harassment and gender discrimination in the workplace.

Dependency. The national statistics issued by the Autonomy and Care for Dependent Persons System (SAAD) reveal that 26.5% of all the people assessed live in Andalusia. Of these, 65% are women and 35% are men. The Regional Ministry for Equality and Social Welfare takes this uneven gender breakdown into account when designing its dependency plans and initiatives. For example, in 2012 the ministry will conduct a survey regarding dependent women's access to personal

care benefits. It will also continue its efforts to introduce the gender perspective in the assessment and implementation of social reports and individual care plans for dependent persons. Finally, it will offer training programmes to carers of dependent persons, aimed at developing their care skills and improving their own self-care, simultaneously promoting the gender perspective and joint responsibility in all care tasks.

Another important aspect to note is the increased allocation for equality and social welfare. Within this area, dependency, active ageing and disability programmes will see their funds increase by 5.9% compared with last year. All of these are programmes with a direct impact on situations with a particularly pronounced awareness of gender inequalities.

In 2011, 3 out of every 4 people who received a pension supplement were women, which shows that economic instability affects women—and especially those over 60 years old—to a much greater degree than men. For this reason, and aimed at reducing gender inequalities, the 2012 budget has raised the pension supplement allowance by 2%.

An important milestone during the present term of office in the field of International Cooperation was the publication of the Funding Rules for NGDO Projects and Programmes, in which the articles, annexed project and programme application forms, and evaluation criteria all include gender budgeting aspects. This will significantly improve equality considerations in international cooperation, humanitarian action, education for development and training and research interventions, as has already been shown by the different projects which were analysed and managed in 2011 and will be consolidated over the course of 2012. This year, the Andalusian International Cooperation and Development Agency will devote 10% of its budget to the promotion of gender equality and 60% of the beneficiaries of its actions will be women and girls.



In 2012 the Andalusian Audiovisual Council will pursue its principal lines of work in relation to the presence of women in the media, one of which is monitoring the visibility of men and women on television channels. The last report published, which analysed over 100,000 news items on 14 television channels in 2010, shows that in 3 out of 4 cases men were the protagonists. Of those in which women were the protagonists, 42.1% related to representatives of public institutions, while in the field of sport 98.3% of the athletes reported in the news were men. The report concluded that the media continue to portray a stereotype image of men and women because men dominate news items related to politics, the economy, science and sport, while women's voices and opinions appear in items related to social affairs, health, education and gender violence.

# Gender-Sensitive Budget Indicators

The programme descriptions drawn up by the ministries of the Government of Andalusia for the 2012 budget include more than 1,900 monitoring indicators. Of these, 873 are crucial for assessing the degree of gender equality in the scope of activity covered by the budget programmes and in the budget policies. These gender-sensitive indicators account for 44% of all budget indicators, which is 2 percentage points higher than in 2011 and in absolute terms represents 54 indicators more than last year. In other words, approximately 4 out of 10 indicators in the 2012 budget quantify objectives and measure results in terms of gender quality. If we apply a wider time frame to the situation, the number of gender-sensitive indicators has risen by 28% since the 2008 budget.

Finally, this last chapter of the report lists all the gender-sensitive budget indicators issued by the government's Financial Control Department in June 2011. In reality, this constitutes a retrospective analysis of the budget indicators execution in 2010.

The full report is available on the website of the Regional Ministry of Finance and Public Administration:

<http://www.juntadeandalucia.es/haciendayadministracionpublica/>

