

KWDI Issue Paper

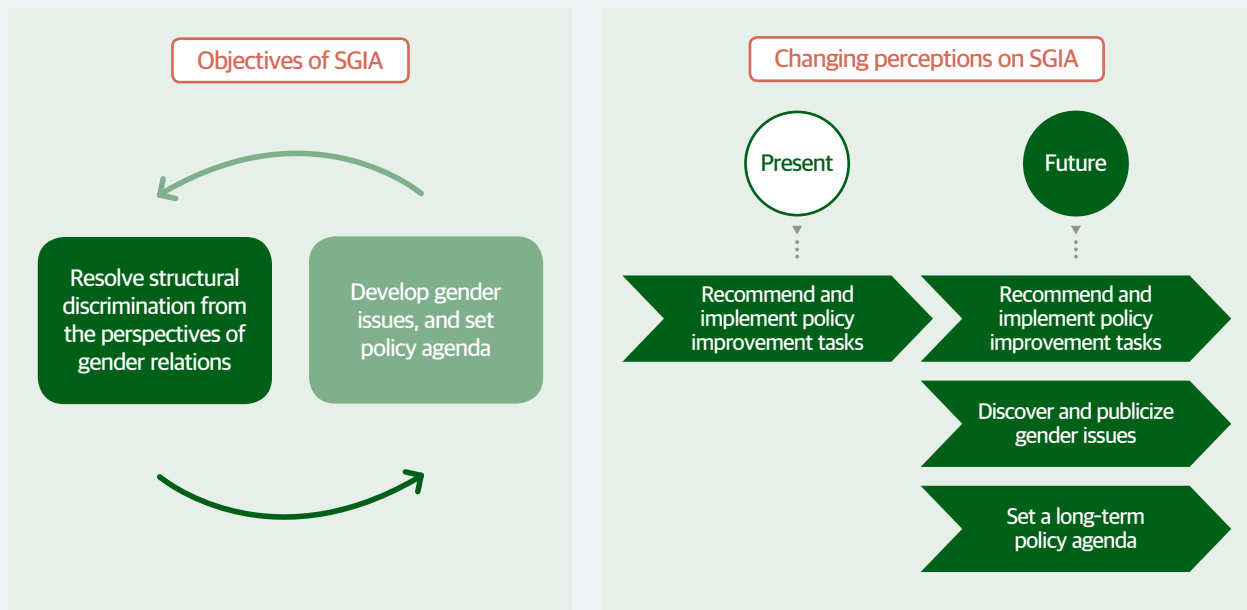
Research Title: Study to Enhance the Effectiveness of Specific Gender Impact Assessment

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How to Increase the Effectiveness of Specific Gender Impact Assessment

Abstract

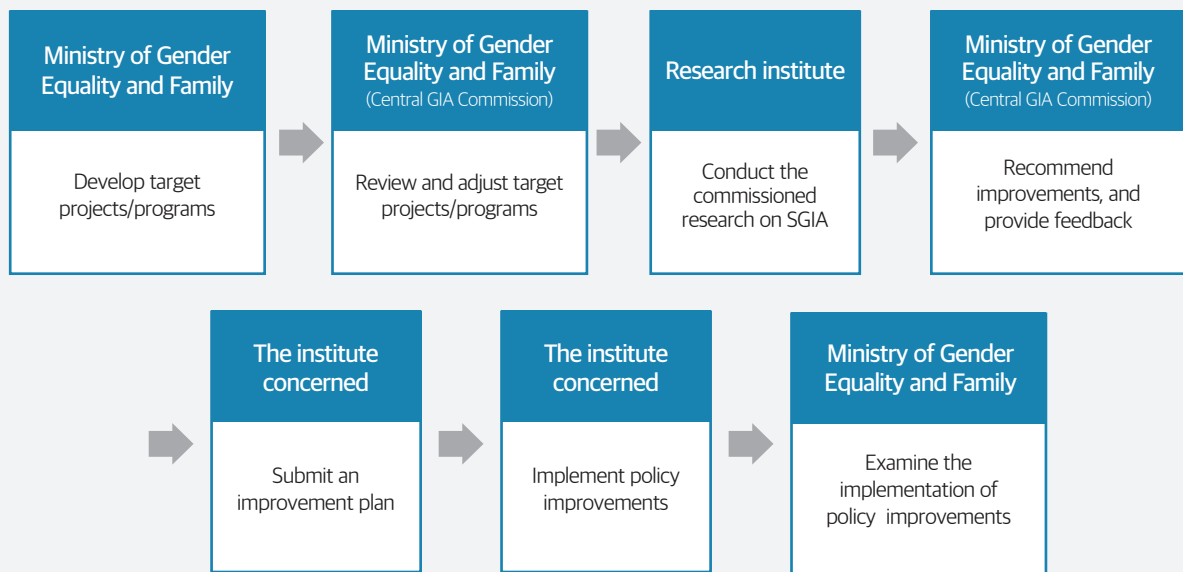
- ◆ This study aims to examine the performance of Specific Gender Impact Assessment (henceforth SGIA) in improving the relevant policies and to prepare measures to increase the effectiveness of this system so that the relevant policies will contribute to achieving gender equality.
- ◆ To this end, this study identified the performance of SGIA by analyzing the current policy improvements achieved through the SGIA. This study also explored how the main actors of the SGIA experienced this system at various implementation stages, along with the main actors' requirements for improvement. Based on these efforts, this study presented how to improve the operation of SGIA in order to increase its impact on improving gender equality.
- ◆ Improving the SGIA alone has a limit in achieving the objectives intended by the system. It is significantly important to create a gender-equal environment and infrastructure surrounding the SGIA.
- ◆ This study suggested how to strengthen the operation of SGIA at various implementation stages, along with the government or public institutions concerned.



Background & Issues

- As the Act on Gender Impact Assessment(GIA), which took effect in 2012, marks its 10th year of implementation, it has faced increasing calls for a review in terms of how effective the system has been in achieving gender equality (Kim and Ryu, 2018; Ryu, 2020; Jang, et al., 2020; Han, Aug.17th, 2021).
- Previous research and discussions tended to focus on the measures to improve the General Gender Impact Assessment conducted by public officials, while paying less attention to the measures to improve the effectiveness of SGIA conducted by experts.
- It is important to increase the effectiveness of SGIA to achieve the goals of GIA system such as realizing substantial gender equality and implementing gender-equal policies that resonate with the public.
- In this regard, it is necessary to identify the performance of the SGIA in improving the relevant policies and to prepare measures to improve the effectiveness of this system.
- From 2012, when the Act on Gender Impact Assessment began to be enforced, to 2021, a total of 86 SGIA programs were conducted by the Ministry of Gender Equality and Family (Kim et al., 2021: 177-179). SGIA programs from as small as 4 programs to as large as 12 programs were performed on an annual basis.
- It is necessary to identify challenges and constraints in the current implementation of SGIA, in order to increase the effectiveness of this system.

<Figure 1> SGIA Procedure (Ministry of Gender Equality and Family)



Research & Analysis Results on Overseas Case Examples

● Domestic and overseas case examples of policy impact assessment

● Domestic case examples: Employment Impact Assessment, Cultural Impact Assessment

► Employment Impact Assessment

- Employment Impact Assessment programs are developed one year prior to the year of implementation of the employment impact assessment. It means that they can secure a certain research period before implementing the actual employment impact assessment.
- The research team in charge of Employment Impact Assessment receives prior trainings including workshop, which are helpful for them to understand the Employment Impact Assessment and to set the direction of research in a way to fit the objectives of the system.
- Materials including ‘Standard Manual on the Assessment of Policy Impact on Employment’ (describing the objectives of the Employment Impact Assessment and content/scope/method of research) are provided to the researchers so that their research quality can be improved and the qualitative variation can be minimized among research programs, which ultimately ensures the reliability of the research.
- Upon completion of the Employment Impact Assessment, they make a public ‘presentation on the results of Employment Impact Assessment’ or produce an ‘Employment Impact Assessment Brief’ and post it on their website, in order to disseminate the achievements of the research programs.

► Cultural Impact Assessment

- The Cultural Impact Assessment programs are selected based 100% on the results of the demand survey. The urban regeneration program by the Ministry of Land, Infrastructure, and Transport, the cultural city program by the Ministry of Culture, Sports, and Tourism, and the modern historic and cultural space regeneration program by Korea Heritage Service grant additional points to the policy programs that performed Cultural Impact Assessment, or suggest Cultural Impact Assessment as a mandatory or an optional item. As a result, many of the relevant research institutes voluntarily apply for the Cultural Impact Assessment and are highly likely to be cooperative in the assessment process while also accepting the improvement ideas suggested from the assessment results.
- Relevant research institutes can choose and participate in a specific type of assessment depending on their level of Cultural Impact Assessment, which is divided into self-assessment (self-diagnosis, informal assessment) and professional assessment (basic assessment, in-depth assessment, strategic assessment). This makes it easier for the research institutes to participate in the Cultural Impact Assessment.

● Overseas case examples: international organizations including the EU, Canada, Germany, Sweden

- The UN and the EU have made it mandatory for their member countries to utilize Gender Impact Assessment as a policy tool for gender mainstreaming (UN Women, 2014), while recognizing the close relation between Gender Impact Assessment and the achievement of gender equality goals. Canada, Germany, and Sweden have presented specific gender equality goals. (The Canadian Federal Government's website, date of search: Sep. 26th, 2022; Frey, R. 2021; European Institute for Gender Equality, 2017)
- Canada and Sweden have placed Gender Impact Assessment in the gender-mainstreaming framework, and have operated the Gender Impact Assessment system in connection with the gender equality measurement indicators or with gender-mainstreaming assessment indicators. (The Canadian Federal Government's website, date of search: Sep. 27th, 2022; Swedish Institute & Swedish Association of Local Authorities and Regions, 2019: 7)

● Exploring the achievements of SGIA through analysis of the policy improvement proposals recommended and implemented through SGIA

● Analysis on 14 SGIA research programs in the areas of social welfare and family (including basic plans)

- (Policy improvement proposals) The results of review on the policy improvement proposals made by the research program reports show that diverse policy improvement proposals such as 'shifting perspectives and suggesting future directions', 'improving legislations and criteria', 'developing projects and indicators that reflect gender issues', 'producing and managing gender statistics', 'securing gender parity in participation and representation in diverse sectors', 'ensuring human rights, safety, and violence prevention', and 'improving the policy implementation system or infrastructure' have been made by the research programs.

<Table 1> Types of policy improvement programs in social welfare (programs and basic plans)

Name of Program	Shifting perspectives and suggesting future directions	Improving legislations and criteria	Developing projects and indicators	Producing and managing gender statistics	Securing gender parity in participation and representation in diverse sectors	Ensuring human rights, safety, and violence prevention	Improving the policy implementation system or infrastructure
Long-term care for the elderly (2013)			○	○	○	○	○
Government-funded programs for work-life balance (2013)			○				
Self-sufficiency program (2014)		○	○	○	○		
Omitted							
Basic plan for child policies (2019)	○	○	○	○	○	○	○

The data above was prepared by the researchers of this study, based on the SGIA reports by research program (2012~2020).

- ▶ (Policy improvement recommendations) Although the research programs above made various policy improvement proposals, only a small number of the proposals led to the official recommendations for improvement. For each research program, policy improvement proposals from as small as one to as large as eleven proposals were selected as the official recommendations for improvement.
- ▶ (Policy improvement implementations) Among 60 policy improvement recommendations from 14 research programs, 37 policy improvement recommendations (61.7%) were implemented, and 15 recommendations (25%) are being implemented.

🔍 Analysis on 16 SGIA research programs (including the statutory mid-to-long term plan and sub-programs) in the areas of employment, industry, trade, and SME

- ▶ (Policy improvement proposals) The results of review on the policy improvement proposals by the research program reports show that proposals such as ‘amending and complementing legislations/guidelines’, ‘suggesting a shift in perspectives/future directions’, ‘securing gender parity in participation and representation in diverse sectors’, ‘operating women-friendly/women-dedicated/gender equality programs’, ‘developing/improving assessment indicators/templates/manuals’, ‘producing/managing gender statistics’, ‘offering quota or preferential treatment for women’, ‘providing care/convenience facilities’, ‘improving the awareness of relevant personnel on gender equality’, ‘implementing trainings on prevention of sexual harassment/sexual violence’, and ‘strengthening gender equality/gender-sensitive education’ have been made by the research programs.

<Table 2> Examples: detailed types of policy improvement research programs in the areas of employment, industry, trade, and SME

Name of Program	Suggesting a shift in perspectives/ future directions	Improving legislations/ guidelines	Developing/ improving assessment indicators/ templets/ manuals	Producing/ managing gender statistics	Securing gender parity in participation/ representation in diverse sectors	Offering quota/ preferential treatment for women	Operating women-friendly/women-dedicated/ gender equality programs	Providing care/ convenience facilities
Long-term care for the elderly (2013)	○	○	○		○		○	○
Employment policy tailored to youth (2014)			○	○		○	○	
Part-time job policy (2014)	○	○	○					
Omitted								
Policy on acquisition and utilization of national technical certificates (2020)	○	○			○		○	

The data above was prepared by the researchers of this study, based on the SGIA reports by research program (2012~2020).

- ▶ (Policy improvement recommendations) Each research program drew out an average of 13 policy improvement proposals, of which an average of 6 proposals were selected as official recommendations for improvement. In other words, more than half of the policy improvement ideas proposed by the reports of SGIA research programs did not lead to the official recommendations for improvement. Considering this reality, it is necessary to improve the existing SGIA.
- ▶ (Policy improvement implementations) Among 95 policy improvement recommendations made by 16 research programs, 52 recommendations (54.7%) were implemented and 24 recommendations (25.3%) are being implemented. Most of the recommendations that have not yet been implemented have been proposed recently and are being reviewed by the relevant government departments. Some of them need more time to be fully implemented.
 - It is necessary to establish a system to manage the vast volume of accumulated data in a more systematic manner, while also developing an appropriate format of report for the research of SGIA.
- ▶ What is as important as to draw out policy improvement recommendations from the outcome of SGIA research programs is to make an appropriate use of their improvement proposals that have not been included in the official recommendations stipulated in the administrative document.
 - For example, the perception on issues described in the policy improvement proposals can be publicized as an issue to raise social interest and awareness on gender equality and mobilize public opinion in support of gender equality.
 - Need to prepare a platform to present and share important gender issues and experimental ideas for improvement.

- ▶ In order to improve the effectiveness of SGIA, the policy improvement proposals made by the research reports should be properly turned into policy improvement recommendations. It is also important to present a compelling recommendation in an effective way so that the recommendation can be smoothly accepted by the relevant institutions.
- ▶ Review procedures and management/support systems or a system of discussion need to be in place so that the relevant personnel in charge can actively intervene or cooperate with each other in the process ranging from making policy improvement proposals to selecting the proposals as recommendations and reflecting them in the policies.

● **The experience of actors in each stage of SGIA, and the demands for improving the system**

● **This study conducted an interview survey for 20 persons including 11 public officials and 9 experts from universities/research institutes. The interview survey results provide important implications as follows.**

- ▶ Firstly, it is necessary to develop and select the target programs one year prior to the year of implementing SGIA, in the stage of target program development/selection. This is important in terms of securing enough research period. The research period required for SGIA might differ depending on whether the program belongs to mid-to-long term plan, which contains many different programs, or whether the program focuses on a single topic. Therefore, it is necessary to set the research period with flexibility, considering the topic of SGIA.
- ▶ Secondly, it was confirmed through the interview survey that the composition of the research team is important in achieving the research objectives of the SGIA. The research team needs to consist of experts who have knowledge on the SGIA, the capability to conduct research from gender perspectives, and the expertise in the policy areas subject to analysis.
- ▶ Thirdly, it is very important for the research team to provide sufficient grounds for their improvement proposals and to convince the public and the relevant institutions in charge of the policy, in the stage of selecting and notifying policy improvement recommendations. However, the relevant institutions in charge of policies showed quite a resistance when the policy improvement recommendations were notified to them

- In order to address these challenges and increase the effectiveness of SGIA, it is necessary to ① add a stage to the existing process, such as holding a prior seminar on the policy improvement recommendations for the government departments in charge of the policy before officially notifying them of such recommendations, ② introduce a procedure where the Central Committee on Gender Impact Assessment can recommend again the relevant government departments to accept the research program's recommendations that they refused to accept, ③ improve the way the policy improvement recommendations are notified, such as having the Ministry of Gender Equality and Family propose multiple improvement recommendations and allow the relevant institution in charge of the policy to choose some of those recommendations and submit plans to reflect such recommendations in their policy implementation activities, instead of determining and notifying a small number of refined recommendations to them, and to ④ raise the gender equality awareness of public officials in charge of policies and strengthen the education for senior public officials including director generals and directors, in order to make the relevant institutions in charge of policies better accept the improvement recommendations.

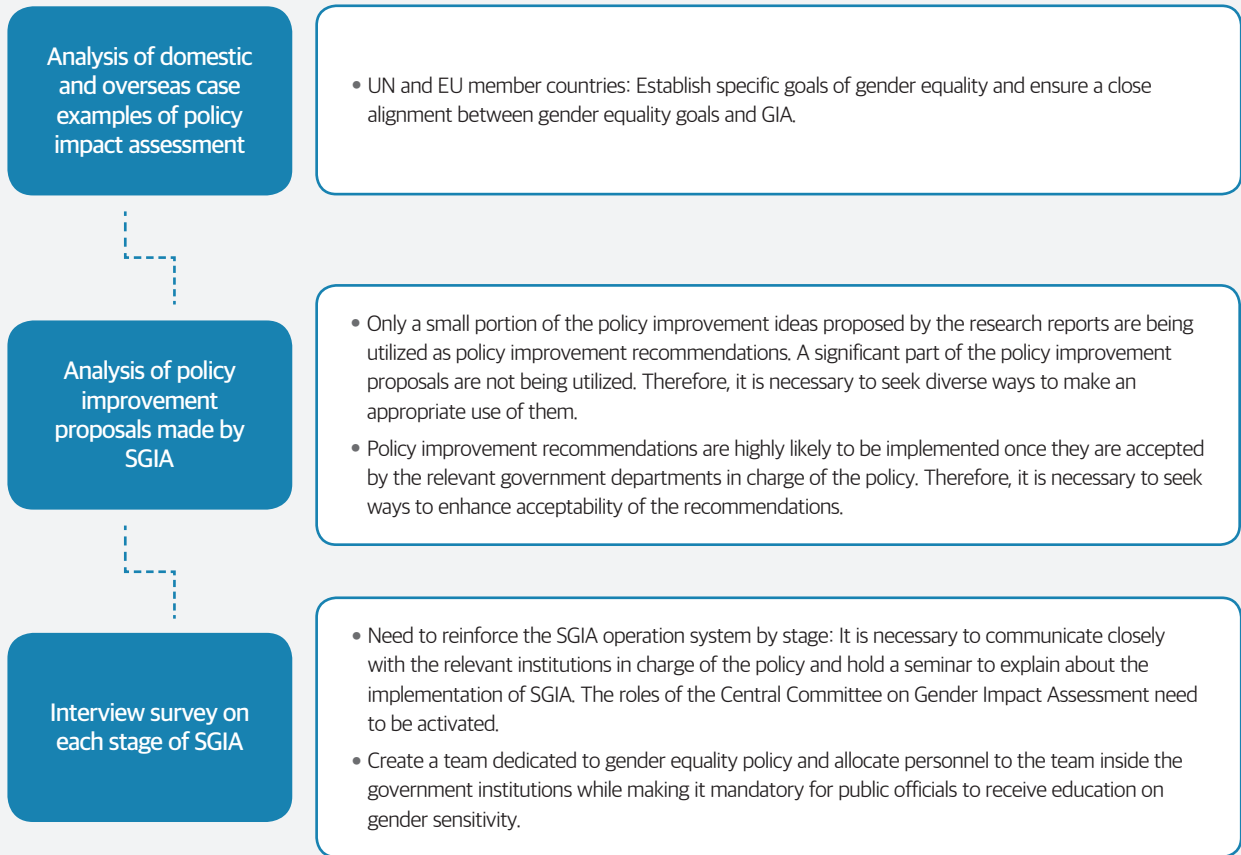
► Fourthly, all of the respondents in our interview survey regarding the stage of planning and implementing policy improvement recommendations were public officials related to the research programs on SGIA. However, most of the public officials who participated in the interview survey had low level of understanding on the SGIA.

● According to the interview survey results, the public officials tend to accept (part of the) policy improvement recommendations that ① are likely to be highly demanded by targets/beneficiaries of the program or that are expected to be beneficial to the targets/beneficiaries of the program, ② are based on the existing administrative environment that enables gender equality programs, and that ③ are considered appropriate for the current trends in our society with increasing calls for gender equality. The respondents of our interview survey tended to accept the policy improvement recommendations, if they fall under any of the three categories described above.

● Meanwhile, the public officials find it difficult to accept policy improvement recommendations that ① are not likely to be demanded by the targets/beneficiaries of the program, ② focus only on 'gender' and grant benefits to a specific gender, and therefore could bring about controversies over the equity of the program, because policy improvement programs should consider diverse elements (age, gender, economic status, region, etc.) in an equitable way, and that ③ are less convincing because their recommendation content is too simple.

● Implications from the research outcome

<Figure 2> Implications from major research outcome



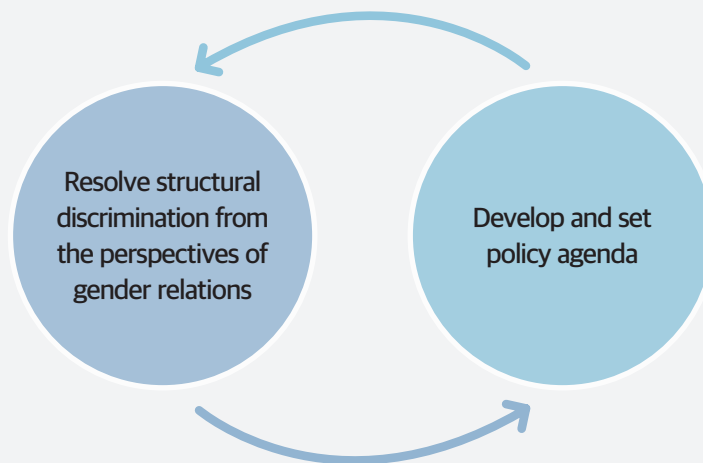
Policy Recommendations

● Basic directions for improving the effectiveness of the SGIA

● Basic objectives, achievements, and changing perceptions on the SGIA

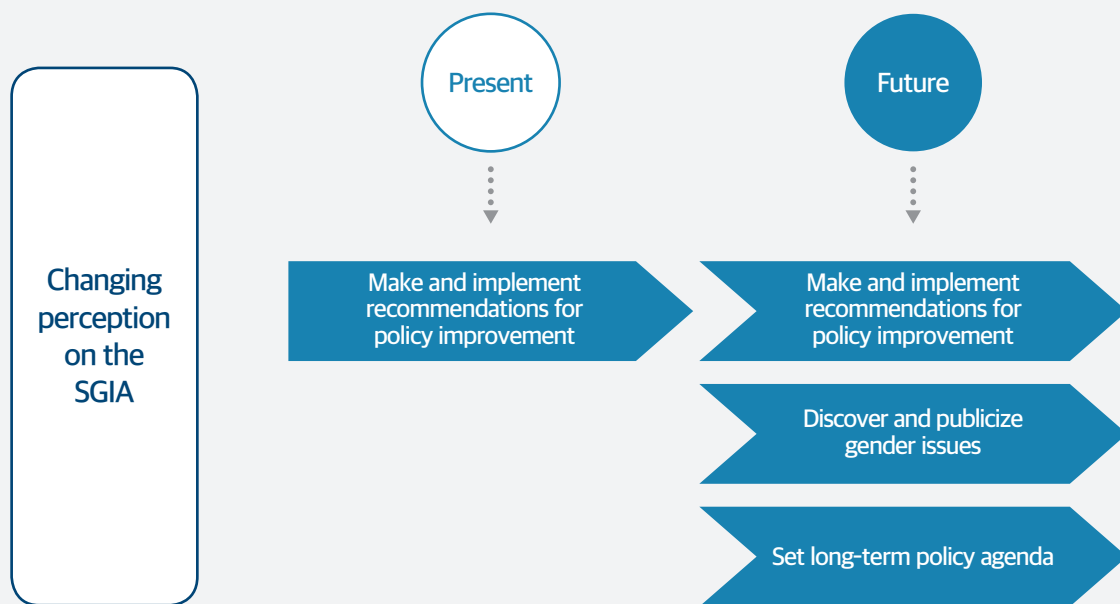
- ▶ In order to prepare measures to increase the effectiveness of the SGIA, it is necessary, first of all, to clearly define and share the objectives of the SGIA.

<Figure 3> Basic objectives of the SGIA



► The need to change the perception on the performance of SGIA

<Figure 4> > Changing perception on the performance of SGIA



● Reinforce the infrastructure and create an enabling environment for gender equality

● Improving the SGIA alone has limits in achieving the objectives intended by the system. Above all, it is important to create an enabling environment and infrastructure for the SGIA to achieve gender equality.

- ▶ To this end, it is necessary not only to improve the SGIA itself but also to define the goals of gender equality as part of the government's policy directions and to create a department dedicated to gender equality policies along with relevant experts within the government organizations.
- ▶ First of all, the gender sensitivity improvement education for public officials should be strengthened and needs to be designated as a statutory mandatory education.

● Strengthen the operation system of the SGIA

● Detailed improvement tasks by implementation stage: As a result of this study, diverse improvement areas have been identified for each of the five stages of implementing the SGIA. This study suggested improvement tasks and specified relevant government departments to be in charge of those tasks in detail, as follows, as a way to increase the effectiveness of the SGIA.

<Figure 5> Detailed improvement tasks by implementation stage of the SGIA

Implementation stage	Detailed improvement tasks	Responsible government departments
Develop and select target programs	<ul style="list-style-type: none"> - Hold a prior seminar about the implementation of SGIA, in the process of demand survey by the government. Propose one or more target programs for the specific gender impact assessment in the seminar. - Improve the target program proposal format. - Develop and select the target programs one year prior to implementing the SGIA. - Collect opinions and feedbacks before the Central Committee on Gender Impact assessment begins its review/adjustment of the target programs. 	Ministry of Gender Equality and Family (Central Committee on GIA)
Conduct the commissioned research	<ul style="list-style-type: none"> - Develop and provide a guideline on the research of SGIA: research objectives, criteria for research team composition, basic research content - Set flexible research period depending on the characteristics of the target programs - Increase the opportunity for the relevant institution in charge of the target program/policy to participate in the research process - Create and strengthen the talent pool of gender research experts in various policy areas: utilize 'women talents DB' - Diversify the use of policy improvement ideas suggested by the research report: interim research report (a symposium to discover gender issues), final report (a workshop to present policy tasks) 	Ministry of Gender Equality and Family / Research Program Team

Implementation stage	Detailed improvement tasks	Responsible government departments
Select and notify policy improvement recommendation	<ul style="list-style-type: none"> - Create and operate a TF team to draw out recommendation programs (draft): Have a prior consultation with the relevant institution in charge of the policy before officially notifying the recommendations to them. Select different levels of recommendations, and classify the recommendation implementation timeline into short term, mid-term, and long term periods. - Improve the integrity of the document included in the notification for policy improvement recommendations. - The Central Committee on Gender Impact Assessment shall adopt a procedure to recommend again the policy improvement recommendation programs rejected by the relevant institution in charge of the policy. - Upgrade the status of the person who notifies the policy improvement recommendations : Chairperson of the Committee on Gender Equality (Prime Minister) 	Ministry of Gender Equality and Family (Central Committee on GIA)
Establish and implement the plan reflecting the policy improvement recommendations	<ul style="list-style-type: none"> - Prepare the basis to turn the improvement 'recommendations' to mandatory implementation items: Amend the Act of Gender Impact Assessment. 	Relevant institutions in charge of the policy
Check the implementation of policy improvements	<ul style="list-style-type: none"> - Establish an IT system to manage the current implementation status of policy improvements and relevant data. - Keep checking the status of the programs that finished policy improvements for at least 3 years. - Continue to discover and publicize policy improvement best practices. 	Ministry of Gender Equality and Family

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Responsible Ministry : Ministry of Gender Equality and Family (Gender Impact Assessment Division)
Related Ministry : Central administrative institutions, public institutions, and local municipalities that implement policy improvement recommendations