
Public policies and violence against women. The State Pact against Gender-Based Violence in the Valencian Community¹

MONICA GIL JUNQUERO

Universitat de València
monica.gil@uv.es

YOLANDA JUBETO RUIZ

Universidad del País Vasco /
Euskal Herriko Unibertsitatea
yolanda.jubeto@ehu.eus

GABRIELA MORIANA MATEO

Universitat de València
gabriela.moriana@uv.es

ABSTRACT

The implementation of the State Pact against Gender-Based Violence (PECVG) involves the state, regional and local levels: the Spanish Government transfers of economic resources to the autonomous communities and municipalities. In this article, we will analyse the way the Government of Valencia distributed the PECVG resources during the period 2018 to 2023.

From the gender budgeting framework, we determine whether there is a suitable match between the regional budget's distribution of these resources and the needs detected to serve victims of violence against women. To do so, we conduct semi-structured interviews with professionals in this field and perform a document analysis of the regional budget and other institutional documentation.

We found that there is broad room for improving the proposed budgetary investment of these resources to make them an input that could foster a paradigm shift in the system that attends to victims of violence against women to ensure that it focuses on women's needs and interests.

1. This study is the result of the programme "Participatory tracking of the commitments undertaken in the 3rd Strategic Plan for Effective Equality between Women and Men (PEIEMH) 2022-2025" of the Ja! Gender Impact Platform, financed by the Institute of Women (Ministry of Equality, 2023).

KEYWORDS

State Pact, gender-based violence, violence against women, gender budgeting, Valencian Community.

1. Introduction

Violence against women is a human rights violation and a form of discrimination. The Council of Europe Convention on preventing and combating violence against women and domestic violence² acknowledges that this encompasses all acts of gender-based violence that do or may cause women physical, sexual, psychological or economic harm or suffering, including threats of undertaking these acts, coercion and the arbitrary deprivation of freedom in both public and private life. This is the same definition accepted by the Spanish State Strategy to Combat Gender-Based Violence (2022-2025).

Violence against women is the outcome of historical inequalities and men's power relations over women. It includes symbolic or cultural violence, structural violence and direct violence. Symbolic/cultural and structural violence underpin and legitimise direct violence and make it possible. Direct violence is the visible kind and includes physical, psychological, sexual and economic abuse, regardless of the woman's relationship with her aggressor and whether it takes place in public or in private. Institutional violence is also considered direct violence.

Spain has two main regulations for handling this kind of violence: Organic Law 1/2004, on Comprehensive Measures to Protect against Gender-Based Violence (LOMPIVG) (Ley orgánica 1/2004), and Organic Law 10/2022, dated 6 September 2022, on the Comprehensive Guarantee of Sexual Freedom (Ley orgánica 10/2022). The State Pact against Gender-Based Violence (PECVG) first contains all political parties' and institutions' public commitment to combat gender-based violence and aims to promote public policies to counter this violence as state policy. It was signed in 2017 in fulfilment of the 2004 law and the Istanbul Convention, while also seeking to respond to the claims of the feminist movement.

The PECVG initially lasted five years (2018-2022); however, in 2022, the Sectoral Conference on Equality approved its extension along with an improvement in its financing and the establishment of a joint framework of action and cooperation between the autonomous communities (ACs) and the General State Administration.

The regional governments and their local counterparts implement the PECVG in their spheres of influence based on the Spanish Government's transfer of power in order to avoid interfering

2. Also known as the Istanbul Convention, which was ratified by Spain and has been in force since 2014.

with the existing distribution of powers and to ensure that the measures taken fit the particular features and conditions of each region or area (Sierra & Garzón, 2023).

With this purpose in mind, the General State Budgets for the financial years 2018 to 2022 included 100 million euros per year earmarked specifically to the implementation of the PECVG in the ACs, Ceuta and Melilla. In the 2023 budget, which resulted from the agreements reached in 2022, the amount was raised to 140,202,020 euros, which were distributed among the ACs, Ceuta and Melilla based on the criteria stipulated by the Sectoral Conference on Equality.

In this article, we focus on studying the PECVG resources managed by the Valencian Community. We will inquire into whether the proposed investment of these funds outlined in the 2018-2023 budgets of the Government of Valencia (GV) meet the needs and help to overcome the weaknesses that the professionals in the sector identify in the current system that attends to women who suffer from gender-based violence. It is important to note that the study focuses on the annual spending forecast that the GV stipulated in its regional budget, a forecast that was made before the Sectoral Conference on Equality approved the exact amount to be allocated to each AC following the criteria established for this purpose.

While seeking to achieve our purposes, we have come upon two limitations: the difficulty entailed in decoding the Valencian budget, and the impossibility of gaining access to information on the decision-making process on how the PECVG resources are allocated.

In the pages below, after outlining gender budgeting (GB), the proposed methodology framing this study, we examine the way professionals view the system that attends to women who have suffered from gender-based violence. Based on this identification, we outline the proposed spending of the PECVG resources outlined in the GV budgets for the different financial years covered in this study. Then, we compare the experts' and professionals' views with the GV's decisions. We close the article with brief final considerations.

2. Methodology

The methodology used in this study was inspired by GB, whose main goal is to analyse all expenditure policies and all sources of income that have an impact on the living conditions of the women and men in a society from the gender perspective.

These studies tend to first emphasise policies that explicitly seek to work towards equal rights between women and men, and then they analyse the pertinence and relevance of other public policies. The analysis of policies that directly deal with the multiple forms of violence that women suffer from because they live in a sexist society tends to be considered one of the first steps in GB processes, given that they are specific policies aimed at equality which tend to have clear objectives and seek measurable results. However, this is not so easy in practice, primarily

because of the structural and multidimensional nature of violence, its cross-cutting relationship with other policies and the many obstacles to gaining access to the institutional and budgetary information needed.

One of the first tools defined for analysing public budgets from this approach was Diane Elson's suggestion that the beneficiaries assess the policies. This "aims to ascertain the viewpoints of current and potential beneficiaries, while also providing a picture of the extent to which the services provided reflect the perception of their needs" (Jubeto, 2008: 17). We have adopted this tool as the lodestar of this study applied to the experience in Valencia.

The main research techniques we used in this article are semi-structured interviews and document analysis. The former enabled us to access the narratives of professionals in the field of attending to women who have suffered or are suffering from violence against women, thus providing us with information that cannot be found in the institutional documentation. These spaces of dialogue enabled us to gather the assessments and identify the shortcomings and needs of the system that attends to women who suffer from gender-based violence. We held four totally anonymous interviews with professionals with extensive experience: two professionals from third-sector organisations (INT_3RS_1 and 2), one equality officer at a local organisation (INT_EL_1) and one professional linked to a specialised public reference facility (INT_SE_1).

The document analysis enabled us to decode electronic documents, understand their meaning and draw from the data they provide. The main target of the analysis was the GV budgets, as well as the contents and documents on the institutional websites. The budgets analysed were from the period spanning from 2018 to 2023, both included.

In the process, we found different junctures or times when it was particularly difficult to follow the money trail. The main obstacle was the lack of clarity in the identification of PECVG resources in the GV budget, given that no explicit references were included. Therefore, we had to dig into the GV's income budget to identify which state transfer might be the PECVG. Among the transfers from the Ministry of Labour, Migrations and Social Security, we found one whose various purposes included "the promotion and implementation of actions to foster prevention and attend to women victims of gender violence". We have assumed that the part of the resources in this transfer earmarked specifically to fight violence against women were from the PECVG.

Having identified the income code of the PECVG resources, we then traced the line or connection with the expenditures that were earmarked to be funded with these resources each year. The programme where these resources went was called the Programme to Fight Gender-Based Violence, and it is included in the "Gender equality" budgetary programme. Based on this identification, we located the three budgetary expenditure lines into which the Programme to Fight Gender-Based Violence was broken down. By looking into the budget documentation, we got information on the beneficiary population, the description and purpose of some of these lines, as well as the way it was allocated and the existence of co-financing. However, in other lines the budget did not include any further information than a numerical or alphabetical code, based on

which it is impossible to follow the money trail and analyse how it was allocated beyond knowing in which budgetary chapter it is included.

The second difficulty we encountered was the impossibility of interviewing staff in the Valencian public administration, despite having requested it several times in different ways. We specifically wanted to talk to staff at the organisation with powers on gender-based violence matters, who could have provided us with information on the decision-making process on the way these funds are allocated.

3. Assessment of the system that attends to women who suffer from gender-based violence

In this part, we report on the interviewed professionals' assessments of the main resources and services in the Valencian system that attends to women suffering from gender-based violence, specifically outpatient centres, residential centres and monetary benefits.

3.1. Outpatient centres: Xarxa de Centres Dona (Women's Centres Network) and Alba Programme

Women's Centres Network

This network provides comprehensive care for women who have suffered from gender-based violence, sexual violence or sexual harassment, as well as any other manifestation of violence against women. It also offers their children psychological care. It is comprised of centres with different features: the ones in the provincial capitals are open 24/7 (that is, 24 hours a day, 7 days a week) and provide social, psychological and legal support in situations of crisis, as well as subsequent follow-up. Since 2018, there have been two centres in two coastal cities in Alicante with the same mission, but they are open 14 hours a day, every day, instead of 24/7. Since March 2019, between five and seven Centres Dona Rural i d'Interior (CDRI) (Rural and Inland Women's Centres) have opened in inland towns; their teams travel from town to town and their facilities are open 12 hours a day, 6 days a week.

From 2018 to 2023, the Women's Centres Network belonged to what was then called the Direcció General de l'Institut Valencià de les Dones (Directorate General of the Valencian Women's Institute).³ This institution is now outsourced, and nobody submitted a bid in its last tender,

3. In the first term of the "Botànic" coalition government (2015-2019), it was called the Direcció General de l'Institut Valencià de les Dones i per la Igualtat de Gènere (Directorate General of the Valencian Institute for Women and Gender Equality), but its name was changed in that government's second term (2019-2023). In this study, we use this last official name until the May 2023 elections, Direcció General de l'Institut Valencià de les Dones (Directorate General of the Valencian Women's Institute).

which was announced in 2023. The professionals working there criticised the precariousness of their working conditions. According to the interviewees, these circumstances end up having negative repercussions on the care that the women receive.

This is a core facility in the care system, and perhaps for that reason the professionals interviewed paid particular attention to assessing it. They roundly criticised the difficulty that women in inland regions face in accessing these resources. They believe that despite the opening of the CDRI, the problem still persists because few resources have been allocated to it, and it has low staffing levels and limited timetables (Monday to Saturday from 9 am to 9 pm). All of this means that the care is very spaced out over time, which has negative repercussions on the quality of the service and the women's recovery process.

The second issue that arose repeatedly and forcefully in the interviewees' discourses had to do with the power to validate a woman's status as a victim of gender-based violence. This validation is important for the women, because it allows or facilitates their access to different public resources (grants, loan renewals, etc.), but it is not a blanket validation because it has to be requested each time or for each case.

In the Valencian Community, the regional government has conferred this validation power exclusively on the Centres Dona 24 Hores (CD24H) (24-Hour Women's Centres). This means that the service receives many requests for appointments from women who are only interested in securing that validation, since they may be receiving multidisciplinary, continuous care at another facility (private, third sector, etc.). This results in two negative effects: delays and revictimisation. The facility becomes overloaded, which delays processing and thus postpones the women's receipt of the validation, with all the consequences this may entail for the processes in which they are involved. Likewise, it also causes revictimisation, given that the women have to explain their entire experience yet again to the CD24H professional.

Alba Programme

This programme is targeted at women experiencing sexual exploitation in contexts of prostitution and/or human trafficking. The assessments of the programme by the experts and professionals is particularly emphatic: "It's all smoke and mirrors, because it's not real" (INT_3RS_2). They primarily question the allocation of material resources for the programme to deal with the needs of this group, which is large yet scattered throughout the territory. They state that the programme has a single mobile unit – in addition to the headquarters – in each of the three provinces to attend to all the women. They say that this care ends up being reduced to validating their status as victims of sexual exploitation, which allows the women to register their residence and apply for assistance, although they question whether this can be considered comprehensive intervention, as the programme's description and objectives claim.

3.2. Residential centres or shelters specialised in attending to women victims of gender-based violence

These facilities provide temporary housing with the goal of offering a residential space along with comprehensive care to promote personal autonomy, as per the Social Services Law (2019). The system that attends to women who have suffered from gender-based violence includes shelter places in private residential centres with agreements with the Government and places in public residences, most of which are privately managed. They all report to the Directorate General of the Valencian Women's Institute, and their numbers increased between 2015 and 2023. Moreover, in the 2019 agreement, the types of shelter facilities were diversified in an effort to specialise the care according to the women's needs.

The professionals interviewed levelled serious overall criticisms of the nature of these facilities because they believe that they have an important class bias, which translates into the women's institutionalisation in rigid processes of social exclusion that last varying lengths of time.

In connection to this overall critique, they pointed out two specific aspects: the number and profile of shelter places and the intervention methodology. Regarding the former, they believe that there is a shortage of places available compared to the existing needs. They also stated that the administration's attempt to tailor the places according to specific situations of violence and social exclusion processes has failed. In this regard, they highlight three issues: admissions depend on the free places available when the shelter need arises, the women who enter the centres due to violence are in situations of social exclusion, and these women are very unlikely not to have experienced violence. The women who enter these facilities are struggling with serious problems, as well as addictions and undiagnosed mental health problems. Given all this, women with different profiles and their children end up living together at these facilities, which makes peaceful cohabitation difficult. Not having facilities tailored to the women's needs or profiles has negative repercussions on the intervention processes.

Regarding the treatment methodology or model, some professionals question what is being done at certain shelter facilities. First, they point out the dynamics of obligation and control entrenched in these facilities, which make it difficult to encourage autonomy. These women are stripped of fundamental rights like freedom of movement and privacy; in fact, at some centres, they still have to share a room with other women and their children.

The interviewees believe that most of the women leave the centres in the same condition which led them to enter them because the residential facilities are unable to meet the needs that brought them there, such as the lack of housing, income and paid work. Bearing in mind that these women are raising their children on their own, they have to combine productive and reproductive work, and they often have very low educational levels. Given all these circumstances, the professionals believe that these residential facilities have to be questioned.

3.3. Economic assistance

Women who have suffered from gender-based violence and meet certain social and economic requirements have the right to obtain different kinds of economic assistance. The main ones are the Renda Activa d'Inserció (RAI) (non-contributory job-seekers' allowance); emergency assistance; single-payment assistance based on Article 27 of the Organic Law on Comprehensive Protective Measures against Gender-Based Violence; and indemnification for death, major incapacity and permanent complete incapacity due to gender-based violence.

The professionals interviewed revealed that not having economic and residential autonomy makes it more difficult for some women who suffer from gender-based violence to break away from their aggressors. In this sense, they state that the economic assistance provided by the social services system is insufficient. They say that the RAI is inadequate to cover the needs of women with family responsibilities. The RAI is a kind of economic assistance targeted at people who meet the following conditions: they are unemployed, they are registered with the LABORA office and they have a given income level. According to its name, the RAI comes with a programme and sequences of actions aimed at improving its recipients' chances of joining the job market.

Likewise, the professionals interviewed state that access to the single-payment assistance stipulated in Article 27 is heavily restricted, given that the majority of women are of an employable age. This is a specific form of assistance for women who have suffered from gender-based violence, who can validate this status and who primarily meet two criteria: their income level is no more than 75% of the minimum interprofessional wage, and they have justification from the public employment service that they face particular difficulties securing a job.

4. Budgetary distribution of the resources transferred by the Spanish Government to fight gender-based violence

The amount included in the GV budgets as transfers from the Spanish Government to the 2018-2023 Programme to Fight Gender-Based Violence is 48,722,690 euros, all included in the expenditure budget of section 16, "Vice Presidency and Ministry of Equality and Inclusive Policies".

In view of the budgetary programmes, these resources are distributed very unevenly among three programmes. Specifically, 89.75% is funnelled through expenditure programme 323.10, "Gender equality", whose second objective is "to promote and implement actions to favour attention to women who suffer from gender-based violence". Another 6.15% of the resources are included in the budget of programme 313.30, "Children and adolescents" (2019), which contains two lines of action that refer to gender-based violence. Finally, 4.1% of the remaining resources are allocated to budgetary programme 311.20, "System management and organisation" (2021),

which is associated with organising and coordinating the local social services system, which includes local equality units.

Regarding the budgetary chapters, as shown in Table 1, the almost 49 million euros are mostly allocated to two chapters: chapter 2, which includes current expenditures on goods and services, and chapter 4, which corresponds to current transfers. However, a small part is also allocated to chapter 7 (capital transfers).

TABLE 1

Economic classification of the resources (2018-2023)

Use of financing	Amount (euros)	Chapter
Programme to Fight Gender-Based Violence	20,416,060.00	4
	28,006,630.00	2
	300,000.00	7

SOURCE: Authors, based on GV budgets.

It is important to stress that all we know of the 28,006,630 euros allocated to chapter 2 is that it is used to finance current expenditures on goods and services, which also includes hiring professionals for certain tasks. The way the GV budget is presented makes it impossible to more specifically identify how these resources are invested.

In contrast, for the resources allocated to chapters 4 and 7 (which account for 42.5% of the total transfer from the PECVG), it is possible to more specifically ascertain the description and purposes of the different proposed expenditures to which they are assigned. These resources are allocated to thirteen expenditure lines, the first four of which are earmarked 74% of the resources. Table 2 shows the different lines and the corresponding budgetary allocation for the period as a whole.

TABLE 2

Budgetary expenditure lines financed (2018-2023)

Name of the line	Budgetary allocation of expenditure 2018-2023 (euros)
Assistance for women victims of gender-based violence	5,700,000.00
Valencian Equality Network	3,990,000.00
Concerted action social exclusion and gender-based violence centres (2020) / Concerted action residential centres for gender-based violence and specialised prevention and care service for women victims of human trafficking and prostitution ⁴	3,061,060.00
Emergency fund to combat violence against women	2,600,000.00
Basic primary care	1,995,000.00
Programme to foster equality and job placement	1,025,000.00
Indemnification fund for death, major incapacity and permanent complete incapacity due to gender-based violence	1,000,000.00
Promotion of women's equality and associationism	100,000.00
Public University Agreement on Gender Perspective / Public Universities on Gender Perspective (2023)	500,000.00
Women's housing investment	300,000.00
Programmes to attend to women in situations of social exclusion	265,000.00
Women's housing maintenance	100,000.00
UV Chair agreement / Innovation Chair to Combat Violence against Women (2023)	80,000.00
Total	20,716,060.00

SOURCE: Authors, based on GV budget.

4. The name of this line in 2020 was "Concerted action social exclusion and gender-based violence centres", and later it was called "Concerted action residential centres for gender-based violence and specialised prevention and care service for women victims of human trafficking and prostitution". This change may reflect the Government's announcement that these centres would become specialised, which created new jobs to attend to women victims of human trafficking.

5. Analysis of budgetary allocations of PECVG resources based on professionals' assessments and document analysis

The professionals interviewed unanimously stated that there is no transparency in the way the GV uses the PECVG funds: “None whatsoever. We do not know what the GV spends the money on” (INT_3RS_1). Even staff associated with the GV resources stated the following:

The fact is that as professionals, we do not receive this information [...]. I don't know what part of the State Pact goes to the Women's Centre and what part goes to the Alba Programme. I don't even know about the residential housing. I don't know if money from the State Pact goes there, to those facilities. I really don't even know that (INT_SE_1).

Based on the analysis conducted in the above sections, we find that some of the PECVG resources are allocated to two of the facilities and/or services which the professionals identified as having shortcomings (residential centres and economic benefits), but another part of the resources is earmarked for other purposes that do not appear in the professionals' narratives. Below is a brief analysis of each budgetary line financed for the period 2018-2023.

5.1. Three main forms of economic assistance

Economic assistance for women victims of gender-based violence

The amount assigned for this kind of assistance in the GV budgets is 5,700,000 euros, which accounts for 11.7% of the total. The budgets state that this is for “economic assistance for women victims of gender-based violence without sufficient resources and with special difficulties securing a job, with the goal of facilitating their social integration”. Given this definition, we understand that this is the single-payment assistance mentioned in article 27 of the LOMPIVG.

In addition to the professionals' warning that access to this assistance is highly restricted, it is important to note that it is charged to the general state budgets, even though the autonomous community awards and pays it. That is, this assistance was funded by the Spanish Government before the PECVG existed.

Emergency fund to combat violence against women

This budgetary line contains 2,600,000 euros from the PECVG (5.3% of the total resources transferred). Given the description of this line included in the budgets, we believe that this emergency fund contains the assistance included in article 55 of GV Law 7/2012, dated 23 November 2012, namely the Comprehensive Law to Combat Violence against Women in the Valencian Community (Llei 7/2012). This single-payment assistance is targeted at covering basic needs (food and hygiene), housing (rentals or temporary housing), transport or commutes, or any other need that aims to ensure the victims' safety and/or protection. It also covers the expenses of transport or repatriation in case of death (Article 55 bis).

It should be noted that according to the Valencian Law to Combat Violence against Women, this fund should be charged to the GV budgets (article 55.2). This means that the GV had pledged to cover these expenses with resources from its own coffers prior to the existence of the PECVG.

Indemnification fund for death, major incapacity and permanent complete incapacity due to gender-based violence

The amount assigned to this budgetary line is 1,000,000 euros, which is equivalent to 2% of the total. The purpose of this fund is to cover or finance the right to indemnification due to death, major incapacity or permanent complete incapacity resulting from gender-based violence (Article 16 of the Valencian Law to Combat Violence against Women).

Just as with the other forms of economic assistance discussed above, in this case the Valencian Government had also previously pledged to pay these expenses with its regional budget. Therefore, in all three kinds of economic assistance, the Pact's contribution does not necessarily increase the number of resources earmarked to the fight against gender-based violence; instead, the source of financing has merely been shifted.

5.2. Concerted action residential centres for gender violence and specialised prevention and care service for women victims of human trafficking and prostitution

This line has a budgetary allocation of 3,061,060 euros (6.3% of the total). The description of its purpose is:

To finance agreements to care for women in residential centres specialising in attending to women at risk of or in situations of social exclusion, as well as residential centres to shelter victims of gender-based violence, including in both cases their minor children and minors under their stewardship, guardianship or custody who are the victims of this violence, as well as a specialised prevention and care service for women victims of human trafficking and sexual exploitation in areas of prostitution.

We found a direct relationship between this and two other lines of expenditure included in Table 2: "Women's housing maintenance" (100,000 euros) and "Women's housing investment" (300,000 euros). Therefore, we can conclude that the resources earmarked for residential places have a total budgetary allocation from the PECVG of 3,461,060 euros during the entire period studied.

These resources are allocated to reinforce the existing shelter system and keep up a line of work that has nothing to do with the need for the paradigm shift claimed by the professionals interviewed. They say that interventions with women in situations of social exclusion should consist of supporting processes leading from dependency to autonomy, intervening from the community and providing them with the resources they need to achieve this, instead of dictating what

these processes should look like. Women should only be sheltered under extraordinarily urgent conditions, and their stay should last as briefly as possible until they are provided the normalised economic conditions and housing they need to live independently of both their aggressors and the social services.

5.3. Valencian Equality Network

The budgetary line called “Valencian Equality Network” was allocated 3,990,000 euros during the period studied (8.2% of the total). Its purpose is to “hire quality agents and promoters for local organisations in the Valencian Community to promote and integrate equality in municipal policies”.

We found another budgetary line that we believe is meant for the same purpose: “Basic primary care” (1,995,000 euros), which is part of programme 311.20 “System management and organisation”, given that after the approval of the Law on Inclusive Social Services of the Valencian Community (2019), equality agents and promoters are located in the basic social services’ equality units.

According to the institutional report, the Valencian Equality Network is comprised of four programmes, the third of which is called “Detecting gender-based violence and other kinds of violence against women”. This report states that this area, which encompasses both prevention and actions to attend to women, ranks second in the number of actions undertaken in the different financial years, although far behind the number of actions in the “Personalised information, guidance and advice for women” programme.

5.4. Competitive grants

A total of 1,390,000 euros is earmarked to three budgetary expenditure lines associated with competitive grants (2.9% of the total), all co-financed with the Valencian Government’s resources. Two of these grants are targeted at civil society organisations: Fostering Equality and Associationism Among Women, and Programme to Attend to Women in Situations of Social Exclusion. The third one includes grants targeted at local organisations under what is known as the Programme to Foster Equality and Job Placement.

When we asked the professionals about these grants, they were critical. Specifically, they questioned different issues regarding the grants targeted at the third sector. First, they mentioned the grants’ small amount of funding, which directly conditions the activities they can perform, while also pointing out that the justification of the grants awarded had to include the entire cost of the project submitted, regardless of the amount ultimately funded. Secondly, they questioned the fact that there is no requirement for the organisations applying for this grant to specialise in equality or violence issues. Thirdly, they stressed that they are not specific grants to deal with violence, so determining how much of the resources invested are actually allocated to fighting violence against women is tricky. Finally, they mentioned the lack of real time

available to implement the projects that are awarded funding in all three grants. The GV takes a long time to process and decide on the grants, so there is virtually no real implementation time. In the case of the grants targeted at local organisations, the recent decisions have been published in the month of December, while the end of the implementation period is set at 31 December of that same year.

Finally, in the budgetary analysis performed, we found incoherence in the grant targeted at local organisations in that the GV transfers part of the PECVG resources meant for the region to the local level, given that there are direct transfers from the PECVG to the municipalities.

5.5. Direct awards to public universities

These awards take shape in two budgetary lines: the UV Chair Agreement (Innovation Chair to Combat Violence against Women in 2023), with 80,000 euros, and the Public University Agreement on the Gender Perspective, with 500,000 euros. What drew our attention in the former is the fact that this chair does not appear in the open directory of chairs at the Universitat de València. The second line, according to the budgets, seeks “the cross-cutting inclusion of the gender perspective”.

6. Final considerations

In this article, we have used the gender budgeting approach to delve into the budgets of the Government of Valencia to inquire into the resources transferred from the Spanish Government within the PECVG. Specifically, we have analysed these resources based on the assessment of the current care system by professionals in the sector that attends to violence against women. Thus, we sought to ascertain to what extent the facilities and services funded with these resources meet the needs detected by the professionals in the sector, with the understanding that they have first-hand familiarity with the needs, shortcomings and strengths of the system.

In the course of this study, we have found shortcomings in the regional management of the PECVG resources in terms of transparency. These resources are not visible in the budget *per se*, and the organisation that holds powers on gender-based violence matters would not meet with us, which would have helped us to understand the decision-making process on how these resources are used. The discourses of the professionals interviewed corroborated the lack of transparency in the use of the PECVG resources.

The professionals’ assessment of the facilities and services to attend to violence against women in the Valencian community is particularly critical. They believe that they are insufficient because – they claim – they do not guarantee rights; that is, women and their rights are not the crux of the system. Along with this overall assessment, they highlight the following aspects:

a) a major lack of coordination among the different facilities and in the delimitation of their respective powers; b) the lack of an intersectional perspective in the interventions; c) insufficient outpatient care facilities and excessive concentration in the provincial capitals; d) the need to rethink the intervention methodology and even the paradigm of residential facilities; and e) the lack of quality, which is directly associated with the outsourcing of services and facilities, which affects both the professionals' working conditions and the services provided. The interviewees' discourses revealed the importance of the CD24H and residential facilities within the framework of the care system.

Regarding the budgetary analysis, it is important to note that given the way the Valencian budget is presented, we were only able to identify how 42.5% of the resources were used. Of the remainder, we only know that they were earmarked to chapter 2, which includes current expenditures on goods and services. The resources whose use we were able to identify were distributed into thirteen budgetary expenditure lines, all associated with the budgetary section of the Ministry of Equality and Inclusive Policies and most of them allocated to the chapter on current expenditures (except 300,000 euros allocated to chapter 7, capital transfers).

When we crossed the professionals' assessments with the budgetary analysis, we found major discrepancies between them. The only points where they both matched is in shelters and economic assistance. Regarding shelters, the budgetary allocation in no way reflects the professionals' claims nor their calls to rethink the intervention model. With regard to economic assistance, the analysis of the budget and the corresponding laws shows that prior to the PECVG, the Spanish and Valencian governments had already pledged to cover the cost of this economic assistance. Therefore, the PECVG investment does not necessarily increase the amount of resources earmarked to fight violence against women but instead only shifts their source of financing.

In contrast, the Women's Centres Network, a core facility in attending to women who have suffered from gender-based violence, and the Alba Programme are not earmarked resources from the PECVG. In contrast to the lack of financing for these services and facilities, we find that PECVG resources finance other budgetary lines like the Network of Equality Agents, competitive grant programmes targeted at the third sector and local organisations, and universities. Based on the analysis of this last set of budgetary lines, it can be stated that they have little to do with the priorities detected by the professionals interviewed.

There is, thus, a major gap between the needs detected by the professionals and the Valencian Government's proposed investment of the funds, so we conclude that the Valencian Government's plans on how to spend the PECVG resources are not based on the needs and priorities identified by the professionals interviewed. In this sense, it is important for the Valencian Government, just like for any government, to include professionals in the sector and organisations working to fight violence against women when defining the expenditure lines to be funded with the PECVG resources. Managing the PECVG funds using this logic could become input to push

for a paradigm shift in the system attending to violence against women so it focuses on women's needs and realities. Budgets and public policies have to include women and their organisations not only as the targets of intervention but also as active agents in planning, monitoring and accountability, since increasing the transparency and participatory processes with the groups affected can make it possible to more effectively grapple with this dire, structural social problem.

References

- CORONEL-RODRÍGUEZ, Erika M.; NARVÁEZ-ZURITA, Cecilia I.; ERAZO-ÁLVAREZ, Juan C. (2020). "Evaluación del proceso de planificación y del ciclo presupuestario para los Gobiernos Autónomos Descentralizados". *Revista Arbitrada Interdisciplinaria KOINONIA* [online], 5 (10), pp. 63-91. <<http://dx.doi.org/10.35381/r.k.v5i10.688>> [Retrieved: 5 March 2024].
- GENERALITAT VALENCIANA – VICEPRESIDÈNCIA I CONSELLERIA D'IGUALTAT I POLÍTiques INCLUSIVES (2022). *Informe anual Red de Centros Mujer 24 Horas* [online]. <<https://links.uv.es/9M0H0os>> [Retrieved: 1 March 2024].
- (n. d.). *Acciones en políticas de igualdad 2015-2021* [online]. <<https://links.uv.es/WJg7bh7>> [Retrieved: 1 March 2024].
- (n. d.). *Resumen Informe anual 2022 Red Valenciana de Igualdad* [online]. <<https://links.uv.es/KJGb6Dy>> [Retrieved: 1 March 2024].
- GOBIERNO DE ESPAÑA – MINISTERIO DE LA PRESIDENCIA, RELACIONES CON LAS CORTES E IGUALDAD (n. d.). *Documento refundido de medidas del Pacto de Estado en materia de Violencia de Género. Congreso + Senado* [online]. <https://violenciagenero.igualdad.gob.es/pactoEstado/Documento_refundido_PECVG.pdf> [Retrieved: 15 February 2024].
- JUBETO RUIZ, Yolanda (2008). "Los presupuestos con enfoque de género: Una apuesta feminista a favor de la equidad en las políticas públicas". *Cuadernos de Hegoa*, 43, pp. 5-33.
- JUBETO RUIZ, Yolanda; GIL JUNQUERO, Monica (2022). "Una mirada feminista a los presupuestos públicos municipales". In JUBETO RUIZ, Yolanda; GIL JUNQUERO, Monica (coords.) *Economía feminista, políticas públicas y acción comunitaria: Brújulas y herramientas para la transformación local*. Valencia: Tirant lo Blanch, pp. 31-49.
- MORIANA MATEO, Gabriela (2022). "Disciplinamiento en roles sexuales tradicionales. La institucionalización de las mujeres en centros residenciales". *Asparkia: Investigació Feminista* [online], 40, pp. 237-259. <<http://dx.doi.org/10.6035/asparkia.6176>> [Retrieved: 15 April 2024].
- SIERRA, Jeammy J.; GARZÓN, Yenny Y. (2023). "Evaluación del diseño para adaptar políticas públicas en territorios". *Administración y Desarrollo* [online], 53 (2), pp. 1-34. <<https://doi.org/10.22431/25005227.vol53n2.9>> [Retrieved: 1 March 2024].

Websites

- GENERALITAT VALENCIANA. *Pressupostos anuals GVA. Exercicis 2018-2023* [online]. <<https://hisenda.gva.es/va/web/presupostos/hacienda-presupuestosanteriores>> [Retrieved: 15 May 2024].
- *Rendició de comptes X Legislatura 2019-2023* [online]. <<https://rendiciocomptes.gva.es/es>> [Retrieved: 3 May 2024].

Legislation and legal documents

- COUNCIL OF EUROPE (2011). *Council of Europe Convention on preventing and combating violence against women and domestic violence* [online]. <<https://www.coe.int/en/web/gender-matters/council-of-europe-convention-on-preventing-and-combating-violence-against-women-and-domestic-violence>> [Retrieved: 25 February 2024].

- “Decret 20/2018, de 9 de març, del Consell, de modificació del Decret 63/2014, de 25 d’abril, pel qual s’aprova el Reglament per al reconeixement de les indemnitzacions i els ajuts econòmics a les víctimes de violència sobre la dona, a la Comunitat Valenciana”. *Diari Oficial de la Generalitat Valenciana*, No. 8260 (23 May 2018).
- “Decret 170/2020, de 30 d’octubre, del Consell, d’aprovació del Reglament orgànic i funcional de la Vicepresidència i la Conselleria d’Igualtat i Polítiques Inclusives. *Diari Oficial de la Generalitat Valenciana*, No. 8959 (24 November 2020).
- “Decret 188/2021, de 26 de novembre, del Consell, de modificació del Decret 181/2017, de 17 de novembre, del Consell, pel qual es desplega l’acció concertada per a la prestació de serveis socials a l’àmbit de la Comunitat Valenciana per entitats d’iniciativa social; del Decret 59/2019, de 12 d’abril, del Consell, d’ordenació del sistema públic valencià de serveis socials; del Decret 38/2020, de 20 de març, del Consell, de coordinació i finançament de l’atenció primària de serveis socials; i del Decret 34/2021, de 26 de febrer, del Consell, de regulació del mapa de serveis socials de la Comunitat Valenciana”. *Diari Oficial de la Generalitat Valenciana*, No. 9238 (20 December 2021).
- “Ley orgánica 1/2004, de 28 de diciembre, de medidas de protección integral contra la violencia de género”. *Boletín Oficial del Estado* [online], No. 313 (29 December 2004). <<https://www.boe.es/eli/es/lo/2004/12/28/1/con>> [Retrieved: 5 March 2024].
- “Ley orgánica 10/2022, de 6 de septiembre, de garantía integral de la libertad sexual”. *Boletín Oficial del Estado* [online], No. 215 (7 September 2022). <<https://www.boe.es/eli/es/lo/2022/09/06/10/con>> [Retrieved: 5 March 2024].
- “Llei 7/2012, de 23 de novembre, de la Generalitat, integral contra la violència sobre la dona en l’àmbit de la Comunitat Valenciana”. *Diari Oficial de la Generalitat Valenciana*, No. 6912 (28 November 2012). [*Boletín Oficial del Estado* (online), No. 297 (11 December 2012)]. <<https://www.boe.es/eli/es-vc/l/2012/11/23/7/con>>. Retrieved: 5 March 2024].
- “Llei 3/2019, de 18 de febrer, de la Generalitat, de Serveis Socials Inclusius de la Comunitat Valenciana”. *Diari Oficial de la Generalitat Valenciana*, No. 8491 (21 February 2019). [*Boletín Oficial del Estado* (online), No. 61 (12 March 2019)]. <<https://www.boe.es/eli/es-vc/l/2019/02/18/3/con>>. Retrieved: 10 March 2024].
- “Ordre 6/2016, de 21 de març, de la Vicepresidència i Conselleria d’Igualtat i Polítiques Inclusives, per la qual s’estableixen les bases reguladores de les ajudes per a programes de serveis socials especialitzats en l’atenció a dones en situació o en risc d’exclusió social”. *Diari Oficial de la Generalitat Valenciana*, No. 7751 (1 April).
- “Ordre 10/2019, de 31 d’octubre, de la Vicepresidència i Conselleria d’Igualtat i Polítiques Inclusives, per la qual s’estableixen les bases reguladores que regiran el procediment de concessió d’ajudes econòmiques destinades a entitats locals per al desenvolupament de programes que fomentin la igualtat entre dones i homes i/o la inserció laboral de les dones, i la convocatòria per a l’exercici 2019”. *Diari Oficial de la Generalitat Valenciana*, No. 8673 (8 November).
- UN (1993). *Declaration on the Elimination of Violence against Women* [online]. <<https://www.ohchr.org/en/instruments-mechanisms/instruments/declaration-elimination-violence-against-women>> [Retrieved: 10 March 2024].