

# KWDI Issue Paper

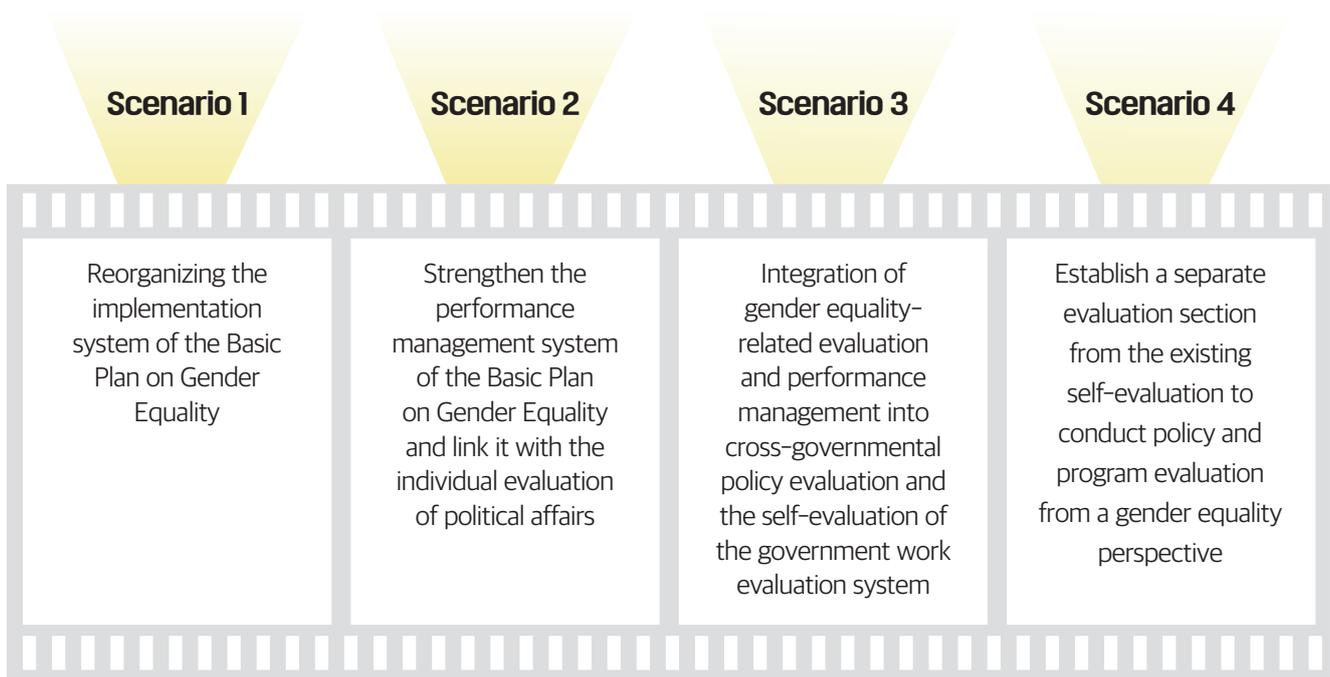
Research Title: A Study on Gender-mainstreaming Strategy in Korea: Towards an Integrated Approach  
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## Ways to Integrate Gender-Mainstreaming Strategy in Korea

### Abstract

- ◆ Even though various systems for promoting gender mainstreaming have been implemented across the government for over a decade, each system has developed within its own institutional and organizational framework, pursuing the self-completion of each system under different implementing entities and governing laws. As a result, the internal linkage between gender mainstreaming systems, the linkage with the general policy and project evaluation and performance management system that acts as an external condition and constraint for gender mainstreaming systems, and the effective division of roles and functional differentiation between local governments and central administrative agencies, which are the government-level subjects of gender mainstreaming, have been neglected.
- ◆ Motivated by these concerns, this study aims to construct an integrated gender mainstreaming model that implements linkages across three dimensions: intra-institutional linkages, inter-institutional linkages, and government-level linkages. Furthermore, four institutional improvement scenarios are proposed for integrated gender mainstreaming model that enables these three levels of linkages, and specific policy tasks are proposed for three of these scenarios.
- ◆ A democratically elected government has an obligation to effectively institutionalize a series of processes for promoting gender equality as a public value, including 1) setting specific goals and strategies, 2) planning policies and projects to achieve those goals, 3) mobilizing resources to implement those policies and projects, 4) evaluating the results to assess the extent to which the strategies and goals have been achieved, and 5) ultimately being evaluated for its performance. It is expected that the institutional improvement scenarios and policy proposals of this study will provide a basic blueprint for the government to practice such obligations.

## Integrated Gender Mainstreaming System Scenarios



### Background and Issues

- As gender mainstreaming strategies have developed and evolved, the core gender mainstreaming implementation tools (Gender Budgeting, Gender Impact Assessment, and Gender-responsive Statistics) have each been designed and improved independently, leading to a relative lack of research from an integrated perspective that encompasses all three tools.
- Gender Budgeting and the Gender Impact Assessment have been developed independently under their own laws and promotion systems as representative gender mainstreaming tools, but there have been continuous calls for strengthening the linkage and synergy between the tools for effective gender mainstreaming.
- Gender Budgeting and Gender Impact Assessment System share some common ground with other policy and program evaluation systems, such as the Ministry of Strategy and Finance's Performance Management of Budgetary Programs, the Ministry of Interior and Safety's Government Performance Evaluation System, and the inter-ministerial Basic Plan Evaluation System of each ministry. Therefore, in order for the two systems to function smoothly, it is necessary to carefully examine the possibility of coexistence with these general performance management and evaluation systems.

- Additionally, as the two systems are applied to central administrative agencies and local governments, it is necessary to maximize the effect of achieving gender mainstreaming by avoiding one universal operation of the system that ignores the division of roles and performance promotion system between the central government and local governments. Instead, it should operate considering effective project and financial linkage between the central and local governments in order to maximize the effectiveness of gender mainstreaming strategies.
- Gender Statistics need to be actively utilized in the Gender Budgeting and Gender Impact Assessment processes to inform evidence-based policy decisions.
- In order to achieve integrated gender mainstreaming through the implementation of Gender Budgeting and Gender Impact Assessment and the systematic use of gender statistics, it is necessary to strengthen both internal and external linkages between gender mainstreaming systems, as well as other policy evaluation systems. Research is needed to identify the necessary conditions and success factors for ensuring the linkage between the central government and local governments is achieved simultaneously.

## Investigation and Analysis Result

- **1. Comparison of the Basic Plan on Gender Equality and Other Basic Plans: Lack of a Post-Evaluation System**
  - ▶ Comparative analysis on the systems of each plan by focusing on the selection process for detailed tasks and regulations for evaluating implementation performance, such as the Basic Plan on Gender Equality, the Basic Plan on Social Security, the Basic Plan on Vocational Education and Training, and the Basic Plan on Low-Birth Rate and Aging Society and their implementation plans, which are being promoted by each ministry.
  - ▶ The Basic Plan on Gender Equality Policy has limitation in functioning as an effective and binding mid-to long-term gender equality strategic plan. As it lacks legal and substantial grounds to evaluate the implementation and performance of the basic plan and reflect it in performance management.
  - ▶ Comparison with similar basic plans such as the Basic Plan on Vocational Education and Training, and the Basic Plan on Low-Birth Rate and Aging Society, it was found that the performance evaluation and management of the Basic Plan on Gender Equality are not systematized; the selection of detailed tasks in the implementation plan is too trivial, and the relevant performance indicators are not well-equipped. This makes it difficult to evaluate the implementation performance of the basic and implementation plan, and to link it to the performance of the tasks of the basic plan.

## 2. Insufficient linkage between the Gender Impact Assessment, Gender Budgeting, and Gender Statistics

- ▶ Gender Impact Assessment and Gender Budgeting tend to focus on individual micro-level project evaluations without having a strategic goal system. Gender Budgeting, which is based on the National Finance Act, has difficulties in effectively linking with Gender Impact Assessment due to different ministries and departments being involved (only mechanical linkages are established).
- ▶ In order for the two systems to be organically linked, the mid- to long-term gender equality strategic goals outlined in the Basic Plan on Gender Equality Policy must be properly supported and their achievement assessed by government activities at the individual project level (or policy task level). To do this, the two systems must be institutionalized to perform mutual functions. However, the two systems are linked in a way that they conduct similar or identical analyses of similar or identical projects, and prepare similar or identical documents for submission to different central administrative agencies (Ministry of Gender Equality and Family and Ministry of Planning and Finance).
- ▶ To overcome these problems, the two systems need to be reorganized so they can perform mutual functions while serving the same goal of managing the strategic goals of the Basic Plan on Gender Equality Policy, but with different management methods and targets.

## 3. Government performance evaluation and fiscal performance management system

- ▶ It analyzed the government performance evaluation system of the Office for Government Policy Coordination and the overview, implementation system, and operational status of the government work evaluation system of the performance management system of fiscal projects of the Ministry of Economy and Finance.
- ▶ In the Office for Government Policy Coordination's government work evaluation system, there are mechanisms such as specific evaluation, self-evaluation, and individual evaluation, which enable central administrative agencies to evaluate projects or initiatives of other central administrative agencies. It has been confirmed that none of these sub-evaluation systems reflect or incorporate evaluations and performance management from a gender equality perspective.
- ▶ Individual evaluations include evaluations of the Ministry of Employment and Labor's financial support job creation projects and the Ministry of Health and Welfare's performance evaluation of social security basic plans. However, evaluations of the Ministry of Gender Equality and Family's performance in promoting the Basic Plan on Gender Equality or Gender Impact Assessment of projects are not included. Furthermore, joint evaluations where central administrative agencies assess delegated national affairs for local governments, some indicators proposed by the Ministry of Gender Equality and Family are included, however, it is difficult to consider this as an evaluation of local governments' overall gender equality tasks.

- ▶ The Ministry of Economy and Finance's performance evaluation system for fiscal projects and Gender Budgeting are completely separate. In plans and results reports, even though the same unit project may be subject to Gender Budgeting project, information from the Gender Budgeting and final account documents is not reflected at all, and the same the other way around.
- ▶ According to the revised National Finance Act, efforts should be made to minimize duplication between evaluations by other central administrative agencies and the Ministry of Economy and Finance's evaluation of fiscal projects (Article 85-8, Paragraph 2). Furthermore, with the revision aiming for program-level performance management in the format of performance plans (discouraging performance management at the unit project level), it is expected that this separation will be further reinforced in the future.
- ▶ In this way, gender perspective evaluation and performance management are conducted in isolation from the performance management systems of the two ministries responsible for evaluation and performance management. Therefore, the lack of binding and incentive makes it difficult for officials in charge to assess, and as a result difficult to reap the benefits of evaluation. Additionally, the two evaluation systems implemented by the Office for Government Policy Coordination and the Ministry of Economy and Finance have a strategic goal system in place that extends from strategic goals to individual performance goals, and businesses or policy tasks to achieve those goals are selected as management targets, making goal-oriented performance management possible. However, the gender equality perspective of the strategic goal system is absent (or attached after) in Gender Impact Assessment and Gender Budgeting, so the link to the gender equality performance management system is weak and the performance management function is not working properly.

#### 4. The need for improvement in the system for planning and evaluating local government projects

- ▶ Analysis of local government budget process and procedures, content and characteristics of local fiscal management system, types and management of financial projects, main financial project evaluation system, relationship between social welfare finance between central and local governments. The local government budget and financial management processes were specifically examined, and explored the possibility of incorporating gender-responsive budgeting and gender mainstreaming measures into each process.
- ▶ Local government projects are broadly divided into discretionary projects and national subsidy projects. Among them, social welfare projects, which are highly relevant to gender equality (and therefore account for the majority of projects subject to Gender Impact Assessment and Gender Budgeting), are mostly planned by central administrative agencies and implemented by local governments. The funding for these projects is secured through a combination of central government subsidies and local government matching funds, within the scope of the delegation. Therefore, local governments only have the discretion to request a budget based on an estimate of the project's volume, but they face many constraints in initiating and improving changes to the scope of project beneficiaries, project goals, and project implementation methods.

- ▶ In the case of national subsidy projects, various evaluations are conducted at the level of each central administrative agency, such as the Ministry of Economy and Finance's evaluation of the existence of subsidy projects, the Ministry of the Interior and Safety's joint evaluation of local governments, and individual evaluations by individual central administrative agencies. As a result, the related departments of basic local governments, where the implementation of multiple central administrative agency subsidy projects is concentrated, are in a situation where their administrative power is lacking even for the various evaluation response tasks.
- ▶ In this situation, Gender Impact Assessment and Gender Budgeting are applying the same evaluation items and criteria without distinguishing between national subsidy projects and local government discretionary projects. Therefore, local governments are not only burdened with excessive work, but they are also made to take responsibility for improving projects and increasing performance in an area where their discretion and autonomy are highly restricted.

## 5. Seeking measures for institutional linkage

- ▶ To resolve these issues, we surveyed public officials and experts in gender mainstreaming, government work evaluation, and financial project evaluation. This report presents their insights.
- ▶ According to the survey results, more than 60% of respondents agreed with the following statements: "The analysis of target projects is mechanical and superficial," "Gender Budgeting and Gender Impact Assessment are not linked appropriately and do not achieve synergy," and "Performance management is focused only on individual target projects and does not contribute to the achievement of gender equality goals at the ministry (local government) level." This indicates that there is a consensus that these are the biggest problems with Gender Impact Assessment and Gender Budgeting.
- ▶ In response to the question of whether it is necessary to transfer the "overall coordination of gender impact assessment tasks" that the Ministry of Gender Equality and Family is currently carrying out based on the current gender impact assessment laws and regulations to another ministry, or whether it is more appropriate for the Ministry of Gender Equality and Family to continue to carry out the tasks, the most common response was that it is desirable for the Ministry of Gender Equality and Family to "continue to carry out the tasks as they are" (41.7%). This was followed by the opinions "it is desirable to transfer the tasks to a central administrative agency (Office for Government Policy Coordination, Ministry of Economy and Finance, Ministry of the Interior and Safety, etc.) responsible for major government projects, policy evaluation, and overall policy coordination" (39.7%), showing a very small difference.
- ▶ Additionally, 74.8% of respondents agreed with the statement that "it is desirable to organically link and promote Gender Impact Assessment system and Gender Budgeting system with other government project evaluation systems (such as the Ministry of Economy and Finance's financial project evaluation system and the Office for Government Policy Coordination's government work evaluation system) since they are systems that aim to evaluate government projects from a gender equality perspective and provide

feedback on the results." In response to the question about the specific methods of "organic linkage," 33.8% of respondents said that it is desirable for "the financial project performance evaluation system of the Ministry of Economy and Finance to be operated by the financial project performance evaluation organization within the system," followed by 25.8% of respondents who said that it is desirable for "other central administrative agencies (such as the Ministry of Gender Equality and Family) to perform the task with similar procedures and promotion systems as the financial project performance evaluation system of the Ministry of Economy and Finance," and 24.5% of respondents who said that it is desirable for "the government work evaluation organization within the government work evaluation system of the Office for Government Policy Coordination to operate the system."

- ▶ In response to the statement that "Gender Budgeting and Gender Impact Assessment should be reformed to manage performance by establishing gender equality-related strategic goals for ministries (local governments) and then selecting performance goals and management tasks to achieve these goals autonomously by ministries (local governments)," 69.5% of all respondents (agree somewhat + strongly agree) agreed. In response to the question of whether it is possible to set strategic goals or performance goals for the entire organization related to gender equality, 66.9% of respondents said that "it is not possible with our own capacity, but it is possible if we receive external consulting or advice," which was the highest answer. Next, 15.9% of respondents said that "it is generally possible with the organization's own capacity," and 9.3% of respondents said that "it is fully possible to set them with the organization's own capacity."
- ▶ According to the results of expert in-depth interviews, there is a prevailing negative opinion on the proposal to introduce performance management with a gender equality perspective as part of the specific evaluation in the government affairs evaluation system of the Office for Government Policy Coordination. The reason for the prevailing negative opinion on the proposal to introduce gender equality performance management is that the operation method of specific evaluation is not suitable for the purpose of evaluating each ministry's performance (main policy) from a gender equality perspective, and even if it is applied not to main policies but to other areas such as government innovation and active administration, each evaluation indicator is very specific and limited to a specific issue, unlike the comprehensive topic of gender equality.
- ▶ In response to the question about incorporating gender equality considerations into the Ministry of Economy and Finance's performance goal management system or performance evaluation system for financial projects, negative opinions have been raised. The concern is that the evaluation would be conducted by the Ministry of Economy and Finance, which is not in line with the purpose of financial project evaluation, rather than by the Ministry of Gender Equality and Family, which is responsible for conducting such evaluations. This is especially relevant for financial projects that are not specifically designed to promote gender equality but have been allocated a separate budget for this purpose.

- ▶ On the other hand, there was a proposal to link the evaluation and performance management of the Basic Plan on Gender Equality with the individual evaluation of government work evaluation to further strengthen them. Simultaneously, the conditions that must be met in advance to individualize the evaluation of the the Basic Plan on Gender Equality were also presented.
- ▶ The proposal to incorporate gender equality evaluation elements into the existing self-evaluation system of government work evaluation was also suggested. This means that gender equality-related environmental analysis is included in the strategic plan, strategic goals related to gender equality improvement are added, and performance goals and management tasks for promoting gender equality are added accordingly to supplement the existing performance management strategic plan and implementation plan. It was suggested that this method could be a favorable alternative.
- ▶ In the past, there have been proposals to have central administrative agencies or metropolitan self-governing bodies manage the performance of national subsidy projects or provincial subsidy projects where local governments have difficulty exercising discretion due to Gender Impact Assessment or Gender Budgeting by local governments, while local governments would only establish their own gender equality performance management system for their own discretionary projects. While most local government officials and experts expressed positive views on this proposal, it was also pointed out that it is necessary to consider that there are often very few discretionary projects in some local governments with low financial autonomy.

## Policy Proposal

- ▶ Based on the results of these quantitative and qualitative analysis surveys, four institutional reform scenarios are proposed as a solution to the issues identified through the previous literature review for linkage at three levels.
- ▶ The first scenario is to reform the implementation system of the Basic Plan on Gender Equality to strengthen the post evaluation and performance management.
  - First, the evaluation and performance management procedures are established through the revision of the Gender Equality Basic Act and its Enforcement Decree. When formulating the Basic Plan on Gender Equality, in-depth component analysis is conducted in each major area to establish strategic goals to be achieved during the planning period and to select performance indicators to measure the degree of achievement. Based on this, each ministry establishes an annual implementation plan and selects management tasks (detailed assignment) that should be tracked and supervised annually to achieve performance during the planning period. Management tasks are automatically selected as target projects for Gender Impact Assessment or Gender Budgeting based on the nature of the management tasks and are evaluated and managed accordingly.

- In accordance with the revised Gender Equality Basic Act, each ministry self-evaluates the achievement of management tasks and the achievement of higher-level goals based on Gender Impact Assessment report or Gender Budgeting reports, and after summarizing the results, reports them to the Gender Equality Committee. Subsequently, the Gender Equality Committee provides each ministry with feedback on areas for improvement and matters to be reflected in the preparation of the next year's implementation plan.
- The same principles are applied to local governments. To strengthen the evaluation and performance management of the implementation plan of the Basic Plan on Gender Equality, each local government will revise its basic ordinance on gender equality. Based on the established basic plan for gender equality policies, metropolitan local governments will formulate annual implementation plans and select management tasks.
- Local governments do not establish separate implementation plans but select management tasks from among their own affairs based on the annual implementation plans of metropolitan local governments. In this case, the local government should select management tasks from its self-discretionary projects. Central administrative agencies designate and manage management tasks for national subsidy projects, statutory mandatory expenditure projects, etc., and may request local governments to provide data and performance aggregation when necessary.
- ▶ The second scenario is a measure to further strengthen the evaluation of performance and effectiveness of management. This is done by linking the performance evaluation of the implementation of the Basic Plan on Gender Equality to the individual evaluation of the government evaluation system of the Office for Government Policy Coordination, after strengthening the implementation system of the basic plan for gender equality policies through the first scenario.
  - In order to promote the performance evaluation of the implementation of the Basic Plan on Gender Equality as one of the individual evaluations, it is necessary to first stabilize and establish the evaluation and performance management of the basic plan for gender equality policies through Scenario 1 above as an institution.
  - Based on this, the Ministry of Gender Equality and Family should apply to the Government Performance Evaluation Committee for the implementation of individual evaluations, establish an evaluation implementation plan through deliberation by the committee, notify the evaluation target organizations of the evaluation implementation plan, and conduct the evaluation.
  - Once the evaluation is completed, the results are submitted to the Government Performance Evaluation Committee, and the Committee continuously monitors and evaluates whether the individual evaluation is being operated efficiently in accordance with its original intent and purpose. Individual evaluations can be conducted not only for central administrative agencies and their affiliated organizations but also for local governments. Therefore, they can also be used as is to evaluate the performance of the implementation of the implementation plan for the Basic Plan on Gender Equality of local governments.

- However, since individual evaluations are centrally led evaluations, they tend to be biased towards evaluations directed at the central government, such as national subsidy projects. Therefore, it is necessary to encourage autonomous gender equality performance management by local governments, as well as being necessary to consider implementing self-evaluations in parallel with individual evaluations for local governments.
- ▶ The third scenario is to integrate gender equality evaluation and performance management into the government performance evaluation system of the Office for Government Policy Coordination, which is the overall policy evaluation and performance management ministry across ministries.
  - This is also a measure that conforms to the intent of the Government Performance Evaluation Basic Act to integrate and promote evaluations of central administrative agencies and local governments and to avoid omissions in individual evaluations.
  - The Office for Government Policy Coordination and the Government Performance Evaluation Committee, with the support of the Ministry of Gender Equality and Family, shall establish guidelines for the establishment of performance management strategy plans and implementation plans, which shall include guidelines for the establishment of a strategic goal system from a gender equality perspective. Based on these guidelines, each central administrative agency shall establish a performance management strategy plan that includes gender equality goals within the goal system when establishing a performance management strategy plan.
  - Based on this strategic plan, each central administrative agency shall establish an annual implementation plan and select management tasks. For those management tasks that serve as gender equality strategic goals, the progress and results of their implementation are aggregated through the Ministry of Economy and Finance's Gender Budgeting process and the Ministry of Gender Equality and Family's gender impact assessment process (for general finance and information technology projects). The relevant ministry then includes these results in its self-evaluation report. Based on this, a strategic goal performance analysis report that includes a gender equality perspective is prepared and submitted to the Government Performance Evaluation Committee.
  - The results are delivered back to the ministries after deliberation by the Government Performance Evaluation Committee and reporting to the State Council. Ministries utilize the results in the preparation of next year's implementation plans or budget proposals and provide rewards and penalties through their own incentive systems.
- ▶ The fourth and final scenario involves establishing a separate evaluation category for gender equality-focused policy and project evaluation, distinct from the existing self-evaluation categories (major policies, general finances and national research and development, disaster safety and balanced development, administrative management capabilities including organization, personnel, and information technology).
  - The Ministry of Gender Equality and Family is responsible for overseeing and evaluating all government-driven gender equality initiatives and policy issues through a comprehensive strategic planning framework.

- This means that in addition to the previously designated central administrative agencies (the Office for Government Policy Coordination, the Ministry of Economy and Finance, the Ministry of Public Administration and Safety, the Ministry of Science and ICT, Presidential Committee for Balanced National Development, the Ministry of Personnel Management, etc.) responsible for self-evaluation in each self-evaluation sector under the Enforcement Decree, one more central administrative agency will be responsible for self-evaluating gender equality.
- However, even if the need to revise the Fundamental Law on Evaluation of Government Affairs and its enforcement decree is set aside, this scenario is still unlikely to be realized due to the need for large-scale organizational restructuring and reinforcement of the Ministry of Gender Equality and Family and the Office for Government Coordination. As well as the need for line ministries to have the authority to allocate budgets related to gender equality.

Responsible Ministries:

- Ministry of Gender Equality and Family: Women's Policy Division, Gender Impact Assessment Division
- Ministry of Economy and Finance: Welfare Budget Division
- The Office for Government Policy Coordination: Government Performance Evaluation Office
- Metropolitan autonomous government: Women's Policy Division, Planning and Budget Evaluation Division