

# EXECUTIVE SUMMARY

## Gender Impact Report for the 2016 Budget

### INTRODUCTION

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The economic context in which the Government of Andalusia has drawn up the budget for 2016 shows signs of recovery and a greater stability than in previous years. However, the effects of the economic and financial crisis continue to impact on Andalusian society, and this budget therefore focuses on increasing social cohesion, equal opportunities and gender equality, and on promoting long-term and sustainable inclusive growth based on the distribution of resources and job creation.

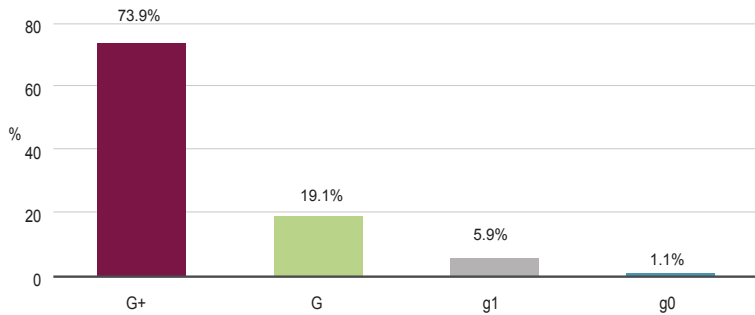
The consolidated budget of the Government of Andalusia for 2016 is 31.28 billion euros, which represents a 5.6% increase on last year's figure. The priorities of the budget are to strengthen the strategies based on improving the human capital and the employability of citizens, on research, innovation and entrepreneurship. At the same time, there is a clear commitment to maintaining the social policies that address the new challenges and needs of society, such as the ageing of the population and the work-life balance.

The Gender Impact Report that accompanies the 2016 Budget assesses the impact of budget policies on gender equality in Andalusian society; in other words, it examines how the distribution of budget resources affects the economic, social and life opportunities of women and men. Accordingly, the budget programmes with the greatest impact on gender



equality, classified as G+ Programmes, represent 73.9% of the total in the 2016 Budget, while G Programmes, which have a medium impact, represent 19.1%. In this budget, the 74.3% rise in credit (1.01 billion euros) is concentrated on programmes classified as G+, which corresponds to a year-on-year growth of 6.3%.

Structure of Andalusia Budget 2016, according to G+ scale



This increase has important repercussions for gender equality because the G+ programmes contain the budget actions with the greatest impact for reducing inequalities between women and men. Gender-responsive budgeting also measures the impact of public spending on gender equality goals, allowing for adjustments to allocations to correct any imbalances. At the same time, this type of budgeting provides a tool for strengthening the effectiveness of policies, increasing transparency and improving the quality of public services.

## ADVANCES

The gender-responsive strategy that the Government of Andalusia has been implementing since 2003 has gradually been extended to encompass the entire Andalusian Administration. In 2007 a methodology called the G+ Programme was created to identify the budget programmes with the greatest impact for improving gender equality. This programme was a milestone in the gender mainstreaming process because it involves every level of the Administration and establishes a series of routines and procedures that underpin the entire budget process.

The gender audits, which were introduced in 2013 to assess the implementation of the G+ Programme, are the latest stage in this strategy. Within the framework of public policy, the aim of the gender audits is to monitor and assess activities. They therefore constitute an assessment methodology that is designed to examine the implementation of gender policies, strategies and programmes to achieve gender equality goals. This year as many as 26 budget programmes were included in the Audit Plan, and for the first time instrumental entities were included. During the course of 2015, the budget programmes have drawn up their Progress Reports (known by their Spanish initials, IR) and technical meetings have been held.

Work has also continued on gender budgeting planning methodologies. Specifically, these have been updated to create a new version of the Strategic Orientation Document (DOE, in its Spanish initials), the gender planning model that the budget programmes have been using within the context of the G+ Programme since 2008. The aim of this redefinition is to bring the document in line with the needs that have been identified over the years, and with the actual gender audit process and the results obtained.

## REALITY

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This chapter of the report analyses the situation of men and women in Andalusia, measured against a set of gender-sensitive statistical indicators for the main socio-economic areas in the region. These data not only help to shed light on the current reality, since they reveal the trend with regard to previous years, but provide detailed, up-to-date information for planning and drawing up the budget.

Approximately 130 indicators are examined, grouped into 13 broad thematic areas: population and immigration; power and representation of men and women in decision-making positions; employment, income and pensions; taxation; business, universities and ICT; education; culture and sport; health; social welfare, work-life balance, dependency and gender violence; housing and transport; agriculture and fishing; tourism and trade; and environment. The data are obtained from a variety of sources but principally from the National Institute of Statistics, the Andalusian Institute of Statistics and Cartography (IECA), Eurostat, and the statistical units of the regional ministries of the Government of Andalusia.

The key results for the aforementioned areas are described below.

The **population and immigration** data reveal that the average age of the Andalusian population continues the upward trend that has been observed in recent years: 40.4 years in 2014, compared with 38.1 years in 2004, which represents an increase of 2.3 years over the last decade. Furthermore, the data show that in 2014 the average age of women in Andalusia (41.5 years) was slightly higher than the average age of men (39.2 years). The general ageing of the population is revealed through data such as the senile dependency ratio, which in Andalusia is 24.5% (one percentage point higher than in 2014).

The presence of women in **power and decision-making positions** continues to increase. In the Andalusian Parliament there is near parity, with women occupying 49.5% of the seats in 2015. In this respect, Andalusia has the second-highest proportion of female MPs. Once again, the president of the regional executive is a woman, and although the female presence has fallen from 50% in 2014 to 42.86% in 2015, there is still a balanced representation of each gender.

The political representation of women in municipal councils remains insignificant, although it has improved steadily if slightly in every term of office since 1999. In Andalusia, 23.1% of the municipal councils are occupied by women in 2015, which places the region in fourth position, along with Asturias, in terms of the percentage of female mayors.

An analysis of the data regarding the participation of women and men in the highest governing bodies of publicly-funded universities in Andalusia reveals a considerable gap in the case of the position of rector, which are mainly occupied by men, and there have been no changes with respect to the previous mandate. However, there is a balanced representation of women and men in other senior positions, with the exception of management posts, although the proportion of women has risen significantly, from 18.2% in 2014 to 30% in 2015.

In the case of the public and private media organisations located in Andalusia, there has been a significant increase of women in executive positions, with the proportion currently standing at 32.1%—another new record in the upward trend observed in recent years. This greater relative presence is also reflected in communication agencies, where in 2015 women continue to occupy 45.5% of the senior positions, maintaining a balanced distribution.

The situation of women and men in the **labour market** highlights differences and imbalances in terms of their integration and access, and special attention is required to achieve genuine equal opportunities in the workplace. Thus, while the percentage of economically active women is 45.5%, they represent 61.2% of the inactive population. However, there has been an increase in the female active population in our region, which has risen by 27,358 women in 2015 (second quarter figures), compared with an increase of 6,527 men in the case of the male active population. Although this clearly indicates that women are joining the labour market at a faster pace, it does not imply identical behaviour between female and male participation. In fact, the figures show that access to employment favours men more than women. Thus, in the second quarter of 2015 the number of men in employment grew by 98,977 compared with the same period in 2014, while in the case of women the increase was 74,898. This confirms that even if there has been a greater increase in the female economically active population, the year-on-year creation of employment has enabled more men than women to find a job, although both sexes have seen their employment rate grow and their unemployment rate fall.

With specific regard to the jobless figure, while the distribution remains balanced at practically 50%, since 2013 there has been a significant change of trend in the case of both sexes. This year the rise in the registered unemployed figure has been more moderate for both sexes, but especially among men, where it has grown by 6,134 compared with 20,095 among women. The unemployment rate fell for the first time in 2014, but again more favourably for men: 30,696 compared with a decline of 6,464 in the case of women. Consequently, in 2014 the difference between sexes grew wider again, with women representing 52.2% of the registered unemployed.

Self-employment continues to grow in Andalusia, rising by 2.7% in 2014 compared with the figure for 2013. This increase has been most notable among women (4.2%) than among men (2%), confirming the change in trend that began in 2013 following a downturn as a result of the economic and financial crisis. However, women represent 34.3% of self-employed people compared with 65.7% in the case of men, reflecting an increase of 0.9 percentage points in female participation since 2013.

The number of cooperatives also grew in 2014, by 14.1%. This increase was accompanied by a growth in the number of people who participated in the creation of these entities (up by 19.9% since 2013). In 2014, men represented 66% of these people and women 34%. A growth of 0.5 percentage points in the case of the latter gender shows that the gap between female and male participation is gradually closing.

With regard to universities, female representation continues to improve at every level, although certain imbalances persist. In terms of student enrolments, academic year 2013/2014 reveals a higher proportion of women (55%), although by branch of knowledge there are sharper differences in the distribution between men and women: the presence of women is greater in social sciences, art, humanities and health sciences, and smaller in branches like engineering and architecture.

The percentage of women professors in Andalusian universities in academic year 2013/2014 grew by 0.8 percentage points compared with the previous year, rising to 19.8% and therefore almost reaching the goal of 20% set in the Andalusian Universities Financing Model. With regard to professorships at university colleges, where the female presence has traditionally been higher, the latest figures for 2014 show an increase of one percentage point on the figure for the previous year, with women now accounting for 33% of the total.

As for the use of new technologies among different age groups, more girls between the ages of 10 and 15 use the internet than boys in the same age group. However, the gap in this age group is at odds with the case of adults: the differences between men and women persist but male participation is higher. Even so, in recent years these differences have gradually become less marked.

An analysis of the indicators in the **education field** clearly illustrates the considerable progress achieved in recent years in the first stage of infant education (0 to 3 years), which in addition to the educational considerations plays a vital social role because of its impact on the work-life balance for Andalusian families. Between academic years 2008/2009 and this current year (2015/2016), the number of schools that offer this stage has grown by 64%. During this time, the number of publicly-funded school places has experienced a significant increase, rising from 69,337 to 95,156. Another important role has been played by the School Day Extension Plan introduced in Andalusia to offer complementary services such as early opening, extra-curricular activities and catering in the various educational stages, which again impacts on the work-life balance. Thus, academic year 2015/2016 has seen a rise in the number of schools that have joined the programme and currently offer these services, especially catering (7,7 points) and extra-curricular activities (7,1 points).

In the field of **sport**, where considerable gender differences are observed, there has been a significant change in relation to last year: the

total percentages of men and women who practise high-performance sport at a high level are gradually becoming more balanced. The figures for 2015 are 62.5% of men and 37.5% of women, compared with 65% and 35%, respectively, in 2014. In the case of the Estrella Elite programme, which funds the participation of teams in national and regional competitions, of the 69 teams sponsored in 2015, 37 were female, 21 male and 11 mixed.

**Health** differences between men and women have remained steady in Andalusia in recent years, although certain changes can be observed. In 2003 the difference in life expectancy at birth between women and men was 6.5 years (81.6 for women and 75.1 for men). In 2013, this difference was 5.5 years, narrowing the distance between the sexes but also raising life expectancy by 2.6 years in the case of women (to 84.2 years) and by 3.7 years for men (78.8 years). With regard to gender differences in the donation of organs, in the last 20 years the proportion of male donors has been higher than the proportion of female donors. Even so, the number of female donors has grown by 5.1 percentage points since 1995 and fallen by the same proportion in the case of men.

Regarding admissions for treatment to health centres belonging to the Andalusian Network for Drug Dependency and Addictions, the 2014 figure for the whole of the region was 19,008 people, a decline of 3.1% on the figure for 2013. The number of women admitted for treatment in 2014 represented 15% of the total (2,858), which reflects a very slight difference compared with 2013 (0.4 percentage points higher).

The rate of **dependency** is higher among women, but there is also a greater presence of women in the provision of care and hence a need to include the gender perspective in the policies, goals and actions conducted within the Autonomy and Care for Dependent Persons System. According to data from June 2015, in Andalusia women represent 65.4% of the dependent population and men 34.6%. This difference is greater in the case of the over-65 dependent population, in which women represent 73.9% and men 26.1%. Furthermore, there is also a greater presence of women in all of the services provided through the Individual Care Programme (PIA). An analysis of the gender breakdown reveals that 74.6% of beneficiaries of telecare services are women, and women also represent 72.3% of home help beneficiaries. Finally, as in previous years, there is strong predominance of women among non-professional carers who receive a benefit for looking after a family member. The data for 2015 reveal a gender gap of 74 percentage points, exactly the same as for 2014.

In the Autonomous Community of Andalusia, 27,452 cases of **gender violence** were reported in 2014, an increase of 1.5% on the previous year. The region has also witnessed a 6.2% increase in the number of protective orders issued, rising from 5,994 in 2013 to 6,363 in 2014.

In the area of **housing**, according to the 2008-2012 Subsidised Housing and Land Development Plan, the data accumulated at June 2014 reveal that there are more male than female beneficiaries, although the difference between the two sexes has fallen from 10.7 percentage points in 2014 to 9.1 percentage points in 2015.

In the field of **agriculture and fishing**, the indicators analysed continue to show significant gaps between women and men. Of all the people in Andalusia who received grants from the Common Agricultural Policy (CAP) in 2014, 39.2% were women and 60.8% were men, the same proportion as in 2013. In the livestock sub-sector, women continue to have a minimal presence as the owners of farms. The figures for 2015 reveal that 13.7% of farm owners are women, compared with 14.4% in 2014, which represents a decline of 0.47 percentage points. However, there has been a significant increase in the jobs generated in the aquaculture industry, where between 2013 and 2014 female employment enjoyed a rate of growth three times higher than the male employment rate.

The Andalusian Ecobarometer data for 2013 illustrate various aspects regarding the public perception of **environmental** issues. The results show that for two out of three Andalusian men and women there is a strong link between protection of the environment and economic development. In total, 64.7% agree or strongly agree with the statement that adequate environmental protection requires economic growth: 65.9% of women believe this, compared with 63.5% of men.

Women are a predominant presence in the **trade sector** in Andalusia, which is one of the key areas for the expansion of female employment. In fact, the effects of the economic crisis in this sector, in terms of job losses, have had a greater impact on men than women. According to the Labour Force Survey (EPA), male employment fell by 4.1% between 2013 and 2014 whereas female employment grew by 2%. Analysis of the tourism sector in 2014 reveals a continuation of the differences in male and female employment, with a higher presence of women in catering (55.1%), a moderate presence in hotel and accommodation (25.8%) and only a slight presence in transport (2.8%).



## REPRESENTATION

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The chapter on Representation analyses the gender breakdown of Government of Andalusia personnel in four broad areas— General Administration, Andalusian State Education System, Andalusian Health System, non-judicial personnel of the Justice System—and the management teams of public business agencies and public-sector companies and their affiliates.

In order to study the representation of men and women, an index has been created to provide a value that expresses the maximum and minimum percentages to guarantee a balanced representation, as set forth in Law 12/2007 of 26 November, and thus promote gender equality in Andalusia. A balanced representation is understood to be a situation which “ensures a presence of women and men in a given group of people whereby neither sex represents more than 60% or less than 40%<sup>1</sup>”.

In 2015, the Government of Andalusia employed 240,432 people in total, of whom 154,403 were women and 86,029 were men. This produces a RPMWI value of 1.28, which means that women are a majority presence among Government of Andalusia personnel, exceeding the balance limits.

In the General Administration, the representation of men and women produces a RPMWI value of 1.22, making this the area of the Andalusian government in which the gender breakdown of the personnel is closest to the balanced representation value. During the period analysed the presence of women has increased across all professional categories and appointments. The gender breakdown among personnel in the senior category has remained steady in recent years with RPMWI values of near parity, reinforcing the existence of a well-established political commitment to balanced representation. However, the imbalance due to the over-representation of women in professional levels with fewer training requirements has grown, and particularly among contract personnel, and this is the principal reason for the increasingly predominant presence of women among Government of Andalusia general administration personnel.

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<sup>1</sup> This indicator, known as the Relative Presence of Men and Women Index (RPMWI), is defined by the following formula:  $RPMWI = ((W-M) / (W+M))+1$ , where W is the total number of women and M is 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 but within the balance; and values between 1.20 and 2 would indicate an imbalance in favour of women.

Among teachers, where the 2015 RPWMI value is 1.29, there is also an increasing presence of women since the 2014 value was 1.28. In percentage terms, the presence of women has grown by 0.3 points, rising from 64.2% to 64.5%. In the educational levels more related to care, such as infant, special and compensatory education, the female presence remains particularly high, and in fact is higher than last year. Meanwhile, other indications of how gender roles persist in the education system are the very limited participation of women in inspection tasks and the high proportion of male heads of department, although in both cases there has been a certain increase in the female presence since 2014.

The Andalusian Health System has the highest proportion of women of all, with a RPWMI value of 1.32, compared with 1.31 in 2014. In 2015 the percentages of women and men in this area were 65.8% and 34.2%, respectively. With regard to the different professional categories within the personnel of the Andalusian Health System, the proportion of female nurses remains high (72.3%), whereas there is a greater presence of men among the doctors (0.84), thus reinforcing the gender stereotypes. However, judging from the RPMWI value for medical personnel currently in training (1.32), the trend is for an increasing presence of women among medical personnel.

With regard to Government of Andalusia personnel employed in the Justice system, according to the data available for 2015, of the 7,477 people in this civil service corps 4,814 are women and 2,663 are men. The increase in the number of female civil servants compared with last year (2.3%) has been higher than the increase of male civil servants (0.2%), reaching an RPMWI value of 1.29 in 2015.

The last category analysed in this chapter is the executive personnel of public business agencies and public-sector companies and their affiliates, where the RPMWI value of 0.69 is below the lowest balance limit (RPMWI=0.80). In percentage terms, men represent 65.3% of the total in this group and women 34.7%.

## RESOURCES-RESULTS

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The Resources-Results chapter explains the extent to which the actions defined in the 2016 Budget will impact on gender inequalities. It describes the gender equality goals for 2016 as well as the specific lines of work and actions to correct the inequalities identified that will be carried out by each of the budget programmes of the Government of Andalusia and its instrumental entities.

As explained earlier, 74.3% of the budget increase is focused on programmes classed as G+ and G. In both cases, this has important repercussions for gender equality because these programmes contain the budget actions with the greatest impact for reducing inequalities between women and men.

This growth is largely translated to the employment policies, since the highest priorities for the Government of Andalusia are currently to fight unemployment, promote stable, quality employment and adopt a more efficient production model.

Consequently, the allocation for the employment promotion policy has grown by 25.5% in relation to the 2015 Budget, which means 1.14 billion euros. Programmes such as Emplea@Joven and @Emprende+, aimed at increasing the employability of young people, will both continue in 2016, as will the Emplea@30 programme, which includes two broad lines of funding for people over 30.

The allocation for the economic development policy has increased by 32.1% to 505.2 million euros, with a special budget focus on the entrepreneurial programme and the internationalisation of the Andalusian economy. In this field, the Government of Andalusia is committed to building a strong system of support for entrepreneurs and to passing the Andalusian Entrepreneurial Act.

This support for entrepreneurs must be accompanied by research and innovation policies, which will have a budget of 392 million euros in 2016 aimed at improving long-term, sustainable business competitiveness. Thus, the year 2016 will see the launch of the Andalusian Research, Development and Innovation Plan, greater private investment in R&D, and the continuation of the Returning Talent Programmes, aimed at encouraging researchers who have had to leave Andalusia to come back. The introduction of measures to favour the activity of female researchers, their participation in teams as lead researchers and recognition of their academic achievements, etc. are some of the actions that will help to reduce the gender gaps that still exist in this field.

Education is another of the fundamental policies for promoting social cohesion and equal opportunities and gender equality. Thus, the Government of Andalusia has reaffirmed its commitment in the 2016 Budget with a 3.9% increase for this policy, to a total of 7.07 billion euros. Schooling in the first cycle of infant education has been reinforced by

creating 3,000 new publicly-funded places. Three strategic programmes will also continue during this academic year: the Academic Success Programme, the Safe Family Programme, and the Strategic Programme for Foreign Language Development.

The 2016 Budget will place a particular emphasis, among other aspects, on increasing the support mechanisms for families and the work-life balance, both fundamental for improving the employability of women. The Safe Family Programme will boost the School Day Extension Plan—which encompasses the second cycle of infant education as well as primary and second education—by authorising an additional 32 schools to offer early opening, catering and extra-curricular activities, all at the same prices and discounts as last year. Within this context, there will be a 5.3% increase in support actions this year.

With regard to higher education, university funding has been increased by 2.9%, to a total of 1.18 billion euros. In the face of the reforms introduced by the Central Government, the Government of Andalusia remains committed to facilitating university access for students with greater financial difficulties.

Meanwhile, the 2016 allocation for the health policy has been increased by 404.3 million euros to a total of 8.80 billion euros. Among the measures that will continue to be supported are those aimed at improving accessibility for citizens and mechanisms for increasing transparency in health processes.

In a situation like the present one, in which social inequalities have grown in Andalusia due the effects of the economic and financial crisis on citizens, the dependency and social services policies are crucial for strengthening social cohesion and gradually reducing social divisions, including those that affect men and women. Consequently, in the present context of budget restrictions, the Government of Andalusia has increased the credits for this policy by 4.3%, to a total sum of 1.95 billion euros. Particularly significant in this respect, due to its impact on gender equality, is the 3.3% increase for dependency, active ageing and disability programmes.

The Government of Andalusia's commitment to gender equality policies is reflected once again in the support for the Institute of Women's Affairs, with an increase of 1.6% in the budget and the maintenance of the resources allocated to gender violence.

There has also been a 2% increase in the regional contribution to non-contributory pensions, as part of the basic pension programme, which has a high impact on gender equality because most of the beneficiaries are women.

Within this block of policies, there is also a special emphasis on measures to encourage social inclusion, which will receive a budget increase of 7.4% compared with 2015, and on those targeted at juvenile justice and help for victims, with a 0.8% increase. In the latter case, these actions largely affect young men, who represent a majority among minor offenders.

Finally, the 2016 Budget will give a considerable boost to housing, renovation and land programmes, where specific gender needs have been identified, with a 28% increase.

In conclusion, the 2016 Budget of the Government of Andalusia renews the commitment to social policies, including those that have a significant relevance for gender and are fundamental for ensuring that the economic and social recovery guarantees the same opportunities for women and men in every field.

## BUDGET INDICATORS BY POLICY \_\_\_\_\_

Of the 1,922 budget indicators used by Government of Andalusia ministries and agencies, 565 are particularly relevant for measuring the impact of gender on their budget programmes for 2016.

Over the last year, the definition of new indicators and their associated dimensions has gradually been consolidated following the changes introduced in 2014 in the management of the information systems, which gave rise to the Organisational Resources Integrated Management System (GIRO in its Spanish initials).

The ministries with the highest proportion of indicators are Equality and Social Welfare (22.3%), Health (19.5%) and Justice and Interior (9.9%).

## APPENDIX: RETROSPECTIVE

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Budget indicators, established in line with the goals and actions planned by each Government of Andalusia ministry and agency, are also used to measure compliance with these goals and actions at the end of the budget year. This is reported in the Government of Andalusia General Accounts.

Since the gender analysis of the budget encompasses every phase in the budget cycle, analysing the compliance with goals through the indicators related to each action forms part of the control and monitoring stage. In this particular case, it is the equality goals that are controlled and monitored. The gender gaps reflected in the budget planning documents are analysed in terms of the trends that emerge as a result of the execution of the budget, which provide crucial information for identifying and correcting these gaps and for improving budget planning. Monitoring the execution of the budget in this way is one of the lines of action that has been implemented through the G+ Programme.

The 2014 Budget included 919 indicators to shed light on the equality between men and women, of which 776 (84.4%) stem from the gender breakdown of the participants in the different actions and 117 are specific gender indicators (12.7%). Of the latter, 32 are also broken down by gender (3.5%).

