

# GENDER IMPACT REPORT ON THE 2020 BUDGET OF THE AUTONOMOUS REGION OF ANDALUSIA

## EXECUTIVE SUMMARY

APPROVED BY THE GENDER IMPACT COMMISSION  
OF THE BUDGET ON 10 OCTOBER 2019





# EXECUTIVE SUMMARY<sup>1</sup>

## Gender Impact Report on the 2020 Budget of the Autonomous Region of Andalusia

### INTRODUCCIÓN

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Gender budgeting is an approach to public policy making that puts gender analysis at the heart of budget processes, public finance and economic policy. It examines how budgetary allocations affect the economic and social opportunities of women and men, and it seeks to restructure revenue and spending decisions to eliminate unequal outcomes while understanding the contexts in which those differences arise.

The Government of Andalusia has a solid legal framework for gender budgeting that dates back to the enactment of Law 18/2003 of 29 December approving fiscal and administrative measures for the Autonomous Region of Andalusia. This law led to the development of the main institutional mechanism for promoting this initiative, namely the Gender Budgeting Impact Commission on Budgets,<sup>2</sup> as well as its first specific budgeting tool – the Gender Impact Report on the Budget of the Autonomous Region of Andalusia.

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1 Abbreviated version of the Gender Impact Report on the 2020 Budget of the Autonomous Region of Andalusia, approved by the Gender Budgeting Impact Commission on Budgets on 10 October 2019. The full report in Spanish version is available at: [https://juntadeandalucia.es/organismos/haciendaindustriayenergia/areas/presupuestos/paginas/proy\\_genero2020.html](https://juntadeandalucia.es/organismos/haciendaindustriayenergia/areas/presupuestos/paginas/proy_genero2020.html)

2 The commission is an interdepartmental body with equal representation by all the regional ministries plus members of the Institute of Statistics and Cartography of Andalusia (IECA) and the Andalusian Women's Institute (IAM).

In accordance with Article 8 of the Gender Equality Act (Law 12/2007 of 26 November, amended by Law 9/2018 of 8 October), the Gender Budgeting Impact Commission is obliged to issue a gender impact report on the Draft Budget Act. The commission is also responsible for encouraging the regional ministries to prepare draft gender-responsive budgets, and for conducting gender budgeting audits in Government of Andalusia regional ministries and public enterprises and agencies.

The Gender Impact Report on the 2020 Budget was prepared in accordance with Article 35 of the Consolidated Text of the Public Finance Act, approved by Legislative Decree 1/2010 of 2 March, which defines the report as an appendix of the Draft Budget Act. Specifically, it adheres to the stipulations of the Order of 30 May 2019 setting out rules for the preparation of the 2020 budget of the Government of Andalusia. These rules include instructions related to gender equality which the regional ministries, administrative agencies, special scheme agencies and the public-sector instrumental bodies listed in Appendix VI must implement when preparing their respective reports.

Lastly, Decree 101/2019 of 12 February governing the organic structure of the Regional Ministry of Finance, Industry and Energy assigns a series of responsibilities to the Directorate-General for Budget, one of which is the preparation and issue of the Gender Impact Report by the Gender Budgeting Impact Commission.

The information in the report is organised around a structure that provides a general analytical framework for integrating the gender perspective into the annual budget. The three main elements of this structure are Reality, Representation and Resources-Results, all of which are analysed on the basis of three temporal dimensions: past, present and future. Among other purposes, the report fulfils the function of providing the managers of public resources with the data they need to make informed decisions about the reality, viewed from a gender perspective.

A particularly important aspect in the preparation of the Reality chapter and analysis of the statistical data about the Autonomous Region of Andalusia is the coordination and cooperation between the Directorate-General for Budget, the Institute of Statistics and Cartography of Andalusia (IECA) and the different regional ministries with their respective statistics units. The aim of the Reality chapter is to provide statistical information with a gender perspective about the socio-economic situation of Andalusia. This edition of the report analyses 148 statistical indicators, some of which have been introduced for the first time this year to round out and enrich the analysis of the different socio-economic areas considered.

The Representation chapter analyses the sex ratio of general administration personnel of the Government of Andalusia, Andalusian public education system, Andalusian health system, non-legal personnel of the Andalusian justice system and personnel of the instrumental bodies. This ratio is obtained by analysing internal sources and refers to the actual situation of the workforce. This edition of the report provides an in-depth analysis of general administration personnel of the Government of Andalusia during the period 2008-2019, and for the first time ever offers a comparative view of the representation of specific personnel in the special scheme agencies.

The Resources-Results chapter offers a credit analysis of the budget programmes from the gender perspective. Next, the managing centres provide the Directorate-General for Budget with an assessment of the extent to which the actions financed by the government budget will reduce inequalities between men and women, based on the expenditure statements, budgetary programme sheets and Report on the objectives of each of the section of the Budget. Lastly, the chapter includes the gender budgeting indicators, presented by spending policy, section and budget programme.

In view of the information and analyses contained in the different parts of the report, the Gender Budgeting Impact Commission on the Budgets of the Autonomous Region of Andalusia concludes that the 2020 Draft Budget Act has integrated equal opportunities between women and men into all the budget policies. The commission therefore believes that the 2020 budget will have a positive impact on reducing the inequalities observed.

## REALITY

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The aim of the chapter on Reality, the third in the Gender Impact Report on the Budget, is to provide statistical information with a gender perspective about the socio-economic situation in Andalusia. The indicators included in this chapter are based on official data and help to form a diagnosis of the current situation of Andalusian women and men as regards equal opportunities. Gathering knowledge about the reality of Andalusia today in order to identify the problems is a crucial part of budget planning. A complete and detailed set of indicators, indices and statistical data has therefore been established for every aspect of economic, social, political,

cultural and environmental policy. Together with other budget indicators, this furnishes valuable information that affects all citizens and makes it possible to determine whether public policies are fulfilling their purposes and achieving the expected outcomes, including a focus on gender equality.

Summarised below are the key data that are included in the Gender Impact Report on the 2020 Budget of the Autonomous Region of Andalusia and that shed light on gender equality in Andalusia today.

Beginning with **population and immigration**, the data show that the Andalusian population increased by 0.4% in 2019 to a total of 8,410,002 people. The sex ratio remains balanced, with a slight lead for women over men: 50.7% versus 49.3%. During the period 2009-2019, the Andalusian population continued to age following a 4% drop in the 0 to 19 age group and a 17.5% increase in the population aged 64 and over. Although women make up the highest proportion of the over 65s, the male population in this age group has increased by 20% due to improvements in their health conditions during this period. Meanwhile, the fertility rate fell by one tenth in Andalusia in 2018 and is now on a par with the country rate: 1.3 children per woman. In Spain as a whole, the average age of first-time mothers is 32.2, higher than the Andalusian average of 31.7.

With regard to **power and representation**, in 2019 there was a balanced gender representation in the Andalusian Parliament with women making up 45% of deputies (one percentage point higher than in 2018). There was also a balanced presence of both genders in the regional council of ministers: 41.7% of women and 58.3% of men (the same as in 2018).

As for the representation of women in the municipal councils of Andalusia, in August 2019 female mayors accounted for 23.1% of the total (1.7 points lower than the 2018 figure, therefore increasing the gender inequality) compared with 76.9% of male mayors. The same imbalance is also found in the presence of men and women in the Andalusian provincial councils, with women making up 39.9% of all members (3.5 points lower than in 2018) and men accounting for 60.1%. Equally significant is the loss of the representative balance in the executive bodies of political parties, trade unions and business organisations in Andalusia, where women fell from 41% in 2018 to 39.4% in 2019. The balance of the gender distribution at the High Court of Justice of Andalusia (TSJA) has also worsened, with the female representation falling to 35.7% (down 1.9 percentage points since 2018) compared with the male representation of 64.3%. Lastly, female representation in executive positions in the media organisations present in Andalusia is also declining, with women making up 28.3% in 2019.

On a positive note, the balance of the gender distribution of the highest governing bodies of state universities in Andalusia improved in 2019, with women now occupying 44.1% of these positions (1.2 points higher than in 2018).

In the field of **employment**, the analysis of the labour force survey in the second quarter of 2019 for the 16 to 64 age group of the population reveals a 1.5% drop in the gap between men and women compared with the data published in the last report, although the presence of women remains below that of men: 45.5% versus 54.5%, respectively, of a total of 3,937,100 people. By contrast, women are the majority in the economically inactive population, making up 60.5% of a total of 1,600,700 people, compared with 39.5% in the case of men, although this gap has also improved by 3 percentage points.

In the total employed population of 3,106,200 people, women represent 43.2% and men 56.8%. The gender gap has narrowed by 1.6 percentage points since the end of 2018. However, there is a greater presence of women in the underemployed population (298,900 people), specifically 60.9% compared with 39.1% of men, up 3 percentage points since the last report. Meanwhile, of the total 830,900 people who are unemployed, 54.1% are women and 45.9% are men. The gender gap has increased by 1.5 percentage points since the fourth quarter of 2018.

A more detailed analysis of the variables related to the quality of employment reveals that in the second quarter of 2019 women were a clear majority in terms of part-time work (74.1% versus 25.9% of men), while men were the majority as regards full-time employment (62.6% compared with 37.4% of women). The part-time employment rate is 7.1% among men and 26.9% among women. As regards temporary employment, in 2018 men represented 35.2% and women 36.6%.

Lastly, the analysis of the gender pay gap by income bracket reveals increasing differences the higher the earnings. The proportion of women earning 1.5 times the minimum wage is 51%, and their presence gradually declines as wages increase, to the extent that in the highest income bracket (more than 10 times the minimum wage) women only represent 12.4% of the total number of people earning this amount.

The analysis of the gender distribution in social security affiliation also reveals significant differences. At 31 May 2019 the majority of people in Andalusia (66.8%) were affiliated to the general scheme, with women representing 46.9% and men 53.1%. The household assistant scheme makes up a small proportion of overall affiliation but is highly significant from a gender perspective because

of a total of 44,100 affiliations, 95.7% are women compared with only 4.3% of men. This is the scheme with the widest gender gap.

The analysis of employment status shows that in 2018 the number of self-employed men was 229,152 (64.9%) compared with 123,970 women (35.1%). The period 2011-2018 saw a relatively higher increase in women registering as self-employed because while male registrations rose by 7.1% the increase for women was 15.4%, a very significant change in terms of equality.

In the field of **education**, the provision of schools offering the first cycle of infant education in Andalusia guarantees the role of education at this stage and contributes to the work-life balance of Andalusian families. The Regional Ministry of Education and Sport continues to support the gradual increase of the number of places offered in this first cycle. The analysis of the trend in the number of first-cycle infant schools between academic years 2011/2012 and 2018/2019 confirms the upward trajectory, rising from 1,816 schools to 2,218, which represents an increase of 22.1%.

The indicator related to the ideal year-level rate reveals differences in academic results between male and female pupils in the compulsory education stage, reflecting a gender gap that affects boys more than girls. Between academic years 2011/2012 and 2016/2017, the ideal year-level rate was consistently higher for female pupils than for male pupils, with fewer differences at early ages. On a positive note, the general trend reveals a narrowing of this gender gap during the period analysed due to improved learning and academic performance by male pupils, putting them on a par with female pupils. The greatest decline has occurred in pupils aged 13, which fell from 9.3 to 7.3 percentage points, followed by pupils aged 14 where the gap fell from 9.4 to 8.9. In general, the gap has narrowed in the higher age groups.

With regard to **teachers and researchers at universities**, the data for 2017 reveals that the presence of men and women remains stable: in that year, women made up 38.9% (compared with 38.3% in 2016) and men accounted for 61.1% of all such personnel (61.7% in 2016). As in previous years, there are considerably fewer women in lead researcher positions in research and excellence projects, although the gap has narrowed recently. In 2018 women accounted for 26.9% of lead researchers in R&D groups, up 6.2 percentage points since 2008; and in excellence projects they account for 28.4%, an increase of 7.6 percentage points during the same period. Lastly, the gender gap is narrowing as regards professorships (the most senior academic position at universities), although there is still an imbalance in the representation of men and women: in 2017/2018 of a total of 2,388 professors, 21.7% were women compared with 20.9% in academic year 2016/2017. At university colleges, women represented 35.2% in 2017/2018.



In the field of **health**, the key indicators for characterising living conditions – life expectancy at birth and at age 65 – reveal in the case of the former that in 2017 it was 79.2 for men and 84.4 for women. Between 2008 and 2018, in Andalusia life expectancy at birth experienced a greater increase among men (2.3 years) than among women (1.6 years). Regarding life expectancy at age 65, in 2017 this was 18.3 years for men and 21.7 for women, and the increase during the period 2008-2018 was 1.3 years for both sexes.

The analysis of **dependent care, work-life balance and equality** policies demonstrates that women are a dominant presence in the dependent population. In 2019 women represented 64% of all dependent persons while men accounted for 36%. The prescribed services with the most female beneficiaries are the promotion of personal autonomy and prevention of dependency, advanced telecare and home help, where women account for 78.2%, 77.3% and 72%, respectively, of all beneficiaries. Day and night centres have the highest male representation (46.9%). Lastly, women account for 54.4% and men for 45.6% of all recognised economic benefits.

In terms of maternity and paternity benefits, a total of 45,219 were granted in 2018, down 4.4% on the figure for 2017. These benefits continue to be claimed almost exclusively by mothers, since only 1.3% are shared with the other parent simultaneously or consecutively. By contrast, the number of paternity leaves granted in 2018 (43,711) was 1.8% higher than the previous year.

In the field of **gender-based violence**, the data gathered in Andalusia show a significant increase in the number of cases, rising from seven women in 2017 killed by violence perpetrated by their partner or ex-partner to 12 victims in 2018. This represents 25.5% of the national figure. In Spain as a whole, there were 48 victims in 2018, three less than in the previous year. Meanwhile, courts for violence against women issued 8,763 injunctions in Andalusia in 2018, up 0.3% on the 2017 figure.

In 2018 there were 250,915 people employed in the **agriculture, livestock farming, forestry and fishing** sector in Andalusia, of which 26.4% were women (66,151) and 73.6% were men (184,764). The most male-dominated professional status is “employers, entrepreneurs with no employees and freelance workers”, where men make up 76.4% and women 23.6%. Related to this area, 40.5% of farm owners who applied for direct grants under the common agricultural policy (CAP) in Andalusia (2018-2019 campaign) were women, a proportion that has risen over the years.

In the field of **culture**, the number of applications to join the Andalusian Intellectual Property Register has decreased slightly in recent years, but the

trend was reversed in 2018 by an increase of 22.7% with respect to 2017 (4,584), resulting in a total of 5,847 new entries (5,842 corresponding to individuals). Of these, 2,429 (41.6%) were women and 3,413 (58.4%) were men. The gender gap has narrowed considerably from 29.5 percentage points in 2017 to 16.8 percentage points in 2018.

Lastly, in the field of **sport**, the analysis of federation sport licences in Andalusia shows that of a total of 483,677 licences granted, 81.1% corresponded to men and 18.9% to women. There has been a slight increase in the percentage of female licences, up 1.4 percentage points with respect to 2017.

## REPRESENTATION

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This chapter of the Gender Impact Report on the 2020 Budget analyses the sex ratio of general administration personnel of the Government of Andalusia, Andalusian public education system, Andalusian health system, non-legal personnel of the Andalusian justice system and personnel of the instrumental bodies.<sup>3</sup>

On this occasion the analysis focuses on general administration personnel in the period 2008-2019 and offers a comparative study of remuneration in 2016 and 2019, as well as the types of leave and administrative status of these personnel. For the first time ever, this chapter also compares the representation of specific personnel of special scheme agencies, the Andalusian Employment Service (SAE) and the Agricultural and Fishing Management Agency (AGAPA).

As regards the global view of Government of Andalusia personnel, in 2019 the workforce comprised 282,220 people, of which 181,314 were women (64.2%) and 100,906 men (35.8%), with a relative presence of men and women index (IPRHM)<sup>4</sup> of 1.28. The total number of personnel has increased with respect to the previous year, but the representation of men and women remains stable. The

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3 The workforce data refers to education, health, justice and non-senior-management personnel of the general administration of the Government of Andalusia and instrumental bodies with decision-making responsibilities at 1 January 2019. For senior management personnel of the general administration, governing bodies and instrumental bodies, the data refer to September 2019; in the case of the management teams of instrumental bodies, they refer to July 2019.

4 IPRHM: relative presence of men and women index.

year 2019 saw a consolidation of the containment experienced in 2018 regarding the feminisation of the Andalusian administration, a characteristic of recent years.

## GENERAL ADMINISTRATION PERSONNEL OF THE GOVERNMENT OF ANDALUSIA

The analysis of the evolution in the representation of men and women as members of the general administration personnel reveals that men were a minority throughout the period 2008-2019. However, while the values remained balanced between 2008 and 2013, since 2014 the representation of men has fallen steadily, increasing the imbalance with each passing year.

In 2019 this trend in feminisation, with respect to the representation values in 2008, was repeated in every category of personnel. At both moments in time, contract personnel – the largest category – had the most dominant female presence (IPRHM=1.38 in 2019 and 1.33 in 2008). Meanwhile, there was more balanced representation among civil servants (IPRHM=1.12 in 2019 and 1.07 in 2008), this being the category that has seen the greatest reduction in the male presence. Lastly, senior management personnel of the general administration has maintained balanced values of near parity since 2008 (IPRHM=0.92), a trend that was confirmed in September 2019 (IPRHM=0.94).

In May 2019 the regional ministries demonstrated a general balance, although the ones with an over-representation of women are the same as in 2008: Education and Sport (IPRHM=1.54); Equality, Social Policy and Work-Life Balance (IPRHM=1.47); and Health and Families (1.24). At the same time, the most male-dominated regional ministries and councils remain Agriculture, Livestock, Fishing and Sustainable Development (IPRHM=0.76). Most notable within the balance margins are the Advisory Council of Andalusia (IPRHM=0.85), the Ministry of Development, Infrastructure and Territorial Planning (IPRHM=0.94) and the Transparency and Data Protection Council (IPRHM=1).

In the period 2016-2019, representation across the special scheme agencies has slightly exceeded balanced values since 2017 (IPRHM=1.21). However, the individual analysis of the different types of agencies reveals significant differences: while the Andalusian Agricultural and Fishing Management Agency has maintained near parity throughout the period, women have been over-represented at the Andalusian Employment Service every year and especially since 2017 (IPRHM=1.34).

Another interesting analysis performed on Government of Andalusia general administration personnel relates to the trend in the pay gap between 2016 and January 2019, which although steadily narrowing still stood at 12.4% for

all personnel analysed in 2019. The widest pay gap was detected among civil servants, which nevertheless fell from 10.8% in 2016 to 9.9% in 2019, followed by contract personnel with a 3.1% gap in 2019 (4.4% in 2016). Lastly, among senior management personnel the average gross daily wage received by women in relation to men increased from -0.8 in 2017 to -1.6 in 2019.

The conclusions drawn from the specific study conducted on types of leave and administrative status enjoyed by general administration personnel of the Government of Andalusia reveal that 31.2% of personnel had requested some type of leave or status in January 2019. The use of different types of leave and administrative status reflects a high degree of feminisation because 72.6% of such requests corresponded to women. The days of administrative status used for temporary incapacity (TI) constitute the highest percentage (84.9%) of all leave and status requests with a use rate (UR-TI) of 1.17. Civil servants have the highest over-representation of women in terms of use (UR-TI=1.23), and in relation to age the highest rate is among personnel under the age of 35 (UR-TI=1.23). Requests for unpaid leave (UL) are more numerous among civil servants, which also have the highest use rate (UR-UL=1.20), especially among the more senior groups and levels. Similarly, requests for reduced hours (RH) are more numerous among civil servants, and again with the highest representation of women (UR-RH=1.52), especially among the higher levels of the administrative scale. The number of children is a decisive factor as regards this type of leave since the situation of two or more children accounts for 48.3% of all requests, with a high degree of feminisation in terms of use (UR-RH=1.40). As for maternity and/or paternity leave, the number of days taken by men has increased with the result that the UR-Mat/Pat is gradually declining, having fallen from 1.47 in 2016 to 1.35 in 2019. From a comparative viewpoint, the presence of men who are going to be parents for the first time has also increased in relation to 2016 (from 21.3% to 31.7%).

#### PERSONNEL OF THE ANDALUSIAN STATE-FUNDED EDUCATION SYSTEM

In 2019 the Andalusian state-funded education system continued to be characterised by the feminisation of the teaching personnel, with women representing 64.8% of all teachers (IPRHM=1.30), more or less on a par with the previous year. This over-representation of women is in keeping with the situation of teaching personnel in the rest of Spain as well as in the European Union. It is also in line with the average in OECD countries, although the values in Andalusia are slightly lower.

The female presence is most acute in infant and primary education (IPRHM=1.53), special education (RPMWI=1.72) and compensatory education (IPRHM=1.51). The greatest parity in terms of the presence of women and

men is found in secondary education and specialist education (IPRHM=1.09 and 0.96, respectively), while the inspectorate, which has the highest levels of responsibility and remuneration, continues to show an over-representation of men (IPRHM=0.53), with similar values to those of 2018.

This horizontal segregation is coupled with a lower presence of women in management teams (IPRHM=1.10) and management positions (IPRHM=0.95), compared with their representation across the entire education system. Although men continue to dominate the management positions in secondary education (IPRHM=0.93), the year 2019 nevertheless saw an upturn in the presence of female managers in all types of education, compared with previous years.

### PERSONNEL OF THE ANDALUSIAN HEALTH SYSTEM (SAS)

In 2019 the presence of women and men in the SAS workforce remained as imbalanced as in previous years, a characteristic that it shares with all the other autonomous regions of Spain and every country in the European Union. Women are the majority among the statutory personnel (IPRHM=1.37), although they are concentrated in the lower levels of the administrative scale up to level 22 (IPRHM=1.49), while men are a more dominant presence from scale 23 upwards (IPRHM=0.96).

Professionals of the SAS are concentrated in the so-called basic positions, which account for 90.8% of the entire workforce and 92.2% of all female professionals (IPRHM=1.39). Women are mainly concentrated in the nursing profession (26.6%), where they are a dominant presence (IPRHM=1.51); they are also found among the auxiliary nursing personnel (22% of women belong to this group), which has a high degree of feminisation (IPRHM=1.88); and they are found among the medical personnel (13.1%) where, in line with previous years, near parity has been achieved (IPRHM=0.99).

The presence of women in levels 27-29, the highest on the administrative scale, continued to grow in 2019, although the imbalance has still not been eradicated due to the over-representation of men (IPRHM=0.65). This phenomenon contrasts with the majority presence of women in the overall workforce (IPRHM=1.37) and even, with increasingly equal proportions, in Group A1 (IPRHM=1.02) and among middle-management (IPRHM=0.92) and management roles (IPRHM=0.96). In these higher levels only younger women (ages 35-44) without children achieve a balanced representation, whereas the imbalance increases the older they are and the more children they have, leading to a progressive masculinisation of SAS personnel in the levels with more responsibility.

## NON-LEGAL PERSONNEL OF THE ANDALUSIAN JUSTICE SYSTEM

The composition of the non-legal personnel of the Andalusian justice system has been characterised by the under-representation of men and the increasing presence of women in recent years, and this trend continued in 2019 (IPRHM=1.31).

The general corps, which represent 97.7% of the workforce, all experienced an increase with respect to the previous year, maintaining the growing feminisation and moving further and further away from a balanced representation (IPRHM=1.31). The female presence is most dominant among the intermediate professional groups: Group C1 or Procedural Administration (IPRHM=1.40), which represents 46.8% of the workforce, and Group A2 or Procedural Management (IPRHM=1.25), which represents 29.8%. Group C2 or Procedural Assistance, to which 21.1% of non-legal personnel of the Andalusian justice system belong, is the only general corps that has a balanced representation of men and women (IPRHM=1.19). However, the year 2019 saw a significant decline in the number of women in justice of the peace secretariats (down 10% on the previous year), so although the values remain within the balance margin (IPRHM=0.84), they reverse the trend towards parity observed in 2018 (IPRHM=0.92).

The special forensic medicine corps, which represents 2.3% of the workforce, offers the most balanced representation of all non-legal personnel (IPRHM=1.15), with similar values to recent years.

Temporary contracts represented 13.1% in 2019 and continued to affect women to a greater degree (15.3%) than men (9%). In relation to age, the trend towards a decrease in the imbalance in the lower age brackets, first observed in 2018, was consolidated in 2019. As regards years of service, there is a gradual decrease in the feminisation of non-legal personnel in the echelons with the longest service. In terms of the number of children, men are a minority presence in all groups and most significantly among personnel with no children (IPRHM=1.34) and increasing as the number of the children increases.

## PERSONNEL OF PUBLIC AGENCIES, ENTERPRISES AND AFFILIATES

In 2019 the representation of men and women across Andalusian public-sector instrumental bodies maintained the near-parity trend (IPRHM=1.01), slightly exceeding the IPRHM=0.99 observed in 2018. The middle-management roles (IPRHM=0.87) and basic positions (IPRHM=1.03) show a balanced representation, whereas there is an over-representation of men in the most

senior positions, particularly in the highest levels of the professional scale: governing bodies (RPMWI=0.69) are the category with the most dominant male presence, followed by chief executive roles (RPMWI=0.75) and members of management teams (IPRHM=0.77).

The balanced representation in instrumental bodies which the amendment of the Andalusian Gender Equality Act (Law 12/2007) aims to promote was not reflected in governing bodies in September 2019 (IPRHM=0.69), where the female presence had declined since May 2019 (IPRHM=0.74). However, there was an appreciable trend towards equality among the most senior management personnel (RPMWI up from 0.67 to 0.75) and among members of management teams (IPRHM up from 0.65 to 0.77).

In general, women have a greater presence in foundations and agencies, especially the ones focused on female-dominated activities such as healthcare and social services. Men have a greater presence in transport consortia and public enterprises related to the automotive industry and logistics. However, the greater or lesser masculinisation of senior management and chief executive roles is related to whether the business in question is considered to be traditionally male-dominated or female-dominated.

Even so, the glass ceiling that conditions the minority presence of women in the most senior echelons seems to have less impact on the Andalusian public sector compared with the private sector across the nation in general. In addition to this challenge at the highest levels, among middle-management roles and, in particular, among basic positions in the instrumental bodies, women have a notable presence in the less stable contracts, which translates into a distinct majority as regards the temporary employment rate.

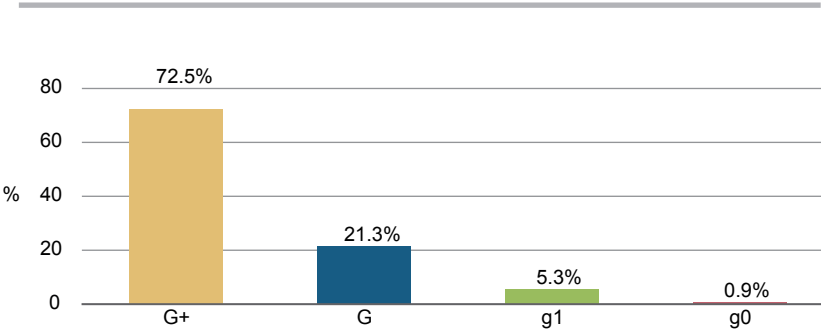
## RESOURCES-RESULTS

The budget that the Government of Andalusia has prepared for 2020 aims to strengthen the economic growth of Andalusia by reinforcing its potential and addressing its main challenges: high unemployment, an ageing population and depopulation, the transition to an economy that is more sustainable and more efficient in the use of natural resources, and the need to increase productivity. The consolidated budget of the Autonomous Region of Andalusia for 2020 amounts to 38.54 billion euros, which represents an increase of 5.4% on the previous year's budget.

In spite of the advances that have been made in relation to gender equality, the data still reveal significant gaps in areas like the labour market, the business world, representation in decision-making positions, earnings and other aspects described in full detail in the Reality chapter of the Gender Impact Report, and these gaps are preventing the equal presence of men and women in the Andalusian reality.

In keeping with recommendations from international organisations like the OECD,<sup>5</sup> the Government of Andalusia plans its budget from a gender perspective in order to identify problems and inform, prioritise and design effective measures and policies for resolving them. It is with this aim in mind that the Andalusian administration has developed and implemented a specific methodology, the G+ programme, to classify budget programmes according to the G+ scale based on their gender relevance.<sup>6</sup>

■ CHART 1. Structure of the 2020 budget of the Autonomous Region of Andalusia according to the G+ scale



In the 2020 budget, the budget programmes with the greatest gender relevance – the G+ programmes – represent 72.5% of all credits; in other words, 20.28 billion euros. The G programmes with a medium-high relevance in terms of gender quality represent 21.3% of the budget, or 5.96 billion euros, while g1 programmes, with minimal relevance, make up 5.3% of the budget and amount to 1.49 billion euros.

5 OECD (2019) Demystifying Gender Budgeting: Case Studies from the OECD.

6 Programmes are classified in the first instance according to their gender relevance. The pertinent ones are then grouped according to four objective criteria: transformative capacity; powers to act relevant to gender equality; impact capacity; and functional relevance, i.e. whether the programme's sphere of action is regarded to be a "lever of change" for gender equality. As a result of these criteria, the programmes are classified according to the extent of their impact on gender: G+, G, g1 and g0.



The credits allocated to G+ programmes have increased by 3.5% (684.6 million euros) with respect to the previous budget, while G programmes have an extra 3.3% (192.5 million euros). Meanwhile, g1 programmes, which are more instrumental in nature and have less impact on gender, have received a 1.4% increase (23.28 billion euros in total).

■ **TABLE 1. Budget changes for programmes classified according to the G+ scale**

2019				Variation 2020/2019	Variation 2020/2019
G+ classification	Number of programmes	Initial credit	%		
G+	46	20,287,748,029	72.5%	3.5%	684,551,684
G	44	5,966,604,527	21.3%	3.3%	192,545,034
g1	21	1,494,474,143	5.3%	1.6%	23,286,384
g0	6	249,309,343	0.9%	18.4%	38,791,753
<b>TOTAL</b>	<b>117</b>	<b>27,998,136,042</b>	<b>100%</b>	<b>3.5%</b>	<b>939,174,855</b>

2019: Initial credit excluding the consortia, the debt, the local share of national revenue, the Andalusian Agricultural Guarantee Fund, the local share of the Andalusian tax revenue and institutions.

2018: Initial credit excluding the debt, the local share of national revenue, the Andalusia Agricultural Guarantee Fund, the local share of the Andalusian tax revenue and institutions.

The budget of the Government of Andalusia for 2020 therefore maintains its commitment to public policies with the most transformative capacity in terms of gender equality.

Once again, the ministerial order for the preparation of the annual budget<sup>7</sup> stipulates that the planning documents for G+ and G programmes, as well as certain instrumental bodies, must define at least one operational gender equality objective. There have been advances in this respect compared with the 2019 budget because 94.4% of the G+ and G programmes (93.3% in the 2019 budget) – the ones with the greatest relevance for gender – have introduced at least one gender equality objective, and 100% of the instrumental bodies specified in the aforementioned order have done so.

<sup>7</sup> Order of 30 May 2019 setting out the rules for preparing the 2020 budget of the Government of Andalusia.

The **employment and self-employment** policy occupies a prominent position in this budget, with a credit of 1.07 billion euros. The actions devoted to employability, intermediation and the promotion of employment have increased by 6.6% with respect to the previous budget. Specifically, the credit for self-employment has been allocated an extra 7.9% since 2019, with 41 million euros dedicated to gender equality initiatives. The Andalusian entrepreneurship general plan, currently at the public consultation stage, will focus in particular on making female entrepreneurship a cross-cutting growth area.

The 2020 budget makes a firm commitment to the **education** policies, which get a total credit of 7.78 billion euros. Gender-responsive investment in education has a direct impact in terms of correcting certain inequalities that mainly affect men, for example those related to academic achievements. Reducing school failure and drop-out rates is a central aim of the Government of Andalusia, which plans to design a comprehensive educational reinforcement plan. Actions focused on secondary education and vocational training get an extra 4.7% with respect to the previous budget, while compensatory education receives a 2.7% increase.

The 0-3 years stage is also crucial for enabling men and women to share responsibility for child care tasks. In 2020 more than 118,000 places are offered for this age group. Nearly half of all families will not have to pay anything for this service and around 45% will receive a subsidy.

With regard to research and innovation, in 2020 the Government of Andalusia will allocate an extra 7.6% of the budget to the region's universities, taking the total credit to 1.70 billion euros. The Andalusian universities and the Women's Institute of Andalusia (IAM) have launched a series of joint initiatives like Univergem to promote employability and entrepreneurship among female graduates.

Meanwhile, the 2021-2027 Andalusian Research, Development and Innovation Plan that is currently being drawn up will ensure continued promotion of the balanced presence of women and men in the science, technology, innovation and university system. All of this fits in with the Government of Andalusia's initiative to support equal opportunities in the Andalusian technology sector, WomANDigital, which is helping to reducing the gender digital divide and pay gap in a strategic sector for economic development where the role of women still needs to be reinforced.

Within the framework of this same policy, the actions related to the preparation and dissemination of statistics and cartographical data, of

strategic importance for gender equality, have received a 6.9% increase with respect to the previous budget.

The credits for the **health** policy get a 4.1% increase, taking the total to 10.83 billion euros in 2020. Although the universality of the health system guarantees equal access to health for women and men, and in spite of a firm commitment to a model of healthcare in which gender equality is one of the core values, progress still needs to be made regarding differentiated treatment for the two sexes in order to fulfil one of the explicit goals of the Fourth Andalusian Health Plan (2013-2020), namely reducing gender inequalities.

The **work-life balance, equality and family** policy, which has a direct impact on gender quality in the region, receives an extra 2.1% in this year's budget, with a total credit of 2.47 billion euros.

The initiatives focused on **dependent care, active ageing and disability** get an extra 3.2%. Women constitute the majority of the beneficiaries of these services because they have a higher life expectancy than men, and the majority of caregivers are also women. At the same time, these services have a significant impact in terms of the work-life balance for families.

In the field of dependent care, with a credit of 1.50 billion euros, the Government of Andalusia introduced an emergency plan in April 2019 aimed at simplifying the administrative procedure to reduce waiting times for applicants. It is also developing digital information systems and has embarked on an infrastructure plan to create centres for dependent persons. The budget allocation for respite care has also been increased. The 2020 budget allocates an extra 3.1% (39 million euros) to dependent care because the state contribution will not reach the 50% share stipulated in Law 39/2006 of 14 December. The central government will only contribute 22.3%.

The 2020 budget maintains the legally binding increase of the regional contribution to non-contributory pensions to above the annual CPI in order to main the beneficiaries' purchasing power. In 2018 women received 66.3% of these pensions and men 33.7%.

Efforts to promote gender equality are also channelled towards people with disabilities, specifically with a view to improving their employability. The Comprehensive Action Plan for Disabled Women is currently being prepared and will seek among other things to reduce the gender gap in access to employment, which is currently 29.1 percentage points with an over-representation of men.

Lastly, the First Strategic Plan for the Elderly is also under way in Andalusia. Expected to reach completion by the end of the year, it aims to provide continued preventive, sustainable and comprehensive care. The plan is being developed with a gender perspective because of the feminisation of the elderly population, in which women make up 54% of the total and as much as 63% in the over 80s.

The commitment to specific measures to promote **equality between men and women** is reflected in the 1.8% increase in the credit for the Women's Institute of Andalusia (IAM) in the 2020 budget. The mandates of the Gender Equality Act (Law 12/2007 of 26 November) and its amendment of 8 October 2018, approved unanimously by the Andalusian Parliament, make the preparation of the Second Strategic Plan for the Equality of Women and Men (2020-2026), currently under way, more relevant and necessary than ever.

Most notably, the resources allocated to fighting gender-based violence have been increased to honour the commitments of the national pact on this issue. In 2020 this pact will receive 15.3 million euros, permitting an investment of 3.1 million euros in the reinforcement of courts and prosecutors with jurisdiction over gender-based violence and of units for the comprehensive assessment of gender-based violence (UVIVG), with interim personnel to improve the care dispensed to victims. The policies for treating victims of gender-based violence will be channelled through the Women's Institute of Andalusia (IAM). The scope of the national pact also includes awareness-raising initiatives to prevent gender-based violence in public schools. And in the field of higher education 633,000 euros will be allocated to the ten state universities in Andalusia to enable them to implement awareness-raising measures and conduct research into the prevention of gender-based violence.

Training for health workers will also be funded through the pact to ensure that this type of violence is detected and handled more efficiently, and research and analyses of gender-based violence from a health perspective will be carried out. Lastly, the national pact will encourage initiatives to improve the employability of women who are victims of gender-based violence.

Within the framework of the **agriculture, livestock, fishing and sustainable development** policy, the allocation for rural development initiatives receives a 147.7% increase in the 2020 budget, while those related to agricultural and fishing management see their credits rise by 4.5%. The approval of the statute for women in rural and coastal areas is one of the key objectives of the regional government for this parliamentary term.

The credits for the culture policy are 3.2% higher than in the previous budget. Allocating funds to the dissemination of egalitarian values and the elimination of gender stereotypes through culture is vital for improving gender equality in Andalusian society.

Lastly, in the field of **sport**, the analysis of federation sport licences in Andalusia revealed that 81.8% (392,289) were granted to men compared with 18.9% (91,388) to women. With respect to 2017, this represents a slight increase of 1.4 percentage points in the proportion of female licences.

## BUDGET POLICY INDICATORS Y POLICY \_\_\_\_\_

The 2020 budget includes 3,861 budget indicators, of which 1,648 or 42.7% are relative to gender. This represents an increase of 10.4% compared with the 2019 budget, which included 1,493 indicators, and consolidates the upward trend in the system of indicators to measure progress in addressing inequalities between men and women through the Andalusian budget.

The aim of the budget indicators is to measure the fulfilment of objectives, whether strategic, operational or related to the specific initiatives contained in the budget. The gender-relevant indicators shed light on gender gaps and the focus of public policy, and they are evaluated in terms of their implementation in the General Account of the Autonomous Region of Andalusia.

Of the regional ministries, Health and Families with 335 indicators (20.3% of the total) has the highest number of relevant indicators, followed by Equality, Social Policies and Work-Life Balance with 324 (19.7% of the total) and Education and Sport with 217 (13.2% of the total). In terms of spending, the policy with the highest number of gender-relevant indicators is work-life balance, equality and families with 447 (27.1% of the total). The health policy has 249 indicators (15.1% of the total), while the instrumental policy related to the administration and management of the Government of Andalusia and its institutions has 229 gender-relevant indicators (13.9% of the total).

## APPENDIX: A RETROSPECTIVE ANALYSIS OF THE 2018 INDICATORS

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The sixth chapter of the Gender Impact Report analyses the degree of implementation of the budget indicators based on information provided by the financial control department of the General Account of the Autonomous Region of Andalusia.

The last General Accounts published refer to 2018. In view of the time frame for the preparation of the 2020 budget, at the time of writing this report for issue by the Gender Budgeting Impact Commission on the Budgets of the Autonomous Region of Andalusia, the information on the indicators in the 2018 budget was not available for retrospective analysis. Consequently, the printed version of the report on the 2020 budget does not include this backward-looking analysis of indicators.