

Executive Summary

Report on the 2015 Budget of the Autonomous Community of Andalusia

INTRODUCTION

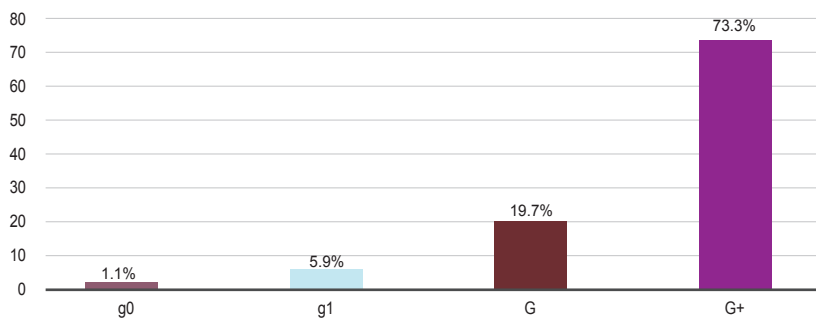
The 2015 budget of the Regional Government of Andalusia has been drawn up in a context of economic recovery nevertheless affected in recent months by the threats of a slowdown in the Eurozone and in the rest of the world, caused by two phenomena: the lack of buoyancy in the major European economies, and international political conflicts.

The consolidated budget is 29.62 billion euros, the same as last year, and it will continue to boost policies that focus on sustainable, cohesive growth based on knowledge, innovation, research and better training for the human capital while simultaneously guaranteeing the equality of all citizens and, in particular, equality between women and men.

The Gender Impact Assessment Report on the 2015 Budget demonstrates that although the budget for this year remains unchanged, there will be more credits for programmes liable to narrow the gender gaps. The programmes with the greatest impact in this respect—the G+ programmes—represent 73.3%

of the overall budget¹, which is an increase of 2.1% compared with the 2014 budget. Meanwhile, the G programmes, which also have a great transforming effect, represent 19.7%, with credits rising by 76.9% compared with last year. These two increases have enormous importance for improving equality between women and men in Andalusia as they combine most of the actions designed to reduce the gender gaps.

Structure of the 2015 budget For the Autonomous Community of Andalusia according to the G+ scale



The Regional Government of Andalusia remains committed to gender-responsive budgeting as an instrument that has proved both useful and effective in executing economic policy, based on the principle that policies do not necessarily take into account the gender differences of the people they target and that the incorporation of the gender dimension is therefore indispensable for addressing the needs, interests and living conditions of men and women.

This Gender Impact Assessment Report, which forms part of the budget documentation accompanying the draft budget law, adopts a similar chapter structure to the reports of previous years and analyses how the public resources of the Regional Government of Andalusia contribute to gender equality.

¹ Excluding the debt, the local share of national revenue, the Andalusian Agricultural Guarantee Fund and the local share of the Andalusian tax revenue.

ACHIEVEMENTS

During the course of the last decade, the implementation of this gender-responsive budgeting strategy has passed through different phases. Principal among these was the launch of the G+ Programme, which aims to make gender an integral dimension of the budget policy cycle and classifies budget programmes according to their impact on equality. The G+ Programme is currently being evaluated through a series of gender audits.

Gender audits consist of three phases: planning and preparation; execution; and monitoring. The first two phases, now complete, are followed by the monitoring and review phase in which the budget programme managers are obliged to review and draw up a new strategic orientation document (known as DOE G+ after the Spanish initials), based on the audit reports received. The DOE is the basic gender strategy planning tool that has already been used within the framework of the G+ Programme and it will continue to steer gender mainstreaming in the budget process during the next four years.

Summarising the results of the gender audits, as a general evaluation of the programmes audited, there has been clear progress in the integration of the gender perspective in the budget process during the period 2009-2012. Fulfilment of the DOE goals, gender mainstreaming and the identification of gender budgeting best practices have achieved most of the original expectations. The G+ methodology is effective, and the programmes that have fulfilled their commitments are precisely the ones where a greater degree of gender mainstreaming has been achieved. It is also possible to identify another variable with enormous influence on the success of gender mainstreaming: the results of the gender audit are better in the instances where the budget programme has integrated gender as a core aspect of its sector policy.

There are plans to continue using gender audits in the regional ministries of Andalusia in 2015 as a mechanism of transparency and also for monitoring and controlling the effectiveness of gender budgeting and mainstreaming.

In the international arena, the Andalusian experience in gender-responsive budgeting has received recognition from different institutions over the years as well as invitations to participate in exchanges and serve as a reference for inspiring new initiatives. For example, in June 2014 the Regional Ministry of Finance and Public Administration hosted a visit by a United Nations-led delegation from the government of the Republic of Albania to learn about the gender-responsive budgeting methodology and structure employed by the Regional Government of Andalusia. Recently, invitations have also been received to participate in European and broader international events that will promote future perspectives and reinforce the effectiveness of implementing gender-responsive budgeting.

Hence, in general, different aspects of the gender-responsive budgeting strategy have been strengthened during 2014: a first round of gender evaluations have been performed for selected G+ budget programmes; the gender analysis capacities of management personnel have been supported, along with budget management skills in general; and the Andalusian experience has been publicised at European forums and international initiatives. The ultimate aim of all of this is to contribute to a financial management model that continues to support the modest economic recovery and allows the Andalusian economy to harness all of the available resources and achieve lasting and equitable economic and social growth.

REALITY

This chapter provides an overview of the Andalusian population as regards the most strategic topics from the point of view of gender relations. The details are compared with those of previous years in order to analyse the progress that has been made in terms of the equality between women and men, and to identify the setbacks and obstacles that are hindering progress.

Approximately 130 indicators, distributed between 13 broad policy areas, offer abundant up-to-date information about the gender inequalities that underpin the budgetary policies. This information has been obtained from a variety of sources but principally the

National Statistics Institute, the Andalusian Institute of Statistics and Cartography, Eurostat, and the statistics units of the regional ministries of the government of Andalusia. The key results obtained in these policy areas are described below.

In **population and immigration**, the average age of the Andalusian population grew from 37.9 in 2003 to 40 in 2013. Among women, the increase during this period was 2.1 years, rising to 41.2 in 2013; for men, the increase was 2.3 years, rising to 38.9 in 2013. These figures demonstrate the continuing upward trend in the average age of the Andalusian population.

There have been several achievements in terms of the presence of women in the field of **power and decision-making**, which proves that women are gradually consolidating their position in different areas as egalitarian financing and public policy practices become more mainstream. For example, the gender breakdown of senior positions in the Regional Government of Andalusia has shattered the glass ceiling: for the first time ever, there is now a majority of women within the margins of balanced representation. In 2014 women occupy 50.6% of senior positions and men 49.4%.

In the field of political representation, in 2014 the presence of both male and female councillors in Andalusia falls within the balance margins. Women occupy 41.5% of the posts in municipal councils, which while below the balanced representation percentage is nevertheless nearly two percentage points higher than the previous year.

The year 2013 also saw an improvement in the legal field, where the presence of women in positions at the High Court of Justice of Andalusia (TSJA) has risen by 3.6%, to 33%.

Finally, there is also a need for a greater presence of women in the management teams of public and private media organisations and agencies because these are strategic positions for introducing new styles and generating changes of opinion regarding gender images and stereotypes, which can have enormous influence and repercussions. In this respect, women now occupy 38.5% of the management and coordination positions at *Radio y Televisión de*

Andalucía (RTVA), which represents an increase of 1.1%. With regard to the media organisations in Andalusia, the downward trend of recent years has been halted with women now occupying 30% of the positions. In 2014 the presence of women has also risen in communications agencies and currently stands at 45.5%.

As for the relative situation of men and women in the **labour market** and business field, the year 2013 saw an overall increase in self-employment in Andalusia. This was more notable among women than men (up by 3% and 1.9%, respectively, compared with 2012). Likewise, in 2013 women represented 33.8% of the self-employed population and men 66.2%.

Despite the economic situation, there has also been an increase in the number of cooperatives in Andalusia, with the creation of these companies rising by 46.2% during the period 2012-2013. Consequently, in 2013 the number of people involved in the creation of a cooperative grew by 40.5%, to 1,103 people, compared with 785 in 2012, with the most notable increasing occurring among women rather than men.

In the field of **business**, of all the people who started companies 62.3% were men and 37.7% were women. These figures represent a slight increase in female participation (up by 0.1% compared with 2012).

With regard to **universities**, the representation of men and women in the most senior positions—professorships—has also improved as a result of the goals established by the Andalusian state university financing model, which encourage the participation and promotion of women in the academic world and in decision-making structures. The allocation of funding to the Andalusian universities based on the number of professorships occupied by women, research projects led by women and the proportion of women in the governance and representation bodies is gradually reaping its fruits. In the academic year 2012-2013 the number of women professors grew by 1%, to 19%. In the case of professorships at university colleges, the percentage of women in this category remains the same: 32%. Overall, there is a balanced presence of women in senior management positions following an increase of 3.5% compared with the previous year.

In terms of the use of **new technologies**, there has been clear progress this last year not only in the basic indicators, where the frequent use of the internet and computers is significantly narrowing the digital gender gap, but also in the advanced indicators regarding the use of specific services via mobile devices, with closer figures for men and women in this respect.

Thus, while last year there were considerable differences in the use of services via mobile devices, the latest figures reveal a near-identical use for aspects like looking for information on educational topics, accommodation and travel, and in the use of email. Women use a mobile device more than men for making calls over the internet (1.3%), looking for health-related information (10.5%), participating in social media (2.4%) and reading or downloading from subscription news sites (5.2%).

Of the information obtained from the indicators in the **education field**, the first aspect to note is the degree of progress in early childhood education, a stage which apart from its educational purpose plays a crucial role in supporting childcare-related tasks and contributing to the work-life balance for Andalusian families. This year, 95,495 places in this education level were offered, in keeping with the trends in the birth rate. Meanwhile, the number of nurseries grew to 2,088 centres, representing an increase of 6.5% compared with the previous year.

In the field of **sport**, another area with considerable room for improvement in terms of equality between women and men, there have been visible achievements following the application of budgetary measures to promote initiatives. For example, the benefits of the Estrella Elite programme targeted at 71 teams in all have included funding for 34 female and 12 mixed teams, compared with 25 male teams.

As regards employment in the **cultural sector**, the gender gap narrowed by 8.7% between 2008 and 2010, when women occupied 42.5% of the positions, representing a gap of 15.1% between men and women. The representation of men and women among specialist library personnel, traditionally a very female domain, is becoming more balanced, demonstrated by the fact that the gender gap narrowed by 20% between 2011 and 2012.

The figures for the **health** sector, which compare 2012 with 2002, reveal that life expectancy at birth has increased more for men than for women: 2.9 years and 1.9 years, respectively. Meanwhile, life expectancy at 65 remains stable for both men and women, showing an increase of 1.5 years. In both cases, life expectancy is higher for women.

With regard to organ donations by gender, the trend in Andalusia—as with all the other autonomous communities and the national average—has remained steady for the last 20 years, with a greater number of male than female donors. This difference is principally due to the high mortality rate among men as a result of strokes and/or industrial and traffic accidents, the main causes of death that make organic and tissue donations viable.

Meanwhile, in 2013 there were 22,000 admissions for treatment to health centres belonging to the network for drug dependency and addictions. With regard to the gender breakdown, 83.5% (18,376) of the people admitted were men and 16.5% (3,624) were women, revealing a steady trend in the proportion of women admitted for treatment.

In the field of care of **dependents**, it is vital from the gender perspective that progress continues to be made in providing funding for the different spheres of action because women are the main beneficiaries of these services and the majority of carers are women. Women occupy a greater presence in all of the services provided through the Individual Care Programme, representing 49.8% of home help beneficiaries and 50.8% of benefit recipients, the areas where the greatest gender gaps are found.

In this same field, there is a predominance of women among non-professional carers who receive a benefit for looking after a family member, with a gender gap that currently stands at 74%. The provision of this benefit highlights the work that women perform in private.

In 2013 there was an increase in the use of public resources by women affected by **gender violence**, with the number of reported

cases rising by 0.5% to 27,056. Public services continue to meet these needs and Andalusia remains the autonomous community with the highest number of protective orders initiated in the whole of Spain, representing 18.3% of the total.

As for **housing**, in 2014 the gender gap between male and female beneficiaries of the Subsidised Housing and Land Development Plan has continued to narrow, revealing a 1% difference with regard to the figure for 2012. Specifically, the gap has narrowed from 11.1% to 10.7% during this period.

The **agriculture and fishing** indicators show an increase in the number of women who own livestock, although they are still a minority. Thus, 14.4% of farms were owned by women in 2013, compared with 14% in 2012. Female employment in the aquaculture industry has risen by 0.7% to 9.8%, while male employment in this field has fallen by the same amount.

The Andalusian Ecobarometer data illustrate various aspects regarding the public perception of **environmental** issues. According to the latest figures, the level of knowledge remains relatively low in Andalusia for both men and women, only reaching an acceptable level as regards the effects of the consumption of fossil fuel on climate change. As for pro-environmental behaviour, in general women obtain the highest scores for practices in the home and responsible consumption.

In the fields of **tourism and trade**, the latter is predominantly female as one of the sectors where the female presence has found the most room for growth. Paid female employment has acquired particular importance in trade, although in recent years the number of women in paid work in the Andalusian trade sector has fallen while the number of self-employed women has risen. Regarding employment in the tourism sector, the year 2013 was characterised by a different gender breakdown, with women the majority presence in the catering branch (53.1%) and also occupying a significant presence in the hotel and accommodation area (23.4%). However, women continue to be very poorly represented in the transport sector (2.7%).

REPRESENTATION

The analysis of the presence of men and women among the general and management personnel of the Regional Government of Andalusia contemplates key variables for the gender perspective, including among others the different ranks of career civil servants, whether they have direct responsibilities, the stability of the positions they occupy, the group to which they belong, and the age and number of any children. Furthermore, in keeping with the definition of balanced representation set forth in Law 12/2007 of Andalusia, based on specific maximum and minimum percentages (60%-40%), the analysis uses an index to provide a value for these percentages of men and women, known as the Relative Presence of Men and Women Index, RPMWI, or IPRHM after its initials in Spanish².

As at January 2014, the Regional Government of Andalusia employed 250,534 people, with a RPMWI value of 1.28, compared with 1.27 the previous year, demonstrating the continuing feminisation of government personnel and exceeding the balance limits.

The analysis of the different collectives shows that the general administration personnel, which represents 18% of the total, has fallen by 2.2%, with a greater impact on men than women. Consequently, the RPMWI value has risen to 1.21 in 2014, exceeding the balance limits, with women now representing 60.4% of the total. The principal characteristics of this collective are a greater presence of women, a steady feminisation in recent years and, accordingly, sustained vertical segregation among personnel at senior levels.

² This indicator is defined by the RPMWI formula= $\frac{(W-M)}{(W+M)}+1$, where W is the total number of women and M the total number of men. Parity would produce a RPMWI value of 1, whereas 60% of men would produce a value of 0.80 and 60% of women a value of 1.20. Therefore, RPMWI values between 0 and 0.80 would indicate an imbalance in favour of men; between 0.80 and 1, a majority of men but within the limits of a balanced representation; between 1 and 1.20 would reflect a majority of women within the balance; and values between 1.20 and 2 would indicate an over-representation of women.

With regard to personnel employed in the education system, this is the largest collective as it represents 45.6% of all government personnel and has risen by 0.5% since 2013. The RPMWI value is 1.28, the same as last year, although in terms of percentage points the presence of women has risen from 63.9% to 64.2%, consolidating the increasing feminisation of this area. The types of education that have a higher presence of women are infant and primary education, special education and compensatory education, while secondary education has the lowest proportion of women.

Meanwhile, there is near parity in senior positions within the education system. However, among inspectorate personnel there is a growing masculinisation of the younger members of this collective (under 45), which may lead to an imbalance across the entire inspectorate corps in the future.

The second largest collective of government personnel works in the Andalusian Health Service. This service employs 33.5% of all government personnel and maintains the same over-representation of women as the previous year, with a RPMWI value of 1.31. There is a clear feminisation of healthcare personnel in Spain, and women have always played an important role in this sector.

The non-judicial personnel in the Andalusian justice system accounts for 2.9% of the total. The RPMWI value has risen from 1.27 to 1.28 following an increase in the presence of women, who now represent 64% of the collective. This increase has been most notable among forensic personnel, where the presence of women is the lowest.

The final collective corresponds to senior personnel in public-sector business agencies, trading companies and related organisations, which this year entered the parity margins with a RPMWI value of 0.84, compared with 0.72 last year.

RESOURCES-RESULTS

This chapter describes the gender equality goals for 2015 as well as specific lines of work and actions to correct the inequalities identified. These measures will be carried out by the budget programme managers of the Regional Government of Andalusia and instrumental entities, as contemplated in Appendix VII of the Order of 11 June 2014, which contains the instructions for drawing up the Regional Government of Andalusia's budget for 2015.

The consolidated budget for the Autonomous Community of Andalusia is basically the same as last year's, although the credits for G+ programmes have a greater relative weight (up by 2.1%) and the credits for G programmes have risen by 76.9%. These two increases for G+ and G programmes have enormous importance for improving equality between women and men in Andalusia as they combine most of the actions designed to reduce the gender gaps.

Specifically, they will have a significant impact on actions that focus on employability, intermediation and job creation, with a 17.6% increase in their budget, and on actions targeted at entrepreneurs and the internationalisation of the economy, which will receive a 6.5% increase in the 2015 budget.

Among the new actions promoted as part of the employment policy, the Emple@30+ programme, recently created under the auspices of Decree Law 9/2014 of 15 July, contemplates the introduction of measures to promote the labour market integration of unemployed people over the age of 30. Formerly regarded as the least vulnerable, this collective had largely been ignored by employment policies and yet has been one of the hardest hit by the crisis. Among the people registered with the Andalusian Employment Service in May 2014, women accounted for the highest presence: 59.8% compared with 40.2% of men.

The education policy is another important social policy pursued by the Andalusian government as it has a special impact on gender, most notably as regards the promotion of the work-life balance. One of the principal actions in this area is aimed at maintaining the

School Day Extension Plan to offer complementary services such as early opening, a refectory and extra-curricular activities.

The Regional Ministry of Education, Culture and Sport has also been investing enormous efforts in promoting universal access to the first cycle of early childhood education to provide social assistance and education for children from birth to age 3. Extending access to this stage of education is achieved by allocating more material and human resources to state-run centres and entering into agreements with private centres.

The regional ministry is also developing tools to combat school dropout, which affect boys more than girls, and has introduced a region-wide academic success programme. Targeted at pupils and teachers as well as schools and families, the programme will include both preventive and compensatory actions.

In the field of higher education, there has been a sharp increase—3.7%—in the credits for state universities in the region and a continued focus on encouraging the participation and promotion of women in decision-making structures and university education.

In total, the credits for the education policy will rise by 2.5% in the 2015 budget, with increases for most of the budget programmes. Credits for the health policy will receive an identical increase.

With regard to health field, the Andalusian government is promoting the provision of specialist healthcare through the network of public healthcare agencies, with credits rising by 2.1%. Within the framework of the various equality plans drawn up, these agencies promote the implementation of gender mainstreaming in all their actions.

In the field of dependence, the Regional Ministry of Equality, Health and Social Policies remains committed to introducing gender-responsive budgeting to promote the independence and provision of care for dependants and the elderly. Accordingly, it will deploy more professionalised services such as day and night centres, residential care and home help, which create non-delocalized and

primarily female jobs, thus replacing economic benefits for care provided by the family given that this tends to perpetuate the role of gender in the informal care situations.

With reference to the provision of care benefits for people who have insufficient funds to meet their basic needs, the majority of the beneficiaries of non-contributory pensions are women, especially elderly women.

The credits for protection from gender violence and care for the victims will rise by 1.1%, while the Andalusian Women's Affairs Institute will receive the same budget as last year for pursuing actions to promote gender equality and women in general.

In 2015 the Andalusian government's cooperation for development programme will pursue actions that address the recommendations of the budget and gender audits performed. These include developing a new tool for the practical and strategic introduction of gender mainstreaming in the field of education for development as well as the design of the agency's equality programme.

Finally, the Regional Ministry of Finance and Public Administration has created the Andalusian Public Credit Entity for the 2015 budget. This has a potential impact on gender equality and may well become an effective vehicle for promoting more equal access to business loans and encouraging entrepreneurship among women.

a. BUDGET INDICATORS BY POLICY

The degree to which the regional ministries and other government agencies fulfil the goals and carry out the activities contemplated in the 2015 budget is measured through the budget indicators included in the programme descriptions. Several changes regarding the definition of budget indicators have been introduced for the forthcoming budget period.

One reason for this is the change in the information management systems and the introduction of new guidelines and criteria for defining the dimensions and gender breakdown of the indicators (Organisational Resources Integrated Management System, known by its Spanish initials as GIRO). This has resulted in an increase of 22.1% since last year in the total number of indicators used to measure the gender impact.

Another reason is the introduction of a new type of indicator to measure the relative presence of men and women, expressed as an index. This index was used in Chapter 4 of this report to analyse the representation of women and men among the general and management personnel of the Regional Government of Andalusia.

Altogether, 1,087 indicators will be used to measure the gender impact of the budget programmes in the 2015 budget. The three regional ministries with the highest number of indicators are Equality, Health and Social Policies; Education, Culture and Sport; and Economy, Innovation, Science and Employment. These account for 73% of all the budget indicators. An analysis of these indicators by budget policy reveals that the indicators for two specific policies represent 61% of the gender-responsive indicators: the dependence and social services and benefits policy, and the economic development and employment promotion policy.

RETROSPECTIVE

The budget indicators, which are fixed in line with planned goals and actions, are also an excellent tool for measuring the degree of fulfilment with these goals and actions at the end of the budget period, as expressed in the final accounts of the Autonomous Community of Andalusia. From the gender perspective, these indicators measure the progress achieved through the budget in gender equality, which is also one of the lines of work pursued by the G+ Programme regarding the use of gender-responsive budgeting by the Regional Government of Andalusia.

This chapter analyses in each budget programme the gender gaps, expressed by the indicators, identified by the regional ministries, demonstrating whether the budget planning or execution tends to narrow or widen them. The 2013 budget contained 862 indicators with some form of gender analysis, including those with data broken down by sex. Of these, 28% provided information directly relevant to gender, 17% provided gender-specific information as well as a gender breakdown, and 65.9% offered a gender breakdown and the possibility of calculating the gap to observe the trend.



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