

GENDER IMPACT REPORT ON THE 2023 BUDGET OF THE AUTONOMOUS REGION OF ANDALUSIA

EXECUTIVE SUMMARY

APPROVED BY THE GENDER IMPACT COMMISSION
OF THE BUDGET ON 26 OCTOBER 2022



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BACKGROUND

Incorporating the gender perspective into the public Budget constitutes a means of promoting, not only equality between women and men in the way public resources are collected and distributed, but also budgetary efficiency and effectiveness, bringing transparency to public decisions.

The Regional Government of Andalusia uses its own gender budgeting strategy, based on a legal framework, gradually introducing various institutional tools, and extending the methodology and regulatory obligations needed to implement it. Law 18/2003, of 29 December, which approved the fiscal and administrative measures of the Autonomous Region of Andalusia began this regulatory development which enabled the principal institutional mechanism for promoting gender budgeting, the Gender Budgeting Impact Commission, to be launched. It also initiated its first budgetary tool to include gender on an annual basis, the annual Gender Budgeting Impact Evaluation Report of the Autonomous Region of Andalusia.

An important milestone in this regulatory process was the passing of Law 12/2007, of 26 November, to promote gender equality, and Law 13/2007, of 26 November, on measures to prevent and protect against gender-based

¹ Summary of the Gender Impact Report on the 2023 Budget of the Autonomous Region of Andalusia, approved by the Gender Budgeting Impact Commission on 26 October 2022. To read the full report, see: <https://juntadeandalucia.es/organismos/economiahaciendayfondoseuropeos/areas/presupuestos/proyecto-presupuesto-2023/paginas/proy-genero2023.html>

violence. These laws constitute the regulatory framework containing the major definitions, ideas and concepts in the area of gender equality and the eradication of gender-based violence in Andalusia. They lay down the objectives of gender equality and against gender-based violence to be adopted by the public Administration and other public authorities operating within the Autonomous Region of Andalusia.

Within the framework of this regulatory development, the Order to draw up the Budget of the Autonomous Region of Andalusia annually establishes the budgetary criteria and issues instructions for drawing up the Budget. To this end, the Order of 24 May 2022, which specified the instructions for drawing up the Budget of the Regional Government of Andalusia for 2023, in its article 2, budgetary criteria, points out that, in defining the budgetary programmes and documentation of the sections and instrumental bodies, the Budget will serve to fulfil the objectives and mandates of Law 12/2007 and Law 13/2007. It will likewise include instructions for the drawing up of the Gender Impact Report as part of the process of drawing up and processing the draft Budget, aimed at Regional Ministries, administrative agencies, Special Regime Agencies, public enterprise organisations, consortia and the instrumental bodies specified in one of its Annexes.

Application of the gender budgeting strategy in the Regional Government of Andalusia 2021-2022

The Andalusian gender budgeting strategy has been internationally recognised for its capacity for reinforcement, its innovative tendencies and its sustainability over time, placing it among the most stable and long-lasting of such strategies in Europe.

Its current priorities include strengthening the gender diagnostic phase of public policy in general and within the framework of the budgetary cycle in particular, so that, in the context of the functions undertaken by the Gender Budgeting Impact Commission, progress has continued to be made during 2022 in the availability and quality of gender indicators. With this aim in mind, two working reports were produced, in the areas of employment and culture, designed to review the repertory of indicators in the Reality chapter of the Gender Budgeting Impact Report, and to formulate other more relevant ones in areas with weaknesses as shown in the diagnoses of the policies the Regional Government of Andalusia. For the 2023 financial year, two new reports will be produced to improve the statistical gender indicators in the areas of digital and environmental policies.

Also within the framework of the strategy, the integration of gender into the planning and implementation of the budget continues to be evaluated in the Gender Budgeting Audits (APG in the Spanish acronym). Following the 2022 Gender Budgeting Audit Plan (APG), approved by the Gender Budgeting Impact Commission in the Budgets of 20 December 2021, three new audits were selected; programme 61L Coordination of the Finance of the Autonomous Region, ranked G in the classification, and managed by the Tax Agency of Andalusia; programme 31P Family Support Service, ranked G+, at the then Regional Ministry of Health and Families, and programme 31E Childcare (G+) at the former Regional Ministry of Equality, Social Policies and Conciliation.

Concerning awareness-raising actions, the 2021 International Conference on the Economy and the Public Budget for equal opportunities between men and women was held on 16 December with the title "Gender budgeting as an essential instrument in the post-COVID-19 recovery". In this way, a space is created for discussion between administrations, international organisations and various other agencies to think of different methods that can now be applied to achieve social and economic recovery post-COVID-19, with the objective of advancing equal opportunities between men and women, using the public budget as a tool to help in this recovery.

In addition, Andalusia took part in the sixth meeting of the Gender budgeting Network of the Organisation for Economic Co-operation and Development (OECD), organised on 22 and 23 September 2022. The aim of the meeting was to present and share the latest advances in this area, and highlight the need to firmly support the practice of gender budgeting in a complex fiscal and economic context such as the current one.

Methodology of the Report

The Gender Budgeting Impact Evaluation Report is the document which analyses what the impact of investing public resources will be on the men and women of Andalusia in the following financial year. This is an **ex ante evaluation** of the credit allocated to measures to correct the inequalities persisting in reality.

The document is able to link the expected results with Reality indicators; and to determine and check the coherence of budgetary objectives and actions from the point of view of their contribution to gender equality, according to the requirements identified by the statistical indicators. It also checks that the budgetary allocations which are key and most strategic in terms of gender equality are included in the Budget with the necessary budgetary funding to meet the gender challenges and needs of the Andalusian population.

We should also point out that the gender budgeting system of the Regional Government of Andalusia contains its own sunset clause, which comes into being when it is found that the analysis of the gender impact report depends on evaluations made after the fact by the Regional Government of Andalusia through the evaluation of public policy and through the Gender Budgeting Audit Plan.

Taking account of all the above, we now present a summary of the chapters of the 2023 Gender Budgeting Impact Evaluation Report.

REALITY

The Reality chapter presents a snapshot of gender equality in the reality of Andalusia, examining indicators of the principal socio-economic areas of Andalusia that are relevant from the point of view of equality between women and men, and significant in driving the planning of responsible public budgeting to include gender.

With the aim of continuing to make progress with the quality of gender indicators, in 2021 the Gender Budgeting Impact Commission of the Autonomous Region of Andalusia made two reports (in the areas of employment and culture) aiming to review, update and improve the repertory of indicators in the Reality chapter.

This year this chapter included a total of 164 indicators, 22 of which are new indicators in the area of employment and 19 in the area of culture. The most significant for the evolution of equality between men and women in Andalusia are presented below.

In the area of **Population and immigration**, the population of Andalusia continues along a trajectory of aging, which as it progresses increases the number of people at advanced ages and decreases the number of younger people. The section of the population aged 65 or over presents a higher raise in men (19.6%) than in women (15.4%), indicating an increase in life expectancy among the former. In Andalusia, on 1 January 2022, the population had grown by 0.3%, more than it did in the previous year (0.1%) and the autonomous Region contained the largest section of the Spanish population, 17.9% of the total in Spain, with 8,494,155 people, 50.7% of them women and 49.3% men.

In the area of **Power and Representation**, the Autonomous Region of Andalusia has recorded a balanced representation among Members of Parliament (55 women and 54 men) in 2022, thus reaching 50.5% women, as compared with 47.7% in 2012, and 49.5% men in 2022, compared with 52.3% in 2012. There was equal representation on the Government Council in 2022, with 50% (7) men and women, improving the situation from the previous year, and compared with 2012, as there has been an increase of 8.3 percentage points (41.7% women and 58.3% men) over the decade.

In the local context, the 785 municipal districts of Andalusia are governed by 190 mayoresses (24.2%) and 595 mayors (75.8%), according to data from July 2022. There has been progress over the decade in the participation of women, with an increase of 4.2 percentage points, given that in 2012, 20% of the municipal districts of Andalusia were governed by women (154) and 80% by men (617). As for the presidencies of the Provincial Councils of Andalusia, in 2022, 7 out of 8 were occupied by men, and only the presidency of the Council of Huelva was headed by a women.

During 2022, the presence of men and women on the executive bodies of political parties, unions and business organisations in Andalusia has undergone slight progress towards equal balance. In 2021, for example, 37.2% of executive posts in the aforementioned organisations were occupied by women (143) and 62.8% by men (241) whereas in 2022 38.9% of these posts were occupied by women (102) and 61.1% by men (160). Nevertheless, the 2022 results are less positive than ten years ago, because in 2012 women made up 40.6% of these posts and men 59.4%.

The composition of the High Court of Justice of Andalusia is not within the limits of balance. In 2022, of the 84 people working there, 35.7% were women (30) and 64.3% men (54), although in 2012 the proportion of women was 27.7% (23) and that of men 72.3% (60), so the proportion of women has increased by 8 percentage points in 10 years.

The situation of women occupying university professorships in Andalusia is improving slowly. In the academic year of 2020/2021, 23.8% (608) of professorships were held by women, while men held 76.2% (1,948). This means that the proportion of women occupying university professorships has increased by 6.5 percentage points compared to the year of 2010/2011, when they reached 17.3%.

An analysis of the individual governing bodies of Andalusian universities shows that in 2022, 47.2% of their members were women (60) and 52.8% men (67), meaning that the presence of women has increased between 2012 and 2022 by 3.8 percentage points (43.5% women and 56.5% men). Nevertheless, this data shows

a regression compared to 2021, when the representation of women was 48.8% (62 women and 65 men).

The teaching and research staff of Andalusian universities was made up, in 2020, of 17,693 people, 40.7% women and 59.3% men, an improvement on the situation of imbalance by 5 percentage points (64.3% men and 35.7% women) compared to 2010. Inequalities are more obvious among female principal researchers belonging to Groups I+D, who were only 28.4% of the total in 2021, a figure that has increased by 5.3 percentage points compared to 2011. In the case of female principal researchers on Projects of excellence, growth over the decade has been lower (4.9 percentage points), from 28.4% in 2011 to 33.3% in 2021.

Among managerial posts in the media, in 2022, 28.7% (52) of these were held by women and 71.3% (129) by men, representing a slight increase towards balance by 1.8 percentage points compared to 2021 (26.9% women and 73.1% men) and an improvement over the decade, as women represented 24.9% of the total in 2012.

In the area of **Education**, the development of the educational services offer is favouring work, home and family life balance for the men and women of Andalusia. To this end, there has been a 28.1% increase in the number of centres for the first cycle of pre-school education in Andalusia, from 1,816 centres in the academic year of 2011/2012, to 2,326 in 2021/2022, representing a clear improvement in the number of first cycle (0-3 years) places over the last ten years. In Andalusia, 73.1% of boys and girls were enrolled in state centres for the second cycle (3-6 years) of pre-school education in the academic year 2020/2021, 19.8% in associated centres and 2.4% in private centres, the level of schooling in Andalusia thereby reaching 95.4%.

Improvements are also seen in suitability rates (the percentage of the student body considered to be enrolled in courses corresponding to their age) as the existing gap between girls and boys is decreasing although without putting a stop to the trend of previous years. To be specific, the differences between the academic results of male and female students went from 2.5 percentage points at age eight to 9.8 points at age 15 during the academic year of 2009/2010 (in favour of girls in both cases) and was reduced to 2.2 points at age eight and 9.2 points at age 15 in the academic year of 2019/2020.

In the area of **Employment**, the average level of male employment (51.7%) was higher than the female equivalent (37.9%) in 2021, although there are significant differences according to age, type of home, level of education, nationality or disability. The difference in the level of employment between those with and without a disability is 44.5 percentage points for men and 27.6 percentage

points for women. Women aged between 30 and 44 have the highest levels of employment (64.2%) and this is the only age range where the gender gap has gone down compared with 2011. In all other age ranges the gender gap has increased over the last decade, reaching 22.9 percentage points for those aged between 45 and 54. In Spain as a whole, however, the gender gap in the employment rate has decreased for all age groups and especially for those aged 55-64 (-4.9 points) except for those aged 16-29, where it has increased by 1.6 points.

The unemployment rate for females is higher (25.4%) than that for males (18.5%), with a gender gap of 6.9 percentage points. The phenomenon of young people who neither study nor work mainly affects those with little education. 32% of women between 16 and 34 with only primary education neither study nor work, a percentage 5.7 higher than that for men, whereas the difference between men and women with higher education who neither study nor work is 0.5 points (14.6% of women and 14.1% of men).

The underemployment rates are higher for women than for men. In Andalusia, the total underemployed population is 3,258,000, of whom 59.3% are women. As for the levels of poverty in Andalusia, these are higher for men in employment, as in 2021, 25.6% of working men were below the poverty level and 21% of women.

One of the basic indicators of occupational segregation is the percentage of women in managerial posts, as this shows the extent of vertical discrimination or the existence of a glass ceiling in the labour market. In 2021, women made up 35.4% of the management in the Andalusian services sector and 37.4% in the whole of Spain. There has been very little progress over the last decade, only slightly more than 2 percentage points. In 2021, of the working population who held posts requiring high or medium qualifications in Andalusia, the percentage was lower for women (47.5%) than for men (52.2%). The same was true for women in high tech industries, only 23.2% and much lower than the figure for men (76.8%).

Self-employment plays a considerable role in economic and social development, following the general trend in modern societies, where self-employment is increasingly important as an alternative form of work. Over the last decade there has been a gradual increase in Andalusia in the number of women working for themselves; the figures in 2011 were 321,879 men and 147,639 women, and in 2021 there were 349,043 men and 179,949 women. The percentage of people employing others was 70.9% for men and 29.1% for women in 2021.

Irregular working hours cause greater difficulties for work-life balance and may reduce the employment available to people with heavier caring responsibilities

and lower incomes; in Andalusia men are more affected by irregular working hours (35.9% of all working men), than women (33.7%).

As for part-time work, which provides a good work-life balance, but also provides precarious employment for the most marginalised working population, it is unequally distributed between Andalusian men and women; 24.3% of working women had part-time jobs in 2021, compared to 7.3% of men.

As for the most common type of pensions, retirement pensions were mainly paid to men and widow's pensions were mainly paid to women. In 2011, 93% of people in receipt of widow's pensions were women, with a slight decrease in 2021 to 91.4%.

In the area of **Health**, life expectancy at birth was 78.7 for men and 84.2 for women in 2021, with a difference therefore of 5.5 years between the sexes. Life expectancy is a key indicator of the living conditions, health, education and other social and economic aspects of the Andalusian population. This difference in favour of women is maintained for life expectancy at age 65, which in Andalusia in 2021 was 21.6 years for women and 18 for men (a difference of 3.6 years). A comparison (final data) with 2020, the first year of the COVID-19 pandemic, shows that life expectancy in Andalusia has been maintained for women, but has decreased by 0.2 years for men (78.9 in 2020).

Differences by gender have also been observed in perceived state of health, as women perceive it to be worse than men. Despite this, it is seen as a good predictor of actual health. In 2020, as in 2014, more Andalusian men than women rated their state of health over the previous 12 months as good or very good, to be specific, 82.7% of men and 74.1% of women.

The gender difference in the number of organ donors from the deceased in Andalusia reflects the differences between men and women in respect of causes of death and age at time of death. The National Transplant Organisation (ONT in its Spanish acronym) provides the percentage of donors by gender at national level, showing that levels remain relatively stable with around 40% of donors being women and 60% men, with small variations, such as happened in Andalusia in 2021, when men represented 59.4% of donors and women 40.6%.

Premature death responsive to prevention and health care is an indicator that shows premature death because of health problems that could potentially have been avoided. In 2020, there were 9,006 premature deaths in Andalusia from causes responsive to prevention (77% in men and 23% in women) and 5,497 from causes responsive to health care (57% in men and 43% in women). The lower rates

of potentially avoidable premature deaths in women than in men may in part be related to their adoption of healthier lifestyles, including self-care; in fact, the difference between the sexes is greater in death responsive to prevention than in that responsive to health care.

Mental illness diagnosed in patients shows a major gender bias, with greater prevalence among women than among men. From the whole of the population being treated, there are differences according to gender in disturbances of anxiety and mood. For mood problems, 70.6% were seen in women and 29.4% in men in 2021, and the age range where these were most prevalent was between 45 and 64 for both genders, with the proportion of women being double that of men. Treatment for people suffering anxiety has increased from 2014 to 2021, with a total of 845,506 people recorded as undergoing treatment in 2014, rising to 920,975 in 2021, of whom 69% are women.

Another revealing indicator of situations of gender inequality is that of deaths by suicide, which are mainly of men. Of the 793 deaths by suicide in Andalusia, 576 were of men (72.6%) and 217 of women (22.4%). The standardised rate of death by suicide in Andalusia in 2020 per 100,000 people was 14.4 for men and 4.8 for women, with the rate ratio between genders of 3.

In the area of **Social welfare, work-life balance, dependency and gender-based violence**, one of the key figures is non-professional carers who look after dependent people. This indicator helps show the existing inequality between men and women, where care tasks are mainly done by women. In 2022 the number of non-professional carers in Andalusia was 78,251, of whom 12,995 were men and 65,256 women.

As for the total amount of services and economic provisions provided for dependent people in Andalusia, the figure was 370,165, on 30 June 2022, which is 22.9% of all the services and/or provisions in Spain. The ratio of services and/or provisions granted per beneficiary was 1.29 at national level while the figure for Andalusia was 1.42.

In terms of violence against women, a total of 32,745 women were recorded as victims of gender-based violence in Andalusia in 2021. This figure represents 20.6% of all female victims of gender-based violence in Spain, where there were a total of 159,352 women recorded as victims of gender-based violence. In the Autonomous Region of Andalusia there were a total of 33,956 allegations of gender-based violence in 2021, that is, 40.1 allegations per 10,000 people and 79 per 10,000 women.

The legislative changes carried out to personal and non-transferable maternity and childcare leave have led to a change in the benefits awarded for these reasons. In Andalusia there were 41,720 childcare benefits awarded to the first parent, and 45,190 awarded to the second parent. In Spain as a whole, first parents receive 224,713 childcare benefits, while second parents receive a total of 247,302 benefits for these caring responsibilities. This was not the case in 2011 when, in both Andalusia and in Spain as a whole, maternity benefits (57,659 and 324,405, respectively) were higher than paternity benefits (42,051 and 269,715).

In the area of **Agriculture and Fishing**, in 2021 there were 274,500 people employed in the agriculture, livestock, forestry and fishing sector in Andalusia, an increase of 27.8% compared to 2011 (214,800), according to data from the Active Population Survey by INE. In 2021, 73% of those working in this sector were men and 27% women, and in 2011, 72.3% were men and 27.7% women, meaning that the gap has been maintained over the last ten years and has even become slightly larger.

Within each category, in 2011, the largest proportion of men were to be found in the group described as “Employers, businesspeople without staff or independent workers”, with 78.4% of them being men. In 2021 the group containing the smallest proportion of women had become “Members of a cooperative, family support and other situations”, with 74.2% men and 25.8% women. In terms of the group described as “Salaried people”, this remained at a similar level over the decade, with a majority of men in the years analysed (71.5% in 2011 and 73.9% in 2021).

In the field of **Culture**, an analysis of the average expenditure in homes on cultural goods and services in Andalusia, according to the gender of the home’s main earner, shows that there are differences in this expenditure according to whether the main earner in the family is a man or a woman, with cultural expenditure being higher when this person is a man. Therefore, in homes where the main earner was a woman, an average of 570.5 euros were spent in 2011 and 438.5 euros in 2021. When the main earner was a man, the average expenditure was 779.3 euros in 2011 and 542.8 euros in 2021. The difference in cultural expenditure was 209 euros in 2011, and decreased to 104 euros in 2021.

The indicator for temporary exhibitions focuses on individual exhibitions at the Centro Andaluz de Arte Contemporáneo (CAAC) in Seville, the Centro de Creación Contemporánea de Andalucía in Córdoba (C3A), the Centro Andaluz de Fotografía and the Agencia Andaluza de Instituciones Culturales – INICIARTE, and shows that the creators of these exhibitions are within the margins of gender balance, with 55.3% of them being by men and 44.7% by women in 2021.

In addition, participation in the cultural employment sector remained stable over the decade with fewer women, an approximate value of 40% women and 60% men, until 2020 when this difference increased, producing a gender gap of 25.2 percentage points. In the cultural sector, salaried employment shows better gender balance than non-salaried employment, with an average of 55.9% men and 44.1% women.

Another relevant indicator is the authorship of books, which measures the existing gender gap in creative activity between people who register their works on the Intellectual Property Register of Andalusia. In 2021, of the 6,331 people who sought to register, 36.5% were women and 63.5% men, showing an increase of 6.3 percentage points in female authorship since 2011, from 30.2% to 36.5%.

Finally, in the area of **Sport**, there is an imbalance in the sports licences federated in Andalusia, where 81.9% were for men and 18.1% for women in 2021. Similarly, the gender balance of high-performing sportspeople reveals a majority of men. Overall, taking both performance relationships in Andalusia, and including sports players, technical staff and trainers, and judges and referees, there were 38.2% women and 61.8% men in 2021. Compared to 2020, female participation (39%) shows a slight decrease.

REPRESENTATION

The section on Representation analyses the gender ratio of the personnel of the General Administration of the Regional Government of Andalusia, the Public Education System of Andalusia, the Health Service of Andalusia, non-legal personnel of the Justice System and the personnel of the instrumental bodies of the Andalusian public sector not subject to the VI Agreement for persons employed by the Regional Government of Andalusia. The study takes account of the social and cultural factors limiting women's participation in posts of greater responsibility and with higher pay, known as vertical segregation, or which maintain horizontal segregation because there are performance areas with greater male or female representation.

In this report we study in greater depth and from an evolutionary viewpoint all the non-legal personnel in the Justice System, analysing their representation from 2010 to 2022, including studying payment obtained and leave requested during 2021, which are compared with the study first carried out with data from 2017.

Personnel of the General Administration of the Regional Government of Andalusia

A general analysis of this group shows that in January 2022 there was overall an increasing feminisation of the personnel of the General Administration (IPRHM² =1.27), with almost thirteen women for every ten men. The female presence on this date was once again greater than that in the General Administration of the State, where in January 2022 values close to parity (IPRHM=0.99) of 2021 were maintained. This imbalance in Andalusia is affected by the presence of a large number of women in the non-civil servant staff (IPRHM=1.40), a category representing 49.5% of the workforce, as the civil servant staff (IPRHM=1.3) maintains a balanced representation.

We should also point out that the number of men increases as one goes higher up the professional groups and subgroups on the administrative scale and that they are in the majority at the higher levels. Women are also joining these higher levels although not yet in the same proportion as in the workforce as a whole.

Subgroup A1 of civil service posts, which includes posts at a higher level, with greater responsibility and remuneration and requiring higher levels of education and training, is the only one showing a balanced representation close to parity (IPRHM=0.98), with similar values to 2021. In the other professional groups and subgroups increasing feminisation can be seen, the most obvious in group E (IPRHM=1.70), and to an even greater extent than in 2021 (IPRHM=1.60), then gradually slowing as one goes up through the higher groups. In the case of the non-civil servant personnel, women are in the majority in all professional groups, except in group IV, which maintains balanced representation (IPRHM=1.05) and which is dominated by the auxiliary staff of clinics, kitchens and clerical settings.

Personnel of the Public Education System of Andalusia

On 1 January 2022 the Public Education System of Andalusia once more presented a very female teaching staff, with women representing 65.5% of the total (IPRHM=1.31), although that is lower than in Spain as a whole or in the member states of the European Union or the OECD. Moreover, the trend over recent years towards increasing feminisation was seen to be stabilising in 2022.

2 The index uses the formula $IPRHM = \frac{[W-M]}{W+M} + 1$, where W is the total number of women and M is the total number of men. Parity corresponds to an IPRHM value of 1, whereas 60% of men would result in a value of 0.80 and 60% of women would result in a value of 1.20. Values on the index between 0 and 0.80 correspond to a situation of imbalance because of a majority of men; between 0.80 and 1, a majority of men but within the limits of balanced representation; between 1 and 1.20 would reflect a majority of women but within balance; and finally, values between 1.20 and 2 represent an imbalance because of a majority of women.

The areas of teaching with the greatest female over-representation are once more Special Education (IPRHM=1.75), Compensatory Education (IPRHM=1.55) and Nursery and Primary Education (IPRHM=1.54), where the values of the previous year were maintained and the huge increase of previous years therefore slowed. In Adult Education, however, there was a greater female presence (IPRHM=1.23) than in 2021 (IPRHM=1.22). As for the Educational Inspection service, which has been notable for a large over-representation of men, in 2022 this imbalance was maintained (IPRHM=0.71), although there was considerable improvement on the 2021 values (IPRHM=0.60).

The trend of recent years towards including women in management teams and managerial posts was further consolidated, although without reaching these levels across the whole of the system. Women therefore represent 52.2% of posts on management teams (IPRHM=1.15), 31.5% of directorships (IPRHM=0.98) and 36.2% of the teaching staff holding a professorship (IPRHM=0.72).

Personnel of the Public Health System of Andalusia (SAS)

The statutory personnel of the SAS is the most feminised group of the Andalusian Administration and on 1 January 2022 it showed the same imbalance as on the same date in 2021 (IPRHM=1.39), thereby halting the growth in the gender gap of recent years. Women are concentrated in the most basic posts of the system, with less responsibility and lower pay, yet are less represented in higher posts involving management and decision-taking.

The presence of women has increased in subgroup A1 (IPRHM=1.09) compared to the previous year (IPRHM=1.07), confirming the trend towards incorporating women into this subgroup. However, at intermediate levels their participation has not changed, maintaining the near parity of 2021 (IPRHM=0.99); and it has reduced in posts at management level where, despite balanced values being maintained (IPRHM=0.87), there are more men than in the previous year (IPRHM=0.89). An analysis of the higher career levels of the administration (27-29) shows that masculinisation is continuing (IPRHM=0.69), although to a lesser extent than the previous year (IPRHM=0.67). Age and number of children seem to affect the presence of women at these higher levels, as their numbers increase in the youngest age groups and among women with no children or only one child.

Non-legal personnel of the Andalusian Justice System

The non-legal personnel of the Andalusian Justice System of the Regional Government of Andalusia has shown increasing feminisation over recent years, distancing itself most strongly from the margins of balanced representation.

Whereas in January 2010 there was already a majority of women (IPRHM=1.26), in January 2022 (IPRHM=1.35) this imbalance continued to increase. This gradual feminisation of the workforce has occurred in all professional groups, yet from 2010, the greatest impetus was seen in the incorporation of women into the groups where higher qualifications are required, subgroups A1 and A2.

This inclusion of women at higher levels and in higher subgroups has made an impact on reducing the pay gap, which has gone from 4.8% in 2017, when it was first measured by the Regional Government of Andalusia, to 3% in the analysis done with 2021 data. This reduction has occurred in particular in the general workforce, as in 2017 men as a whole earned on average 4.1% than women, and in 2021, this difference went down to 2.7%. On the other hand, in the special unit of Forensic Medicine the pay gap has increased, from 4.1% in 2017 to 5.6% in 2021.

This year we also analysed requests for some types of administrative leave with particular gender relevance. 29.2% of the total non-legal personnel working for the Justice System of the Regional Government of Andalusia requested some type of leave in the course of 2021, 3.2% more than in 2017. Women made most of these requests, representing 72.3% in 2021, although this proportion was lower than in 2017 when they made up 74.2%. Throughout this period there was a gradual convergence in the distribution of leave according to gender. In 2017 women therefore made up 14% more of the allocation of days of leave³ (IUt=1.14), this difference went down to 7% (IUt=1.07) in 2021. There has also been an alignment in the average number of leave days between women requesting leave (around 68 days) and men (around 69 days), with the number of days decreasing compared to 2017 (83 days for women and 79 for men).

Personnel of the instrumental bodies of the Andalusian public sector not subject to the VI Workforce Agreement of the Regional Government of Andalusia

An analysis of the Special Regime Agencies on 1 January 2022 shows a slight imbalance (IPRHM=1.21), similar to that of the previous year, caused by the over-representation that is a feature of the SAE - Andalusian Employment Service - (IPRHM=1.35) and which has increased compared to January 2021 (IPRHM=1.34). AGAPA -Andalusian Agricultural and Fisheries Management Agency -, on the other hand, maintains the values close to parity of the previous year (IPRHM=1.03).

3 The Index of Use (IUt) is used as the ratio between the number of women obtaining leave and their presence in the workforce.

In the other instrumental bodies of the Andalusian public sector⁴, the presence of men and women has maintained balanced values (IPRHM=0.89). This representation corresponds to the presence of men and women among basic posts (IPRHM=0.89), while in the intermediate posts the trend towards greater inclusion of women continues (IPRHM=0.97). The staff of management teams that are below senior level (IPRHM=0.58), on the other hand, show over-representation of men outside the margins of representative balance. Men are in the majority on the staff of mercantile companies (IPRHM=0.71), as well as in public enterprise agencies (IPRHM=0.73). In the consortia, values of balanced representation are maintained (IPRHM=0.90) and, finally, foundations present a considerably feminised workforce (IPRHM=1.40).

Furthermore, Equality Plans are developed most extensively in public enterprise agencies, as there are only two agencies that do not have one. At the other extreme are the Consortia, none of which has reported having an Equality Plan or being in the process of designing one.

RESOURCES-RESULTS

The Budget of the Autonomous Region of Andalusia for 2023 amounts to 45,603.8 million euros, representing an increase of 12.9% on the previous budget. The public Budget is a tried and tested means of advancing gender equality through public policy, owing to its central yet cross-cutting nature, its potential for negotiation and its capacity to reallocate resources in a more effective and efficient way in all areas of Government.

The G+ scale classifies and groups together budgetary programmes, firstly according to their gender relevance, that is, whether or not they affect people. Programmes which affect people are in turn analysed according to their gender relevance, established from the following criteria: 1) transformative gender power, according to whether the programme has the ability to act and whether this is relevant to equality between men and women; 2) impact capacity, that is, the number of people affected by the programme; 3) functional relevance insofar

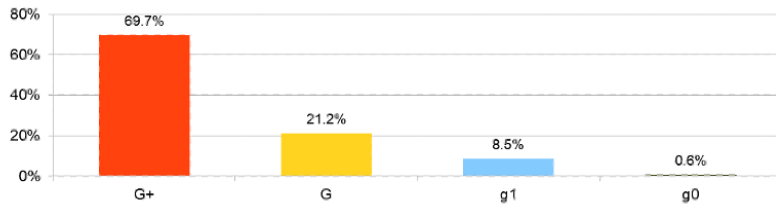
4 These include public enterprise agencies, consortia, mercantile companies and foundations in the Andalusian public sector.

5 The categories reflect the following scale: G+ are programmes of high relevance to gender equality; G programmes are of medium relevance; g1 programmes imply low relevance; and g0 programmes are those considered not to affect people, and therefore irrelevant to gender equality.

as the extent to which the programme has the ability to act as a “gearshift” in gender equality; and finally, 4) if it affects the management of staff in the centres of employment of the Regional Government of Andalusia. As a result of weighting these criteria, the programmes are ranked in four categories: G+, G, g1 and g0 .

In the 2023 Budget the programmes ranked G+, of maximum relevance to gender equality in Andalusia, are those where most of the credit is concentrated, as they represent 69.7% of the total, that is, in absolute terms, 24,630 million euros. Programmes of medium-high relevance, ranked as category G, make up 21.2% of the total, 7,472.1 million euros. Finally, budgetary programmes of low relevance to gender equality, ranked g1, make up 8.5% of the Budget, that is, 3,014.6 million euros.

Chart 1. Structure of the 2023 Budget of the Autonomous Region of Andalusia according to G+ Scale



Year-on-year analysis confirms an increase in the budgetary credit with greatest relevance to gender equality. The credit allocated to G+ programmes has been increased by 12.6%, meaning an extra 2,749.9 million euros for 2023. Those ranked G have increased by 30%, with 1,723.1 million euros. In the third category of programmes relevant to gender, those of low relevance (g1), there is a difference of 29.1%, equating to 679.9 million euros. Finally, budgetary programmes that have no gender relevance, the g0 programmes, have had their credit increased by 24.6%, with a total of 39.3 million euros.

TABLE 1. Evolution of budgetary programmes according to G+ Scale

| G+ Classification | 2023 | | | Variation 2023/2022 | Variation 2023 – 2022 |
|-------------------|----------------------|-----------------------|-------------|---------------------|-----------------------|
| | Number of programmes | Initial credit | % | | |
| G+ | 57 | 24,630,043,611 | 69.7% | 12.6% | 2,749,942,744 |
| G | 63 | 7,472,104,460 | 21.2% | 30.0% | 1,723,090,238 |
| g1 | 28 | 3,014,599,912 | 8.5% | 29.1% | 679,919,062 |
| g0 | 7 | 199,073,770 | 0.6% | 24.6% | 39,279,379 |
| TOTAL | 155 | 35,315,821,753 | 100% | 17.2% | 5,192,231,423 |

Initial credit debited to the debt service, FAGA, PIE, section 35.00 and Institutions.

BUDGET INDICATORS BY POLICY

The 2023 Budget of the Regional Government of Andalusia has a total of 5,223 indicators, of which 2,010 (38.5%) are relevant to gender. The budgetary indicators relevant to gender in the Budget are classified according to whether they are disaggregated by gender or whether they specifically measure aspects of equality between men and women. These two categories are not mutually exclusive, as a disaggregated indicator may have been designed to measure some objective or activity aiming for gender equality.

The regional ministries with the greatest number of gender-related indicators are those of Social Inclusion, Youth, Families and Equality, with 375 indicators, 18.7% of the total, Health and Consumer Affairs, with 343 indicators (17.1%) and Educational Development and Vocational Training, with 281 indicators (14%). The other regional ministries have percentages of indicators below 10% of the total; those with the lowest numbers of gender-related indicators include Industrial Policy and Energy (22 indicators, 1.1% of the total) and Environmental Sustainability and the Blue Economy (24 indicators, 1.2% of the total).

As far as expenditure policies are concerned, the greatest number of gender-related indicators are found in the policy of the regional ministry of Work-Life Balance, Equality and Families, 23% of the total. Next comes the policy of Health, 14.7% of the total, then the policy of the Administration and Management of the Regional Government of Andalusia and its Institutions, with 13.9% of the total, and the educational policy, with 9.8% of the total.

EVALUATION OF THE GENDER IMPACT OF THE DRAFT BUDGET LAW FOR 2023

Gender Budgeting is a powerful tool which helps focus attention on the gender equality aspect of the budgetary policy cycle. It uses appropriate instruments and methodologies capable of identifying, measuring and analysing the reality at the appropriate time necessary for each phase of drawing up, implementing and evaluating the Budget, and identifying inequalities requiring policy objectives to address them. It also provides at the appropriate time the information needed to carry out an evaluation of the gender impact of the Draft Budget Law.

This connection is only possible through the conjunction of two essential factors in the evaluation of gender impact; on the one hand, a diagnostic identification of gender inequalities in the form of gender gaps, and, on the other hand, a specification of the budgetary resources available to overcome these inequalities which can translate into specific tangible measures to further advance the progress of gender equality.

Gender-focussed data and information supplied by the reality indicators are necessary and essential so that the gender-focused Budget can be drawn up taking account of the different needs of men and women, and so that it can be based on an adequate assessment of the reality affected by every budgetary public policy. The gender-sensitive Budget must directly connect these gaps and inequalities with the budgetary resources available to finance public policy and, at the same time, with the gender equality objectives which comply with and fulfil the regulations governing equality between men and women and the eradication of gender violence. This must be done at the time when public expenditure priorities are being determined. In this way a coherent exercise is carried out, enabling efficient allocation of public resources and accountability to citizens.

An analysis of how far the stipulations of the Order to draw up the Budget for 2021 have been met shows that 97.5% of the budgetary programmes of the Regional Ministries, Administrative Agencies and Special Regime Agencies include strategic gender objectives and 95.8% of these have operational gender objectives. For the first time in 2023, all programmes of the Administrative Agencies, Special Regime Agencies, public Enterprise Agencies and consortia have gender strategic objectives and gender operational objectives. This is the same with the seven instrumental bodies selected in the Andalusian public sector, which fulfil 100% of the obligation to define operational objectives in their planning, aimed at correcting gender inequalities produced in their area of activity.

In budgetary planning for 2023, strategic and operational objectives are also included and they fulfil the provisions of Law 13/2007. Overall, there is an increase in budgetary programmes which have defined one or more operational objectives aimed directly at preventing and protecting against gender-based violence, with a total of twenty-four, six of which include specific VG+ strategic objectives in their planning.

In addition, the Order to draw up the Budget includes an assessment of how well the recommendations made in the Gender Budgeting Audit Plan have been followed. The result of this assessment is that the public policy actions promoted following the gender Budget audits are considered more or less satisfactory in five of the follow-ups to the recommendations of the gender budgeting audit report, and inadequate in three of these, and partially fulfilled in one.

We will now indicate the principal resources which the budgetary sections and certain instrumental bodies of the Regional Government of Andalusia have planned for the improvement of situations of inequality between men and women which have been identified.

It is noteworthy that generally speaking, in most of the management bodies of the Andalusian Administration **relating to power and representation**, their action programmes use a wide variety of measures to improve and promote balance in the participation of men and women in terms of decision-making in an equal manner.

Of the **actions for economic support for the business sector**, which have seen their resources increase by 71.9%, reaching 237.5 million de euros, these are helping to achieve an innovative business network with improved gender balance in representation, especially in management posts, boosting consolidation and growth in Andalusian businesses. This effort is particularly concentrated in businesses in the area of technology and innovation where women are under-represented.

Tourism is a strategic sector within the economic and industrial growth of the Andalusian economy. To be specific, activities to plan, organise and promote tourism have increased by 96.4% compared to the previous year's Budget, with a total of 188.3 million euros. Within these activities, incentives will be given for recruiting women, by introducing equality criteria for the awarding of subsidies. In addition, training and skill-enhancing activities will be funded with the aim of improving the employability of women in the tourism sector.

In the area of **research, development and innovation, and digitisation**, specific research and innovation actions saw a 42.1% increase in their allocation,

which totalled 216 million euros. Some of these resources will be used to fund the implementation of a funding reserve for research projects headed by a woman as principal researcher, within the framework of the application of the I+D+I Strategy of Andalusia (EIDIA in the Spanish acronym), Horizonte 2027.

To this effect, the 2023 Budget is also making a major commitment to promoting a **cross-cutting digitisation strategy** through the principal public policies and is increasing its budget by 84%, to 308.9 million euros. The Digital Agency of Andalusia will set up activities to develop digital skills, and it is hoped that over 55% of those taking part will be women; the total reach of this measure is hoped to be 30,000. Under this policy, the reduction of gender gaps in the ITC sector and the constitution of technologically-based companies (EBT in the Spanish acronym) through the actions of the WomANDigital programme will also be addressed.

In the sectors of **Agriculture, Livestock and Fishing**, the reduction of gender inequalities may help stabilise the population and slow down the greater aging and masculinisation of the population in rural areas. Some of the actions intended for rural development, which have received an increase of 14.7% in this Budget, with a total of 68.4 million euros, will help create jobs for women in the rural environment so that they can attain equal participation with men. Such actions include gender diagnostics and promoting the participation of women in Rural Development Groups. Similarly, the Andalusian Association of Women in the Fishing Sector will be guaranteed participation in the Fishing Advisory Council, and equal representation will be imposed upon Local Action Fishing Groups (GALP in the Spanish acronym).

The **Education** policy has seen a budgetary increase of 884 million (10.3%) compared to the previous year's Budget, reaching 9,461.9 million euros for 2023. Nursery and primary education has increased by 7.3% with over 161.7 million euros more than the previous year, to reach 2,376.1 million euros, and secondary education and vocational training has also increased by over 486.4 million euros, to reach an allocation of 3,722.9 million euros. In 2023, for the first time, the planned actions will include increasing the participation of women in the technical writing teams for books produced in secondary education centres (secondary, baccalaureate, and vocational training). Similarly, gender diagnostics will be carried out on the specific characteristics of investments made in these type of centres, to determine the specifications that should be incorporated into the technical requirements for investment in infrastructure.

Vocational training has begun a process of transformation in which undoubted major progress is being achieved. For the academic year of 2022/2023 the number of places offered has increased to almost 159,000, around 7,000 more than the previous year. Furthermore, educational centres are using some of

this funding to develop educational programmes and interventions aimed at enhancing the skills of individuals, with no gender stereotypes, which set people on the road to success in education, boosting the skills that lead to academic success. The intention is, that by including the gender perspective, the vocational and academic guidance of students will be improved, so that the educational and academic options for young people of both sexes will no longer be influenced by traditional male or female “pathways”, but that the real skills or preferences of individuals will be the determining factor in their choices.

There has likewise been an increase in the amount of credit in compensatory education, up by 7.9% on the previous budget, to over 417.2 million euros. In the 2023 Budget, compensatory education shows its commitment to reducing the gender inequalities revealed by the suitability rate, where male students are obtaining lower results than female, although this trend has decreased over recent years. Eradicating this phenomenon, rooted in gender roles and stereotypes, helps reduce gender inequalities in a fair manner and focusses the distribution of resources on overturning phenomena that prevent the full development of Andalusian society in terms of equality, with special relevance to young people.

Resources aimed at improving investment in **Universities** have gone up by 3.8% with their allocation now at 1,631.5 million euros. Among the actions funded are plans to improve work-life balance in universities, to resolve gaps in representation that have been identified at the various different levels of university teaching and research. These plans can promote balance in the presence of men and women in posts of responsibility or greater commitment to research, on which access to professorships depends. In this way we intend to effect an increase in the percentage of female professors and a balance of men and women in the governing bodies of universities. Joint responsibility for care-givers is essential to achieve effective equality of opportunities for men and women in the academic and research environment.

In the area of **Employment and self-employment**, budgetary resources have reached a total of 989.3 million euros for 2023. The allocation for actions aimed at active employment policies is now 271.1 million euros, and for actions in employment counselling and intermediation it is 321.7 million euros. The latter include among other actions incentives for work-life balance, priority or preferential inclusion of women in job recruitment, anonymised assistance and inclusion in Personalised Integration Pathways (IPI in the Spanish acronym) intended for female victims of gender-based violence.

Actions aimed at self-employment and the social economy have increased their budgetary allocation by 33.3% compared to the previous year, with a

total of 87.3 million euros, highlighting the promotion of female participation in the administrative and management bodies of the representative entities of the social economy sector. Using these resources, help will be offered, among other actions, to self-employed women in Andalusia to help them start their business, and help with their Social Security contributions, so that the costs of these contributions will be reduced from the first year of setting up. And for those under 30 years old and who are women residents of towns of under 5,000 inhabitants, from the first day worked in the special regime of Social Security for independent or self-employed workers, with the aim of generating employment and guaranteeing the continuance of entrepreneurial activity.

The **Health** policy is increasing its credit by 10.9%, to reach 13,688.1 million. Generally speaking, the resources and services that will be provided by the Regional Government of Andalusia to citizens through health care actions are aimed at reinforcing healthcare services. Among the measures funded with this credit we should highlight the finalisation of the gender equality Map and its results on health, by using the data available and analysing differences by gender, which will help enhance the diagnostics, the monitoring of health actions and the improvement of indicators.

We will continue working to ensure early diagnosis of heart disease by incorporating the gender perspective, as scientific evidence shows that Acute Myocardial Infarction (AMI) may present with different symptoms for each gender and it is essential to be aware of these differences from the start of medical treatment. Similarly, measures aimed at improving the early diagnosis of cancer by using a gender focus will also be reinforced, especially in screening for colon cancer.

Within the framework of these actions, we will also seek to support caregivers, the majority of whom are women, identified with a diagnosis from nursing known as "exhaustion of the caregiver", as these people are vulnerable from the point of view of both their physical and mental health. Social mandates show major inequalities in caregiving, with women taking on the role of caregiver as part of their gender identity and coping with it in a more committed way than men, performing alone the most arduous of tasks and those which most affect their health and quality of life. The social changes which are occurring are transforming the models of care we have known up to now. Special attention will also be paid to the healthcare around gender-based violence, increasing awareness and understanding of the victims of gender-based violence and their children and enhancing the response to child abuse, promoting training in these matters for health professionals by developing training sessions and creating interdisciplinary Commissions to combat gender-based violence.

Within public health resources, which are increasing by 1.6% to 93.3 million euros, actions will be promoted that include the gender perspective in the content and execution of the comprehensive Health Plans, developing measures to reduce any gender gaps that are identified. The gender perspective will also be incorporated into the Strategy for healthy living in Andalusia and into the plans and programmes of the Environmental Health Service, especially the evaluation of environmental risks to find out the different effects of pollutants on men and women. Studying gender factors in health helps define the most effective policy measures and those best suited to the needs of the population.

The complementary pharmaceutical services, which account for a major share of over 2,566.5 million euros in 2023, will take account of gender variation in all reports on the consumption of pharmaceutical services, including in the pharmaceutical information system, FARMA. Through these actions we can ensure that the Andalusian Health Service is able to analyse gender bias in the provision of pharmacological treatment in general. Specifically for 2023 it is intended to decrease the level of consumption of benzodiazepines and anxiolytics among women.

Also of vital importance to making progress in gender equality are actions in **care for dependent adults** which have been strengthened by an increase of 15.3% compared to the previous budget, rising to over 2 billion euros for dependent adult care, active aging and disability. Greater allocation of budgetary resources to the various dependency services will result in an improvement in care and in gender equality because men and women will have greater opportunities to achieve a better work-life balance, and also because the population that will benefit is mainly female. The number of people aged over 65 who have a constant attendance allowance in Andalusia currently stands at 150,000, of whom 75% are women.

Within this same policy for work-life balance, equality and families, and projects of social interest, including measures aimed at promoting work-life balance, the **Andalusian Work-Life Balance Strategy** will be developed. This strategy coordinates the collaboration of all Ministries and public bodies so that public policy will promote joint responsibility in families by setting up work-life and joint responsibility measures. The funding which covers this action is increasing by 11.2%, to reach 51 million euros.

Budgetary credit for actions for the equality and advancement of women will increase by 1% to reach 24.2 million euros, to implement and consolidate equal treatment and opportunities between men and women in public policy and to include the gender perspective. Actions for protection against gender-

based violence are likewise strengthened by 53.2%, to over 28.4 million euros, highlighting the improvement in training professionals in various areas that are involved, in order to ensure greater attention is paid to victims, and to create working groups and support networks, and to better understand the reality in all its manifestations in Andalusia.

The Budget for **Agriculture, livestock and fishing**, 2,631.8 million, is increasing this year by 8.8%, that is, over 212 million more than the previous year. Actions to support the agricultural and livestock production sector receive a little over 1,760 million euros, with some of this intended to include a gender prioritisation criterion in the regulatory bases for awarding grants under the 2023 National Apiculture Programme in Andalusia. Alongside all this, work will continue to bring into being the gender equality commitments in the Strategic Plans of the new PAC 2023-2027, soon to come into force, which seek to achieve this objective in much more resolute way.

The **Sustainable Development** policy, with a Budget increase of 7.4% to 567 million euros, will dedicate resources to analysing economic and environmental activity with a gender focus and planning the strategic environmental policy of the Autonomous Region with regard to equality between men and women, with a view to development in mainly rural areas and promoting local participation, especially of women.

Concerning **Transport Infrastructure**, its budgetary share is increased by 57.4% to 1,146.9 million, 418.1 million euros more than in the previous Budget. Under this policy, actions are set up aimed at carrying out studies to look in depth at the different transport patterns and needs of men and women, with a view to establishing suitable corrective measures, such as those already planned to improve security and intermodality between the various transport systems. The **Housing, urban development and regional planning** policy has an increased budgetary allocation of 49.5%, to 477.6 million euros. Among the measures set in place in housing are those for the security and welfare of female victims of gender-based violence, establishing specific criteria for access to the various aid schemes. It is also intended to provide technical tools to include the gender dimension in the regional and town planning remit of the Regional Government of Andalusia.

As for the **Culture policy**, this will see its Budget increased by 8.6% to 219.7 million, with resources for the creative and book industries receiving the greatest increase, of 6.3% to 50.2 million. Credit for museums, cultural spaces and the dissemination and promotion of art is also increased, by 2% to 31.7 million. Among the planned measures are improving the inclusion of the gender focus in museum institutions, so that cultural programming can be a vehicle to raise awareness of gender equality and gender-based violence, especially among

a younger audience. Another aim is greater female participation in cultural employment and enterprise.

Finally, the **Sport policy** is increasing its allocation by 4.2% with 49.9 million euros. In this area, the greatest increase is seen in measures aimed at boosting sports activities and promotion (5.9%), whose credit goes up to 16.1 million. The various actions aim to increase the practice of sport among women, whether in a general way, as registered players of sports or as high-level performance sportspeople, as well as to help reduce gender-based violence and sexism in sporting competitions.

Impact evaluation

In light of all the above, the Gender Budgeting Impact Commission rules that the 2023 Draft Budget Law of the Autonomous Region of Andalusia contains budgetary actions designed to correct the gender inequalities identified and meet the mandates of the legislation currently in force in terms of equality between men and women, and it is therefore expected that they will have a POSITIVE IMPACT in reducing such inequalities.