

# **Government at a Glance 2023**

## **Country Notes**

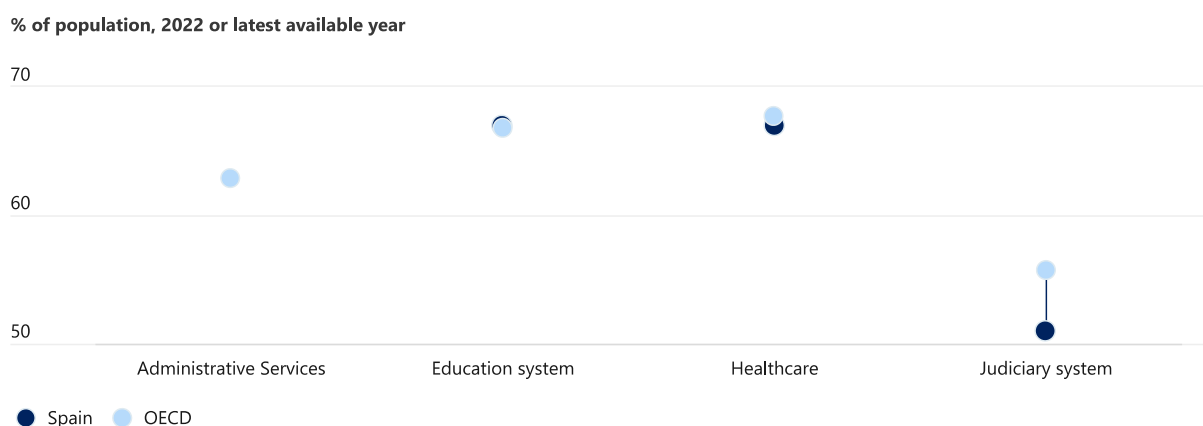
# Spain

## Trust and satisfaction with public services

Trust in public institutions and satisfaction with public services are important yardsticks of the quality of public governance. They reflect people's perceptions of government competence in designing and delivering policies and services, and expectations on the behaviour of public institutions and their representatives. Although high trust in public institutions is not a necessary outcome of democratic governance, trust and satisfaction with public services facilitate effective governance, as they correlate with high rates of compliance with policies, participation in public life and social cohesion.

**Satisfaction with public services in Spain is in line with the OECD average values.** Slightly more than two thirds (67%) of people reported being satisfied with the education and healthcare systems, similar to OECD averages across OECD countries, 67% and 68% respectively. Slightly above half of respondents in Spain were satisfied with the judiciary system, below the OECD average (56%).

**Figure 1. Satisfaction with public services, 2022**



## Achieving results with good governance practices

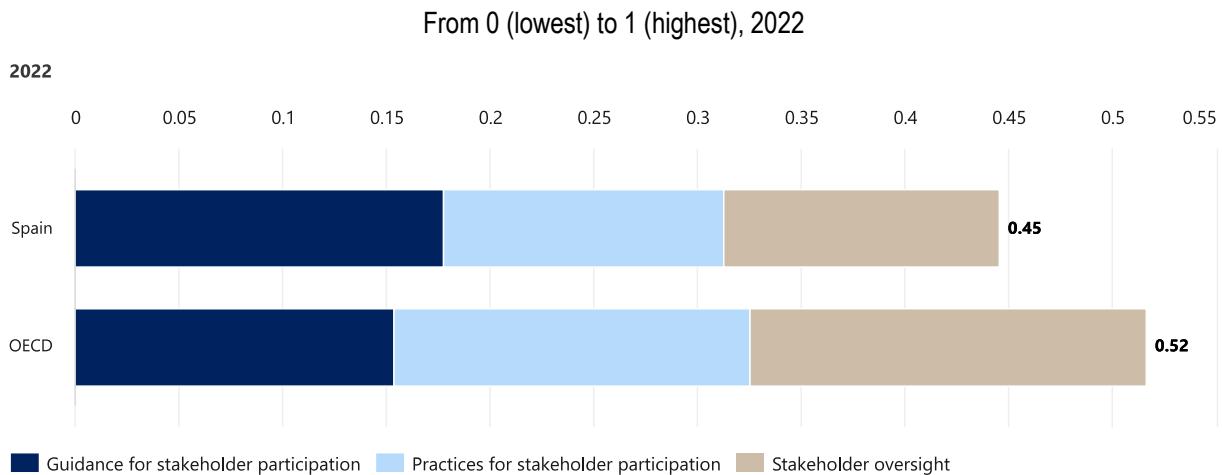
In an age of multiple crises, governments need to adopt more advanced practices to build trust in public institutions and enhance democratic resilience. Actions include building on democratic strengths, such as enhancing citizen and stakeholder engagement in decision making; reinforcing key competences to handle crises, such as budgeting and public financial management processes to address the green and digital transitions; and protecting against threats to democratic values, such as maintaining effective public integrity rules and promoting ethical use of artificial intelligence.

Citizen and stakeholder engagement in decision making helps to improve the design, implementation, and public acceptance of policies, infrastructure and services. The OECD Infrastructure Governance Index

(IGI) on stakeholder participation provides an overview of countries' performance in developing national guidance for stakeholder engagement, promoting their effective participation, and ensuring stakeholder oversight over infrastructure projects.

**Spain scores 0.45 in the IGI on stakeholder participation, which is below the OECD average (0.52).** It scores 0.18 (out of a maximum value of 0.33) on stakeholder participation guidance, which is higher than the OECD average.

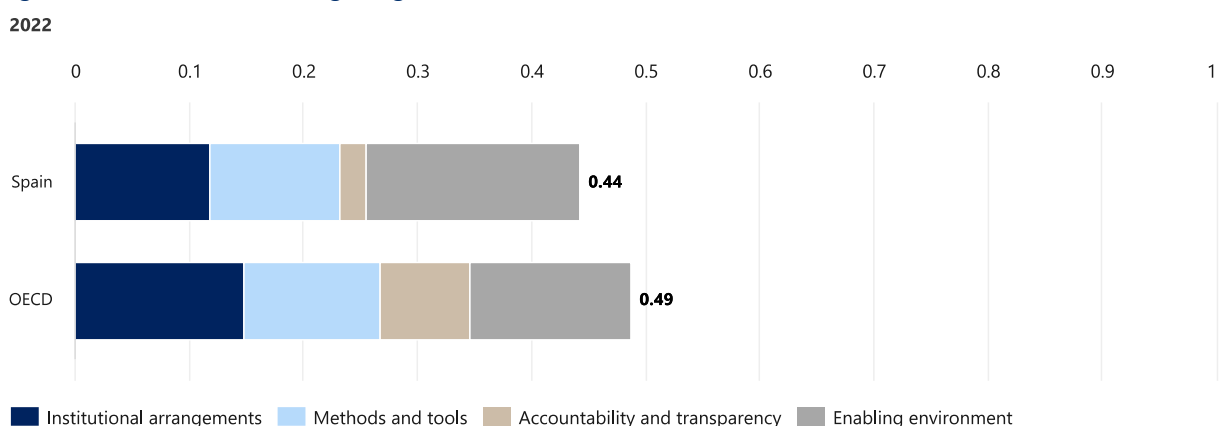
**Figure 2. Index on stakeholder participation in infrastructure decision making**



Budgeting management processes, such as green budgeting, can help address the climate crisis and achieve environmental goals. While there has been a rapid increase in the number of countries implementing green budgeting mechanisms, these could be used more effectively. Green budgeting mechanisms include institutional arrangements to assess the environmental impacts of budgetary and fiscal policies, methods for evaluating their consistency, mechanisms to enhance transparency and accountability, and an enabling budgetary governance framework.

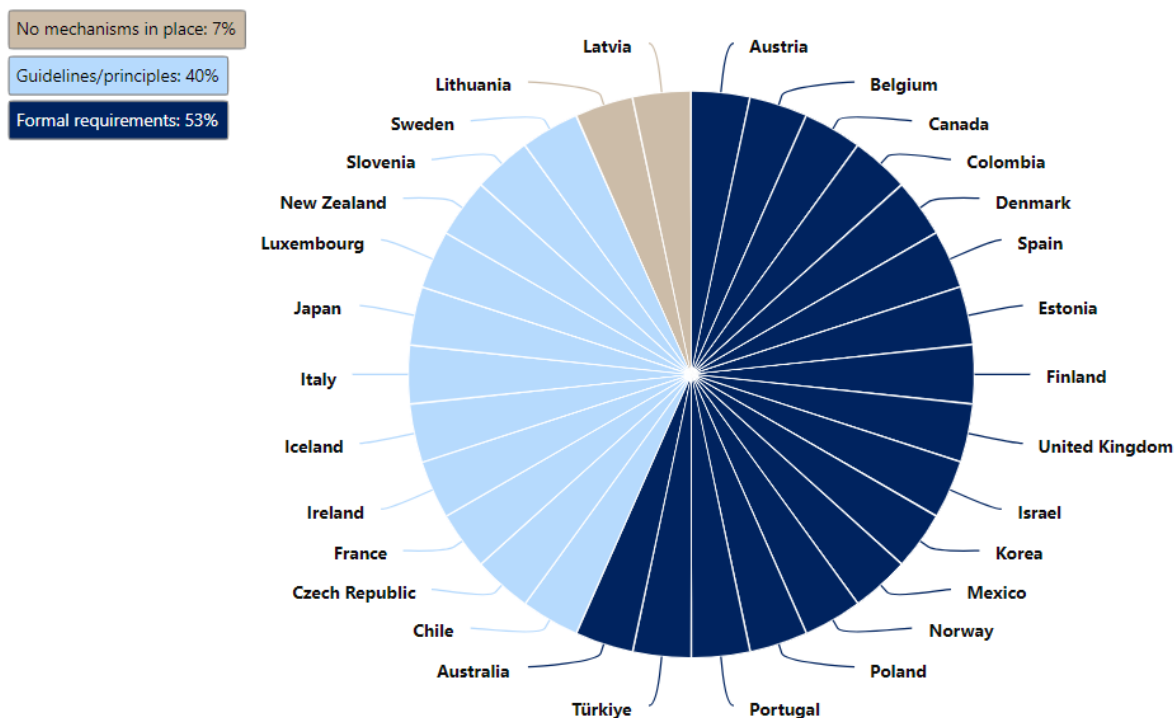
**Spain performs slightly below the average across OECD countries on green budgeting.** It scores 0.44 on the OECD Green Budgeting Index, compared to 0.49 on OECD average (1 is the maximum possible score, meaning full application of green budgeting). Spain fares above the OECD average on enabling environment (0.19). Yet, the score concerning accountability and transparency (0.02) is low compared to OECD average (0.08). On methods and tools (0.11) and institutional arrangements (0.12), Spain almost matches the OECD averages (0.12 and 0.15 respectively).

**Figure 3. OECD Green Budgeting Index, 2022**





**Figure 5. Mechanisms used to ensure the ethical use of artificial intelligence in government, 2022**

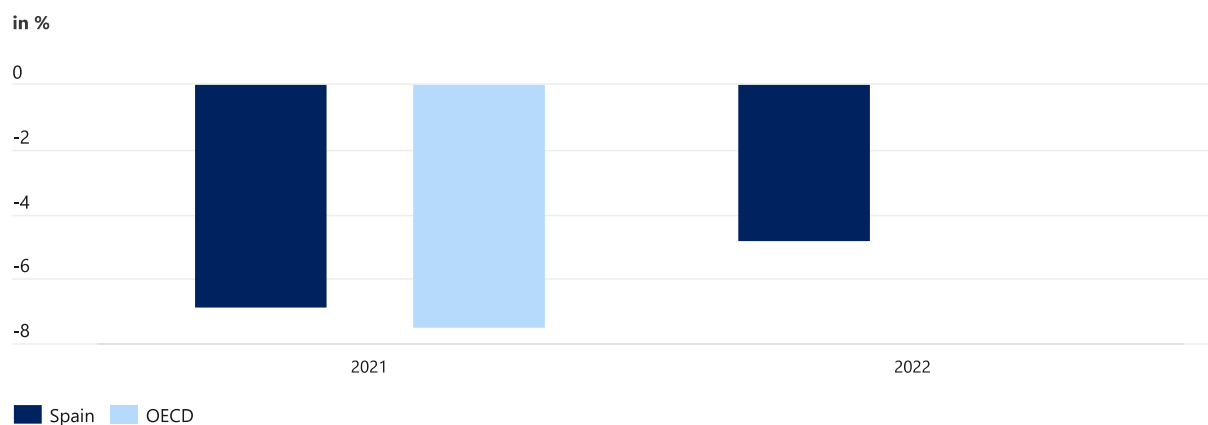


## What resources public institutions use and how they are managed

After stark deterioration due to the COVID-19 pandemic, which required emergency measures and direct support mechanisms to business and people, public finances show positive signs, but the recovery remains fragile. The fiscal balance is the difference between a government's revenues and its expenditures in a year. When the government spends more than it collects, it has a fiscal deficit. When it spends less, it has a fiscal surplus.

**Spain had a fiscal deficit of -6.9% of GDP in 2021, below the average across OECD countries (-7.5%).** In 2022, the deficit reduced to -4.8%. Public debt as a share of GDP reached 142.7% of GDP in 2021 above the OECD average (120.8%). In 2022, the debt ratio fell to 117.7% of GDP.

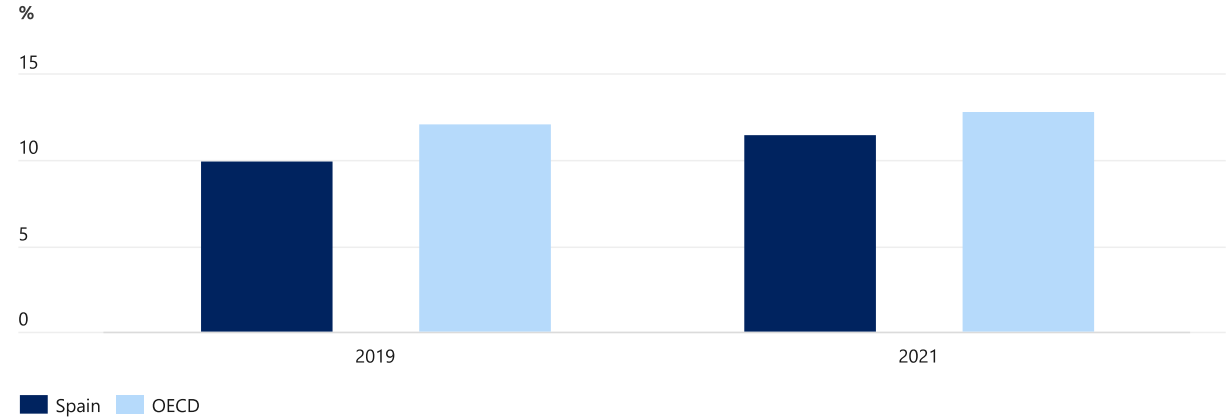
**Figure 6. General government fiscal balance as a percentage of GDP**



Public investment can enhance productivity and economic growth and help implement long-term policies, such as green energy infrastructure to support action on climate change. In turn, governments procure large amounts of goods, services and works to help them implement policies and deliver public services.

**Spain spent 11.6% of GDP on public procurement in 2021, compared to 12.9% on average in the OECD.** In 2021, Spain public investment was 2.8% of GDP, below the OECD average (3.4%).

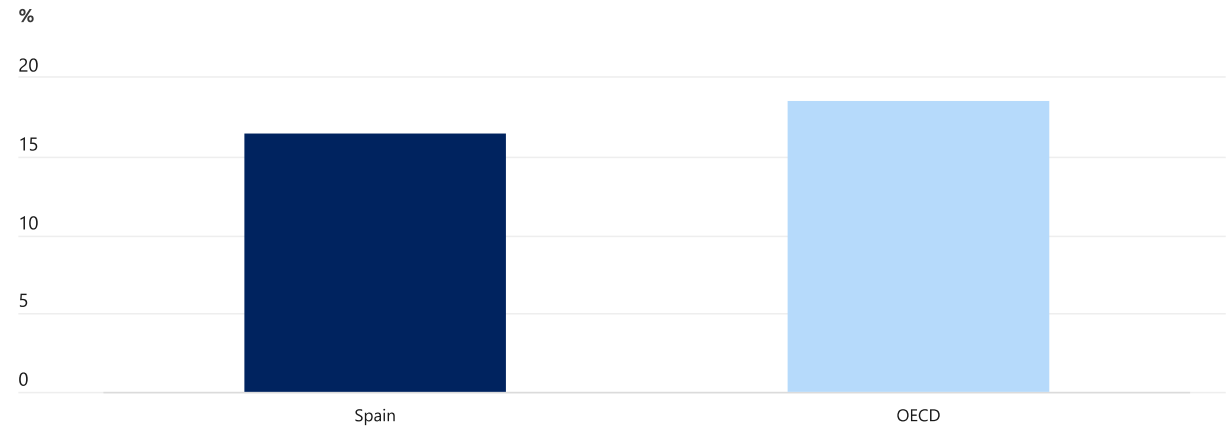
**Figure 7. Government procurement spending as a share of GDP**



The size of public employment varies significantly among OECD countries, ranging from around 10% to just above 30%.

**In 2021, public employment in Spain represented 16.6% of total employment.** This rate is slightly below the average rate (18.6%) across OECD countries and has increased (by 1.2 percentage points) since 2019.

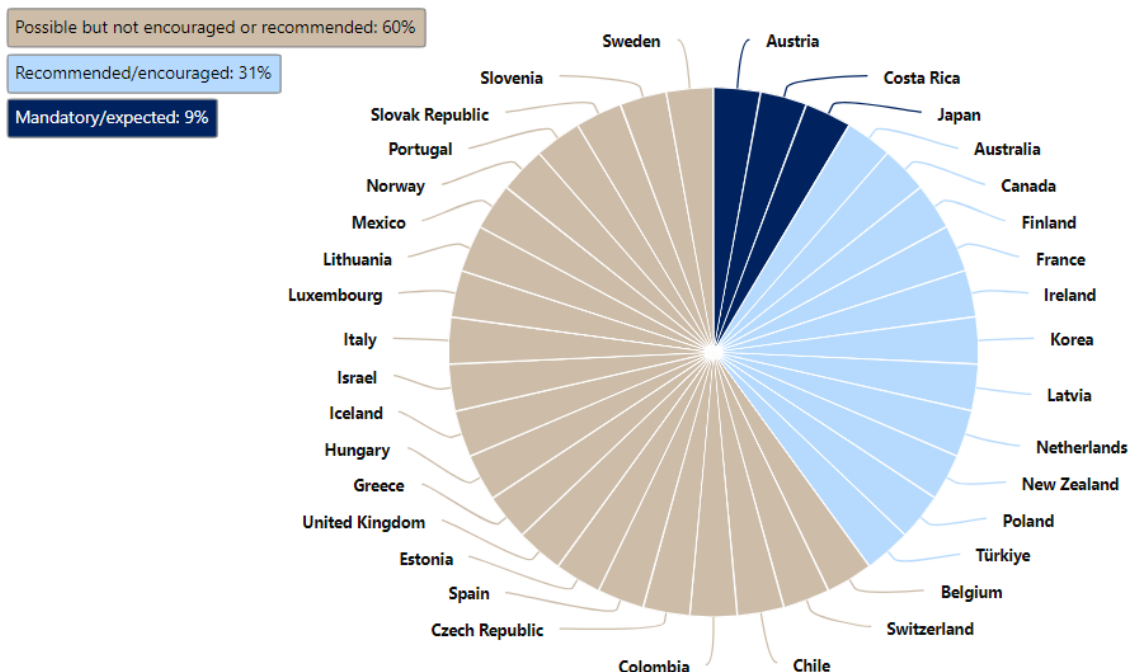
**Figure 8. Public employment as a percentage of total employment, 2021**



Governments use different mechanisms to harness and develop the capacity of their workforce. For example, internal mobility in public administrations helps to pool human resources across government and attract and retain civil servants.

**In Spain, as in most OECD countries, internal mobility is possible for all civil servants, although encouraged or expected according to specific conditions.** At the same time, internal mobility is recommended for senior level civil servants. Spain has not implemented the practice of developing individual learning plans for most public employees

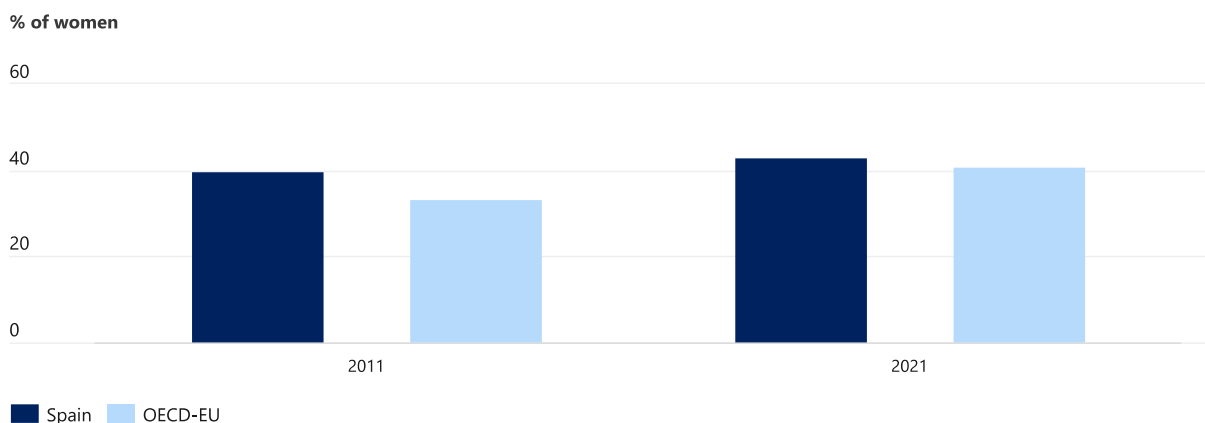
**Figure 9. Mobility of civil servants across public administrations in central government, 2022**



Equal representation of women and men in the public sector is a key indicator of progress towards gender equality, diversity and better representation. In 2020, a majority of employees in the public sector in OECD countries were women (58.9%), with large differences among countries. However, women are often under-represented in managerial positions.

**Spain is slightly above the OECD-EU average regarding gender equality in senior management, with 43.1% of women in senior management positions compared to 40.8. However, it is still below gender parity.** In addition, Spain is a top performer concerning women representation in ministerial positions. Almost two-thirds (64%) of ministers are women, compared to 36%, on average across OECD countries.

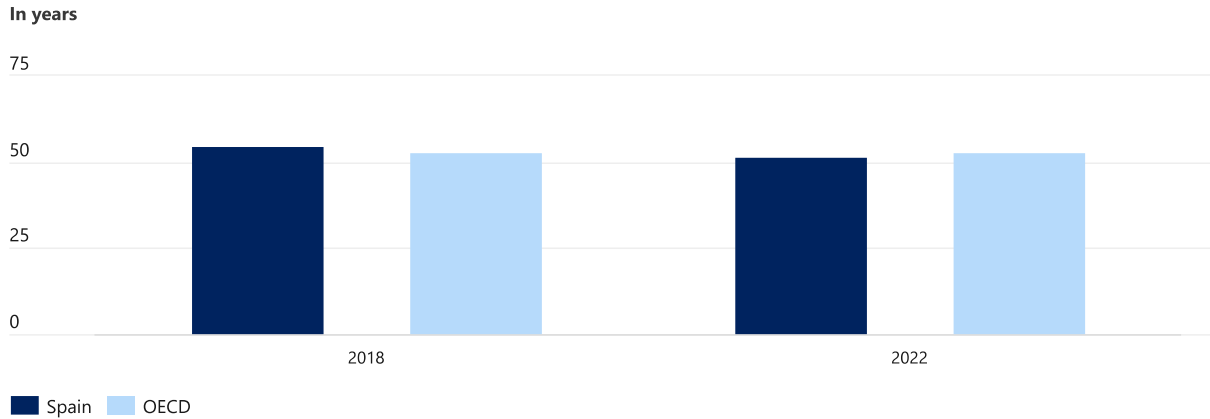
**Figure 10. Gender equality in senior management positions in national administration, 2021**



Young people are under-represented in public and political life across the OECD, with the risk that their voice and interests are not sufficiently taken in consideration in policymaking.

The average age of cabinet members in Spain is 52 years, 1 year younger than the OECD average (53 years).

Figure 11. Average age of cabinet members, 2018 and 2022



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### About the report

Government at a Glance presents the most up-to-date internationally comparable data on how public administrations function and perform in OECD countries, accession countries, and other major economies. Country factsheets highlight key indicators against the OECD average. Data included in the factsheets are derived from the new Government at a Glance data portal, which allows for a more user-friendly and interactive way of comparing countries with each other and the OECD average. The factsheets do not provide a comprehensive picture of public governance performance, but rather a snapshot of key indicators in the three sections of the publication: a) trust and satisfaction with public services; b) achieving results with good governance practices and c) what resources public institutions use and how they are managed.

### Figure notes

People who express satisfaction with public services: for the judiciary and the courts the data reflect the proportion of citizens who express having confidence in the institution. Data on satisfaction with administrative services come from the OECD 2021 Survey on the Drivers of Trust in Public Institutions. Data on satisfaction with the education and health systems and confidence in the judiciary are from the Gallup World Poll. Data for satisfaction in administrative services are not available for Spain.

Data on public finance and economics are derived from the System of National Accounts (SNA) and were extracted on 5 May 2023.

Fiscal balance as reported in SNA framework, also referred to as net lending (+) or net borrowing (-) of government, is calculated as total government revenues minus total government expenditures.

Government gross debt is reported according to the SNA definition, which differs from the definition applied under the Maastricht Treaty. It is defined as all liabilities that require payment or payments of interest or principal by the debtor to the creditor at a date or dates in the future. All debt instruments are liabilities, but some liabilities such as shares, equity and financial derivatives are not debt.

Public employment refers to employment in the general government as defined in the System of National Accounts (SNA). Data on employment in general government were extracted on 17 April 2023.

Data on employment in general government for Iceland, Japan, Korea, Mexico, Türkiye and the United States are from the International Labour Organization (ILO), ILOSTAT.

Data show women as a share of cabinet members who head ministries as of 1 January 2023 (excluding ministers without portfolios).

The data on age of cabinet members reflects the situation as of 20 December 2022.

OECD average refers to the unweighted average with the exception of public finance indicators.

For more information see

[www.oecd.org/governance/government-at-a-glance.htm](http://www.oecd.org/governance/government-at-a-glance.htm)