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Summary of Research Papers-17



Ways to Link the In-depth Evaluation System with the Gender Budget (III)

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I . Introduction

1. Background and objective

- ☐ This study is a third-year investigation on the connection between the In-depth Evaluation System and the gender budgeting system. This budget system has a hierarchical goal of “promoting gender equality awareness → strengthening government accountability → budget and policy change.” (Sharp, 2001:89) The Korean government has implemented the gender budget up to now and thus escalated the level of the awareness on gender equality to some extent. Yet, the budget’s effect on the government’s accountability or practical changes of budget and policy has not been sufficient. Given this, this study suggests “link with the In-depth Evaluation System” as a proposal that can reinforce the government’s responsibility and bring about change in budget and policy.

- The In-depth Evaluation System, valid for three years, is an assessment mechanism introduced in 2018 for the purpose of improving the performance management of major fiscal projects. The project evaluation team consisted of the Ministry of Strategy and Finance, project department, private-sector experts and evaluation management institutions periodically conducts field-oriented evaluations for three years to review various project data (by regional, age, income, etc.) and suggests reorganization of project structure and direction of fiscal inputs. (Ministry of Economy and Finance, 2019: 1~2; internal materials of the KWDI, 2019; expert's advisory, April 20, 2019; Hyo-Joo Kim et al, 2019a: 83)
- Considering these characteristics of the In-depth Evaluation System, this study believes that the followings will be available through the linkage to the core project assessment: identify and discuss gender inequality issues, including gender gap, in the process of field-centered evaluation process (Hyo-Joo Kim et al., 2020:5); utilize gender differences as one of various data sets; reorganize project structure and change budgets from the perspective of gender awareness.
- However, due to worsening fiscal conditions, the government changed its budgeting direction to “enhance the efficiency of fiscal expenditure through strong expenditure restructuring” (press release, June 3, 2021, Ministry of Economy and Finance). Led by this change, the In-depth Evaluation System was also reorganized to put a focus on expenditure restructuring.

- With demographic changes and welfare spending growth, the recovery of fiscal soundness and sustainability has emerged as a major issue in an era of COVID-19. (Zoli et al., 2018: 21; Ha Yeon-seop, 2018: 50; Ha Yeon-seop, 2021: 19; Tak Hyun-woo, 2019: 81; Park No-wook, 2021: 157~158) The government put forth strong expenditure restructuring and fiscal efficiency as a way to address this. (Ministry of Economy and Finance, 2021b: 12~16)
- Accordingly, the fiscal project evaluation, which would be implemented in 2021, also has set its direction of 'preparing an expenditure restructuring system through evaluation' and plans to assess it as early as possible so that the outcome of the assessment can be reflected in the budgeting (Joint release of relevant ministries, 2021a: 4)
- Taking this trend into account, the In-depth Evaluation System was also reorganized into a system focused on restructuring expenditures from 2021 after terminating the existing three-year evaluation system
- This third year's study focused on linking with the new In-depth Evaluation System and conducted a case analysis on expenditure restructuring projects from the gender perspective, identifying how the trend of strengthening fiscal expenditure will affect gender and seeking what efforts should be made to sustain gender equality values.

2. Detail and method

Phase	Detail	Methodology
1	Introduction (Chapter 1) <ul style="list-style-type: none"> • Introduction <ul style="list-style-type: none"> – Background and objective – Detail and method 	Literature research
2	Reorganization of the In-depth Evaluation System (Chapter 2) <ul style="list-style-type: none"> • Changes in the performance management and evaluation system <ul style="list-style-type: none"> – The program-oriented performance management system – Strengthen performance management for collaborative budgets – Strengthen spending restructuring – Integrated operation of the fiscal project evaluation system • Details of the In-depth Evaluation System reform <ul style="list-style-type: none"> – Details of major reorganization – Operational performance and limitations • Analysis of projects subject to the In-depth Evaluation System <ul style="list-style-type: none"> – Financial support to overcome crises – Support for job creation tailored to local industries – Support for more active employment of high school graduates 	Literature research Industry and academic cooperation research – case analysis Expert advice Forum
3	Implicit Meaning of the Gender Budget System (Chapter 3) <ul style="list-style-type: none"> • Previous study review <ul style="list-style-type: none"> – Domestic – Foreign • Implications of the gender budget system <ul style="list-style-type: none"> – Impact on projects – Impact on budget 	Literature research Case analysis – project evaluation Delphi survey Expert advice

Phase	Detail	Methodology
4	Policy Suggestion (Chapter 4) <ul style="list-style-type: none"> Chapter 3 → Reflection of the integrated fiscal project evaluation system (proposal) Chapter 3 → Collaborative budget (proposal) 	Literature research Expert advice Industry and academic cooperation research Overseas cases Workshop
5	Conclusion (Chapter 5) <ul style="list-style-type: none"> Conclusion <ul style="list-style-type: none"> Summary of study findings of the first year through the third year 	

[Figure 1] Research implementation system

II. Reorganization of the In-depth Evaluation System

1. Changes in performance management and evaluation system

- ① Changes to program-oriented performance management system
- ② Performance management for collaborative budgets
- ③ The trend of continuous spending restructuring and stronger spending restructuring
- ④ Integrated operation of the fiscal project evaluation system

※ Implications to gender budget:

- ① As the performance management system is changed to be conducted on a program unit, the gap between the gender budget system and the project unit widens.
- ② However, raising the status of those projects subject to the gender budget of each ministry to

that of programs is not likely to realize policies. (Hyo-Joo Kim et al., 2020: 25) Therefore, it is necessary to form a project group focusing on major gender equality issues by referring to the cooperative budget performance management system while maintaining the current project unit and follow the macro performance management direction conducted by the government's fiscal operation. ③ Considering a stronger expenditure restructuring and the current financial conditions, this trend is expected to continue. Therefore, in the case of direct-purpose projects, it is necessary to make efforts to improve the efficiency and sustainability of the project. ④ Since the size of the budget related to gender equality is unlikely to increase, it is necessary to consider the priorities between tasks and projects. ⑤ It is expected that it will be difficult to secure a new budget related to gender equality due to the trend of spending restructuring. But inclusion and responsiveness are still important values, so we can think of ways to secure a budget from the perspective of redistribution.¹⁾ ⑥ By considering the integrated operation direction of the fiscal project evaluation system, it is necessary to make efforts to establish the gender budget and settlement project performance evaluation system in the integrated system.

1) Tak Hyun-woo (2019:5) suggests that support for inclusive fiscal policy is needed by bring in fiscal reform through fiscal expenditure efficiency and revenue expansion.

2. Details of the In-depth Evaluation System reform

- The 2021 core business evaluation is being conducted focusing on the restructuring of expenditures for the following 10 tasks.

〈Table 1〉 Tasks subject to the core project assessment in 2021

① Development of the advanced road system	② Build a pan-government cloud	③ Improvement of the industrial complex environment	④ Smart factory	⑤ Support for deregulated special zones
⑥ Financial support for overcoming crisis	⑦ Local industry-tailored jobs	⑧ Promoting the employment of high school graduates	⑨ Improvement of local government capital assistance	⑩ Balanced national development project

Source: Press release, Ministry of Economy and Finance (May 13, 2021: 5)

3. Analysis of cases subject to the In-depth Evaluation System

〈Table 2〉 Analysis results for core project evaluation in 2021

Classification	Financial support for overcoming crisis	Support for job creation tailored to local industries	Support for more active employment of high school graduates
Details	Support for management stabilization funds for the self-employed and SMEs Financial market stabilization fund support	Support for the promotion of job projects led by local governments in employment crisis areas	Employment-linked support to high schools Operation of the central employment support center Field training and OJT support Development of follow-up support for high school graduates
	Benefit difference by gender Benefit differences by gender and industry	Male beneficiaries greater than female beneficiaries (regular wage workers, manufacturing-oriented)	Male employment greater than female one

Classification	Financial support for overcoming crisis	Support for job creation tailored to local industries	Support for more active employment of high school graduates
Expenditure efficiency perspective	Gradually decrease of support Select whom to support	Improvement of telling a job crisis region Reorganization of project details centered on direct support projects, while indirect support projects being divided or arranged as separate budget projects Manufacturing-oriented support creates blind spots	Employment-linked financial support to high schools: Low level of actual payment, review of proper support size, calculation of proper unit amount of financial support, ways of improving payment method, expansion of field training participation channel and numbers of participants Operation of a central job support center: Stronger linkage with related organizations, streamlining of overlapped jobs between related ministries, budget adjustment through efficiency Field training Support for businesses' field training, low level of actual payment, changes of payment method, budget adjustment
	Benefit differences by gender and industry	Expand support Women beneficiaries will increase	Need to analyze girl students and provide customized services

〈Table 3〉 Direction of analysis on ways of expenditure efficiency measures from the gender perspective

Ways for expenditure efficiency		Cases	Direction of analysis from the gender perspective
Strategic saving	Redistribution due to a decrease in demand and changes in the way business is conducted	Financial support for overcoming the crisis - Broad financial support for the self-employed and SMEs - Reduce the scope of support after COVID-19 eases	- Comparison and analysis of gender characteristics of beneficiaries before and after project reduction - Check on a reduced support for a specific gender - Rationality of reduction criteria vs. change in proportion of beneficiaries by gender
Efficiency saving	Efficiency of the service delivery system	Support for a greater high school graduate employment - Employment welfare plus center (the existing delivery system) - Central Employment Support Center (novel delivery system of this project) - Save on budget through the existing infrastructure	- Gender differences in access to services
	Levy charges on government-provided services to users		Effect of the charges by gender
	Reduction of labor costs and operating costs through informatization and automation		Effect of staff reduction by gender Difference in service accessibility through informatization and automation by gender

Ways for expenditure efficiency		Cases	Direction of analysis from the gender perspective
	Centralization of support capabilities to increase spending efficiency	e.g.: procurement, IT, public relations, financial administration, etc	Effect of risks accompanying centralization by gender
	Reduction of a certain percentage of ordinary or project expenses		Smaller numbers of beneficiary and gender difference caused by the reduction

Source: Park Noh-wook et al. (2021: 105-107) summarized as above themselves.

- Considering changing fiscal conditions, gender analysis of expenditure efficiency measures along with gender analysis of fiscal projects is in need.

III. Implicit Meaning of the Gender Budget System

1. Previous study review ²⁾

- ① Gender inequality is a cause of the economic crisis and at the same time worsens after the crisis
- ② While there is a tendency for women to be underrepresented in the fiscal decision-making process, policy responses to overcome the financial crisis are mainly taken in male-centered fields, including construction.
- ③ Negative gender effects linger on relatively long.
- ④ Gender budget should be able to review counter-policies from the gender perspective and put forward gender inequality issues.

2. Implications of the gender budget system

A. Impact on projects

- Fiscal project evaluation results are used as a basis for expenditure restructuring.
- Common indicators are used between evaluations.
 - If the assessment outcomes are insufficient, chances are that budget will be reduced.
- Review of the fiscal evaluation results of direct-purpose projects

2) Authors' comprehensive summaries of their reports and studies

〈Table 4〉 Fiscal evaluation results of direct-purpose projects

Autonomous fiscal project evaluation	Assistance project evaluation	Lottery fund evaluation	R&D project evaluation
<ul style="list-style-type: none"> - Marginal 16 - Acceptable 46 - Good 5 	<ul style="list-style-type: none"> - Reduce 4 - Change methods 13 - As planned 1 	<ul style="list-style-type: none"> - Acceptable 4 - Good 4 	<ul style="list-style-type: none"> - Acceptable 2

→ It is necessary to conduct a ‘thematic’ evaluation to which a specific point of view is applied.

(e.g., disaster safety project evaluation, balanced development project evaluation, etc.)

B. Impact on budget

- Analysis on the impact of expenditure efficiency on the gender budget: Delphi survey

〈Table 5〉 Overview

Title	The Role of Adult Budget System in Strengthening the Restructuring of Fiscal Expenditure		
Period	September 3, 2021 through October 13, 2021		
Subject	Group A: 8 fiscal experts and 7 social integration Group B: 8 fiscal experts and 7 women policy		
Method	E-mailing survey with structured questionnaires		
Item	Group A	The necessity of efforts to improve the expenditure efficiency of gender equality policy	[First round] <ul style="list-style-type: none"> - Priority of budget allocation in 12 areas of government budget - Priority of budget allocation by region in the field of “health, welfare, and employment” - Budgetary spending effect by sector
			[Second round] <ul style="list-style-type: none"> - The possibility of an increase in the gender equality budget The possibility of increasing the budget of the basic plan for gender equality policy

Title	The Role of Adult Budget System in Strengthening the Restructuring of Fiscal Expenditure		
Period	September 3, 2021 through October 13, 2021		
	Group B	Ways to improve the expenditure efficiency of gender equality policy	<p>[First round]</p> <ul style="list-style-type: none"> - The effect of expenditure efficiency on gender equality budget - The problems of gender equality budget in the budgeting process - Fiscal strategy for securing gender equality budget in the process of fiscal expenditure reduction <p>[Second round]</p> <p>The effect of expenditure efficiency on the Basic Plan of Gender Equality Policy</p> <p>The problem of securing gender equality budget (AHP)</p> <p>Strategy for securing gender equality budgets (AHP)</p>
		Appropriateness of gender equality budget scale	<p>[First round]</p> <ul style="list-style-type: none"> - Appropriateness of the gender equality budget size compared with the government's total budget - The effect of expenditure efficiency on gender equality budget <p>[Second round]</p> <p>The effect of expenditure efficiency on the Basic Plan of Gender Equality Policy</p>
		Direction of gender equality budget allocation	<p>[First round]</p> <ul style="list-style-type: none"> - Appropriateness of budget scale by policy task of the Basic Plan for Gender Equality - Direction of budget change by policy task of the Basic Plan for Gender Equality - Appropriateness of budget allocation by policy task of the Basic Plan for Gender Equality - Priority of budget allocation by policy task of the Basic Plan for Gender Equality <p>[Second round]</p> <ul style="list-style-type: none"> - Criteria of budget allocation by policy task of the Basic Plan for Gender Equality (AHP) <p>Policy task requiring budget increase (AHP)</p>

○ Outcome

- ① Given the current fiscal conditions, it is necessary to consider gender equality policies in terms of efficient budget management. Gender equality (or women) policies in the entire budget sector of the Korean government do not seem to have a high priority, so it is unlikely that gender equality budget will increase within the constrained budget. In addition, specific performance achievements on gender equality policies can be requested, so policy operation should be carried out in an efficient way.
- ② The trend of strengthening fiscal expenditure restructuring is likely to reduce gender equality budget, and this effect is expected to have a greater impact on policies that have not mattered much in budgeting process (including enhancing a gender equality policy promotion system, spreading gender equality awareness and culture, and promoting women's representation and participation)
- ③ In order to secure an appropriate amount of gender equality budget, it is necessary to clearly define the nature of gender equality project and allocate a budget focusing on projects whose direct effects can be reaped. To this end, effective allocation must be made by prioritizing policies within a limited gender equality budget, and the process of evaluating and specifying the performance of policy project must be strengthened.
- ④ Currently, the size of the gender equality budget is very small, and there is an issue that social problems are not linked to the policy budget. It needs to scale up to a proper level.

- ⑤ Budgets of the basic plan of gender equality policy task varies greatly by task and include such projects that do not meet the purpose of gender equality. (e.g., infrastructure construction projects, etc.) In order to ensure a balanced budget for each task, the division of functions between budget projects and non-budget projects should be systematically established, and, in the case of under-budget areas, efforts should be made to expand the budget through identifying tasks.

→ A strategic approach is required for securing the budget.

: Allocate a budget focused on core projects where concrete results can be earned.

: Effectively distribute budgets through policy prioritization.

IV. Policy suggestion

〈Table 6〉 Suggestion-derived process

Detail	Findings	Suggestion
Chapter 3: Analysis on the impact of expenditure efficiency on gender budget	Gender budget projects are on the specific perspective. As similar projects with specific perspectives do, an evaluation system on or evaluation index of the gender perspective is required.	Reflection of the integrated fiscal project evaluation system (proposal)
Chapter 3: Analysis on the impact of expenditure efficiency on gender equality budget	A strategic approach is needed for securing gender equality budget.	Collaborative budget (proposal)

1. Reflection of the integrated fiscal project evaluation system (proposal)

A. Direct-purpose project

As is		Linkage (proposal)
Autonomous assessment of ministries	Autonomous assessment (General fund) (project unit: 1,189, KRW 144.7 trillions) <div> <div>R&D (KRW 3.5 trillions in 2021, Ministry of Science and ICT)</div> <div>Balanced development (KRW 6.5 trillions in 2021, Presidential Committee for Balanced National Development)</div> <div>Disaster and safety (KRW 6.5 trillions in 2021, Ministry of the Interior and Safety)</div> </div>	Autonomous assessment (General fund) (project unit: 1,189, KRW 144.7 trillions) <div> <div>R&D</div> <div>Balanced development</div> <div>Disaster safety</div> <div>Gender budget</div> </div>

Source: Collaboration with relevant ministries (2021a: 9) and authors' reorganization

B. Indirect-purpose project

Evaluation index	Reference/Evidence
Excellence in project performance	<p>○ Performance evaluation of the gender budget and settlement projects</p> <ul style="list-style-type: none"> It received the highest grade of 'very good' in terms of gender equality goals, gender benefit analysis, achievement of gender performance goals, feedback of gender settlement performance, and contribution to the realization of a gender equality society. <p>* Evaluation criteria (Regulations for operating gender budget and settlement council, Article 4)</p> <p>** Ratings (Step 5): Very good, excellent, acceptable, inadequate, very poor</p>

Source: Hyo-Joo Kim et al. (2020: 111)

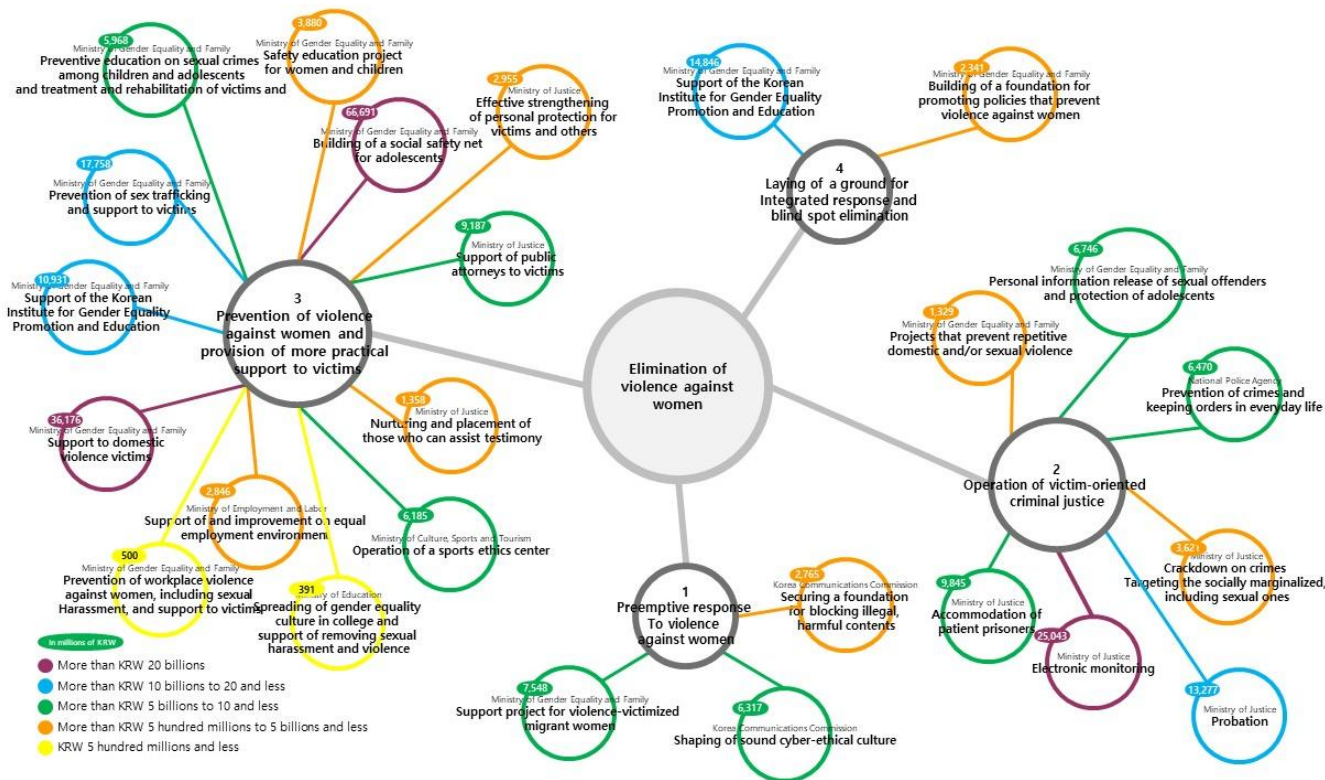
2. Collaborative budget (proposal)

1. Collaborative task objectives	(Integrated goal) Eliminating violence against women by establishing an integrated response system for all ministries through preemptive responses to violence against women, prevention, punishment, protective measures, and self-reliance support.																					
	(Collaboration checklist)																					
	<table><tr><td>Classification</td><td>Checklist</td><td></td></tr><tr><td rowspan="2">Resolve obstacles</td><td>Ministries need to address bottlenecks and related obstacles or expand projects</td><td><input type="checkbox"/></td></tr><tr><td>Where it is possible to create synergy through actively promoting other ministries' projects</td><td><input type="checkbox"/></td></tr><tr><td rowspan="2">Form a common infrastructure</td><td>Need to build joint infrastructure for those in need of service</td><td><input type="checkbox"/></td></tr><tr><td>Need to build joint infrastructure for sharing information between service providers (ministries)</td><td><input type="checkbox"/></td></tr><tr><td rowspan="2">Resolve concerns about overlapping and segmentation</td><td>Need to solve problems of overlapping between projects due to paralleled implementation systems</td><td><input type="checkbox"/></td></tr><tr><td>Need to solve the problem of blind spots and division between projects arisen from the lack of integrated perspective</td><td><input checked="" type="checkbox"/></td></tr><tr><td>Need to build governance</td><td>Need to elaborate on specific roles as project details and ministry's roles are not clear.</td><td><input checked="" type="checkbox"/></td></tr></table>	Classification	Checklist		Resolve obstacles	Ministries need to address bottlenecks and related obstacles or expand projects	<input type="checkbox"/>	Where it is possible to create synergy through actively promoting other ministries' projects	<input type="checkbox"/>	Form a common infrastructure	Need to build joint infrastructure for those in need of service	<input type="checkbox"/>	Need to build joint infrastructure for sharing information between service providers (ministries)	<input type="checkbox"/>	Resolve concerns about overlapping and segmentation	Need to solve problems of overlapping between projects due to paralleled implementation systems	<input type="checkbox"/>	Need to solve the problem of blind spots and division between projects arisen from the lack of integrated perspective	<input checked="" type="checkbox"/>	Need to build governance	Need to elaborate on specific roles as project details and ministry's roles are not clear.	<input checked="" type="checkbox"/>
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Need to build governance	Need to elaborate on specific roles as project details and ministry's roles are not clear.	<input checked="" type="checkbox"/>																				
2. Collaboration task Backgrounds and need	(Implementation background) · Increasing and diversifying violence against women – Greater numbers of crimes related to traditional types of violence against women (sexual violence and domestic violence) * Sexual violence: ('14) 28,034 cases → ('18) 30,045 * Domestic violence: ('14) 17,557 cases → ('18) 41,720 – Diversification of types and patterns of violence against women * Stalking: ('14) 297 cases → ('18) 544 * Date violence: ('14) 6,675 cases → ('18) 10,245 · Heightened social awareness on female violence and increased demand for practical anti-violence policies																					
	(Need) · Blind spots regardless of rapid response by ministries and agencies · Need to establish and operate a cooperative system between related agencies to protect and support victims																					

3. Role division by ministries	(Major collaboration and responsible ministries) Establishment of a rapid response system through policy linkage with the Ministry of Justice, the National Police Agency, etc., centering on the Ministry of Gender Equality and Family									
	① Integrated women's violence response system operation and collaboration: Ministry of Gender Equality and Family									
	- Linkage, cooperation, and reinforcement of support systems									
	② Preemptive response to violence against women: Ministry of Gender Equality and Family									
	- Response to new types of violence against women (cooperation between Ministry of Justice, National Police Agency, Ministry of Science and ICT)									
	- Strengthen customized measures by target (cooperation with Ministry of Justice)									
	③ Prevention of violence against women: Ministry of Gender Equality and Family									
	④ Operation of the victim-centered criminal justice system: National Police Agency									
	- Strengthen first response									
	- Prevention of collateral damage (cooperation with Ministry of Gender Equality and Family)									
- Prevent recidivism (cooperation with Ministry of Justice)										
- Reorganization of related laws and institutions (cooperation with the Ministry of Justice)										
⑤ Effective victim assistance: Ministry of Gender Equality and Family										
- Support of education for victims (cooperation with Ministry of Education)										
- Support of culture, arts, and sports for victims (cooperation with Ministry of Culture, Sports and Tourism)										
⑥ Strengthening support for self-reliance: Ministry of Gender Equality and Family										
4. Budget projects	Refer to the [Figure 2]									
5. Performance indicator	Classification	Ministry	Performance indicator	Weight	Performance and Target					
	Integrated index	Ministry of Gender Equality and Family	Reduction rate of female violence (%)	1	Classification	'20	'21	'22	'23	
					Target					
					Performance					
Area index	Ministry of Justice	Recidivism rate of female violent offenders (%) (downward index)	0.6	Target						

Classification	Ministry	Performance indicator	Weight	Performance and Target				
				Classification	'20	'21	'22	'23
				Performance				
		Promotion of revision of relevant laws (case)	0.4	Target				
	National Police Agency	Response rate of women's violence cases (%)	0.5	Performance				
				Target				
		Feminine violence arrest rate (%)	0.5	Performance				
				Target				
	Ministry of Gender Equality and Family	Level of improvement in awareness of violence prevention education (point)	0.2	Performance				
				Target				
		Performance of support for victims of female violence (thousand cases)	0.4	Performance				
				Target				
		Number of support facilities for victims of women's violence (number of facilities)	0.4	Performance				
				Target				
	Collaboration index	Ministry of Gender Equality and Family Establishment of a crime response system for women's violence (point) Integrated response system operation performance (occasion) Consultative body operation performance (occasion)						

Source: Internal materials of the Korea Women's Development Institute (2021, expert advisory data, opinion dated September 6, 2021), Park Noh-wook and Lim Hyun-jung (2021: 74), joint announcement by related ministries (2021b: performance index part), joint announcement by related ministries (2020: 6~14)



Source: The authors' summary with reference to report <Table IV-12> and the Austrian Gender Equality Map (Bundesministerium für öffentlichen Dienst und Sport) (2018:16), Hyo-Joo Kim et al. (2019b:90), and Hyo-Joo Kim et al. (2020:48)

[Figure 2] Budget projects in place

V. Conclusion

- First year study: Need for linkage between systems, linkage plan, and case analysis of the projects subject to the core project evaluation in 2019
- Second year study: Modification of linkage plan, and case analysis of the projects subject to the core project evaluation in 2020.
- Third Year Study: Implications of expenditure efficiency to the gender budget system and case analysis of the projects subject to the core project evaluation in 2021.
- The perspective of the study has been changed, but the results of it are the same. If applied, a gender perspective can improve the performance of a project.
 - Gender is a factor that should be considered to improve the performance of a project, as age, income, region and company size are.
- The gender perspective needs to be applied to the government's fiscal management system, including of the evaluation system.

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