

Gender-Responsive Budgeting Initiatives:

Introduction and Progress at the National Level

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Contents

I. Introduction	1
1. How have Korean GRB initiatives developed over time?	2
2. What is gender-responsive budgeting?	4
II . Korean GRB initiatives at the national level	10
1. Preparation of Korean GRB Plans and Reports	10
2. Key findings from the GRB Plans 2010-2012	15
3. Key findings from the GRB Report 2010	20
III . Progress and challenges	24
1. What progress has been made?	24
2. What are the challenges ahead?	27
References	35

Table Contents

<Table 1> Annual GRB Plan preparation	11
<Table 2> Annual GRB Report preparation	12
<Table 3> The GRB Plan 2010 (million won)	15
<Table 4> The GRB Plan and Funds Implementation Plan for 2011 ..	17
<Table 5> The GRB Plan and Funds Implementation Plan for 2012 ..	18
<Table 6> Gender-based impact analysis and the GRB Plan	19
<Table 7> GRB Report 2010 (million won)	21
<Table 8> Budget implemented by key targets (million won)	22
<Table 9> Budget implemented by target (million won)	23

Figure Contents

[Figure 1] Flow chart for GRB Plan and Report	13
[Figure 2] GRB Plan and Report preparation process	14

Gender-Responsive Budgeting Initiatives : Introduction and Progress at the National Level

I. Introduction

National fiscal management without consideration of women or men's socio-economic roles, circumstances and expectations could deepen gender inequality and lead to fiscal inefficiency (Kim, 2010). As such, South Korea began to undertake gender-responsive budgeting (GRB) initiatives in 2006, and to establish the legal framework, in the form of the National Budgeting Law. Accordingly, an annual gender-responsive budget plan (GRB Plan) has been prepared for the last three years since 2010. Along with the third GRB Plan, the fiscal year 2012 saw the preparation of the first gender-responsive budget report (GRB Report).

Gender-responsive budgeting initiatives (GRB initiatives) are often seen as a useful tool to achieve a gender equitable society and meet global standards. Without promoting gender-equality, it is difficult to achieve sustainable development, given the rapid demographic changes taking place in South Korean society, which include a low birth rate and population ageing¹). This calls for the country to advance the fiscal

1) The World Bank's "World Development Report 2012: Gender Equality and Development" argues that greater gender-equality is a tool of smart economics as well as a core development objective. In other words, restricted use of women's ability and labor due to discrimination in the labour market and society can cause economic loss. The report also stresses that despite significant progress made in narrowing gender gaps in education, health, and labor markets over the last 25 years, gender gaps in less developed countries still remain. It focuses on four priority areas

system and accelerate policy efforts aimed at achieving a gender equitable society. The Korean GRB initiatives are still in the early stages and the central government's efforts may seem insufficient to demonstrate the expected level of efficiency and commitment. However, there is no denying that the introduction and wider practice of the initiatives were possible thanks to many people involved in the new system. In this regard, this study aims to explore the central government's unique path in launching the new program to suit the Korean fiscal model and progress made so far, and at the same time offers policy actions or recommendations for effective operation of the system.

1. How have Korean GRB initiatives developed over time?

Gender-responsive budgeting was said to have been first discussed by women's rights groups in 1998 when they analyzed budget allocation for women and presented their views to the government and political parties. In 2002, Korean Women's Association United sent a petition for GRB to the National Assembly, and the Parliamentary Women's Committee both adopted a resolution on GRB and requested women-related documents. The National Assembly passed the resolution in a plenary session in November of that year. In 2003, the Ministry of Planning and Budget incorporated policies to promote equal participation of women, by boosting childcare budgets, into the budgetary process, and in 2005 the

to eliminate persistent gender gaps: (i) closing gender gaps in access to economic opportunities, earnings, and productivity, (ii) reducing gender gaps in human capital, (iii) increasing women's voice in the household and in society, and (iv) limiting the reproduction of gender inequality across generations (Cho, 2011).

Ministry decided to include gender-based impact analysis in the following year's budget, based on projects with significant gender impacts.

In 2006, GRB was institutionalized when the Special Parliamentary Committee on Budgets launched a "Task Force on GRB Research" and the National Assembly passed the National Budgeting Law which stipulates the requirements for GRB initiatives. The law has required government agencies to submit a GRB Plan and Report from the fiscal year 2010²). The task force claimed that incorporating a gender-responsive perspective into the "Budgeting Guidelines 2007" could help to launch GRB initiatives. However, the Budgeting Guidelines only recommended checking whether projects provide for gender-based impact analysis or not, and therefore fell short of giving clear guidance and formats to draft a GRB Plan and Report. This resulted in the Korean Women's Development Institute (KWDI) founding the Gender Budget Research Center and embarking on a mid to long-term research program to build the capacity of the institutionalized GRB after consultation with the Budget Office in the Ministry of Planning and Budget and the Center for Gender Impact Assessment in the Ministry of Gender Equality³).

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- 2) The "Task Force on GRB Research" was launched under the Special Parliamentary Committee on Budgets (January 31, 2006), with Gye-gyeong Lee as chair. Members include Gye-an Lee, Mok-hee Lee, In-young Lee, Eun-young Lee (Uri Party), Je-yeop Shim, Jong-gu Lee, Gu-shik Choi (Grand National Party), and Young-soon Lee (Democratic Labor Party).
 - 3) Preparations were wide ranging and included research on the theoretical basis and methodology, research on overseas case studies, and design of the preparation process, including issues such as role assignment to agencies, creation of the official form for a GRB Plan, setting guidelines for choosing potential projects, development of sex-disaggregated statistics, training officials in charge, and running a pilot program (Kim et al, 2010).

2. What is gender-responsive budgeting?

a. Relationships between gender-mainstreaming, performance-based budgeting, and gender-responsive budgeting⁴⁾

GRB is closely linked to both performance-based budgeting as a fiscal policy and gender-mainstreaming as a gender equality policy. Therefore, it is essential to understand these two elements first in order to fully understand GRB.

GRB initiatives are core instruments to realize gender mainstreaming from a gender-responsive perspective. GRB initiatives are different as they conduct GRB analyses on projects, whereas gender-based impact analysis is carried out on policies. These initiatives were discussed openly at the Fourth World Conference on Women (Beijing, 1995), putting them on the global map. Also, in March 2001, the UN Office for the Special Advisor on Gender Issues and the Advancement of Women (OSAGI) provided specific guidelines for GRB initiatives to integrate a focus on gender equality into the budgetary process. Budgeting is both a tangible action of policy and an important mechanism to decide priorities. Therefore, GRB initiatives are prerequisites to anchor gender mainstreaming.

In addition, performance-based budgeting, like other types of budgeting, applies general principles to the overall budget, while GRB initiatives tend to highlight a particular perspective, making it a complementary scheme rather than an independent budgeting system. It can also be said that GRB either follows general principles of the

4) Adopted from a study by Gyu-ock Kim (2011).

existing budgetary system, or that it is a sub-budgeting mechanism of a particular budgeting system (Kim, 2011). In this respect, GRB initiatives are closely linked to performance-based budgeting, which has received considerable attention in recent years.

Guidelines for drafting a GRB Plan or formats under the National Budgeting Law contain quite a few characteristics of performance-based budgeting. First, the GRB initiatives clearly state in the budgetary rules that its objectives are fiscal management towards gender-equality, and that gender-based benefit analysis results are employed to see if the objectives have been achieved. In other words, GRB initiatives were created to combine the basic framework of performance-based budgeting with the outcome objective of gender equality. Second, a GRB Plan includes strategic targets, outcome objectives, and plans to achieve targets according to the performance management system. For example, the performance of each project included in the Women's Policy Framework is required to be included in a GRB Plan. Also, gender-based benefit analysis was newly added in GRB Plan 2011 as a measure of outcome objectives. In drafting a GRB Plan, budgets are set for each sub project, the smallest category of budgeting following fields, programs, and unit projects. Third, unlike a general revenue expenditure report, a GRB Report includes performance evaluations of each project. To be specific, in addition to project-based budgets, finalized budgets, and settled accounts in the general revenue expenditure report, a GRB Report also outlines the size of target populations for gender-specific projects; the number and proportion of female and male beneficiaries over three years. Furthermore, in addition to quantitative data including statistics, evaluations and policy recommendations are also included in GRB

Reports, together with corrections which would lead to better practices. This means the Reports reflect upon performance targets, commitments to meeting policy goals, and outcome objectives.

b. Why GRB Plans and Reports?

Upon the introduction of the GRB initiatives, many researchers and other experts presented their own interpretations of the contents and scope of the system. Kim et al (2009) state that overseas gender experts and international organizations give varying definitions of gender responsive budgeting (or gender sensitive budget or gender budget). Also, the translated term, gender budget or women's budget can be misleading as it appears to aim to produce a separate budget for women or gender-equality (Kim et al, 2009).

Despite the diversity of opinions on GRB initiatives prior to the establishment of the legal framework, it is commonly found that GRB means not the budget earmarked for women only, but an action to allocate national resources geared at improving gender equality in the budgeting and implementing process (Cho, 2010).

Rather than allocating the budget evenly to each gender, GRB should be considered as a fiscal management system. A fiscal management system is a scheme that assists rational decision making and leads to efficient fiscal management during budgeting and implementation. It is also an instrument to manage national finance in an efficient, performance-oriented, transparent, and fiscally sound way, and helps taxpayers shoulder their burden fairly and at the appropriate level.

GRB is the use of government resources in an effective and

gender-equitable way by restructuring both income distribution and budget rules. It considers likely impacts of government budgets on women and men in budgetary processes, including budget allocation, deliberation, implementation and evaluation. GRB affects overall fiscal management including mid to long-term fiscal management plans, rather than the one-off budgeting process. The purpose is for the government to commit to pursuing gender-equitable policy as a core mandate and to make budgetary and policy changes towards gender-equitable society. In short, GRB does not stop after carrying out a pilot gender-based budget analysis, but is practiced throughout the whole budgetary process as an effective fiscal management instrument.

Currently, more than 90 countries have undertaken their own GRB at the national level. Among them, government-led GRB initiatives have been introduced in 10 nations, and countries including South Korea, France, and Austria have established legal frameworks to support the system. Each country's GRB model varies according to the national infrastructure in place, such as socio-economic circumstances, budgeting system, government type, and the societal acceptance level of gender equality.

Another view of GRB initiatives is that they are used to analyze function-based categories⁵⁾ of national finance from a gender-responsive perspective in order to promote gender equitable fiscal management (Kim, 2010). According to National Budgeting Law Article 16,

5) In Korea, national finance is classified into 12 fields including ① Research and development (R&D) ② Industry · SMEs · energy ③ Social overhead capital (SOC) ④ Agriculture, forestry, and fisheries products ⑤ Healthcare · welfare ⑥ Education ⑦ Culture · sports · tourism ⑧ Environment ⑨ National defense (general account) ⑩ Unification · diplomacy ⑪ Public order · safety ⑫ General public administration.

government is required to analyze effects of the national budget on women and men and to reflect the analysis results in budget allocation. The analysis of national finance is more concerned with real resources, rather than financial issues involving currency, and often explores relationships between government expenditure and revenues. The relationships tend to be conflicting since government expenditure on national defense, safety and security, and education is likely to increase people's wellbeing, while simultaneously increasing the public's tax burden. National finance analysis focuses on government's microeconomic functions such as income and resource distribution. Likewise, analysis of likely impacts of government budgets on women and men is conducted on legal restrictions related to government activity, government expenditure, and securing funds for expenditure, and focuses on both income and resource distribution by gender. This means that the purpose of the GRB initiatives can be best served when government resources are used in an effective and gender-equitable way by restructuring income distribution and budgetary rules (Cho et al, 2010). The initiatives consider potential impacts of government budgets on both genders in the budgetary process, including budget allocation, deliberation, implementation and evaluation. This is reflected in the two legal documents, "GRB Plan" and "GRB Fund Implementation Plan" (Cho et al, 2011).

National Budgeting Law Article 26 states that ① Central government is required to prepare a document which analyzes the potential impact of the national budget on women and men (hereafter "Gender-Responsive Budget Plan, GRB Plan"). ② The GRB Plan is required to contain an outline of expected effects on gender-equality, outcome objectives and

gender-based benefit analysis. The article can be understood as meaning that the preparation of a GRB Plan can contribute to changes in budget allocation to achieve more equitable distribution of resources based on the potential impact of the budget on both genders. The purpose of GRB Plan preparation is to realize gender equitable fiscal management by analyzing function-based categories of national finance from a gender-responsive perspective. GRB Plans are initially prepared by each agency, before the Ministry of Strategy and Finance collects and submits them to the National Assembly as supporting documents to the Budget Proposal.

A GRB Report is a supporting document to the Revenue Expenditure Report, as stipulated in the National Budgeting Law and National Accounting Act. In the process of settling accounts, national financial outgoings are summarized and reported according to the particular formats required. At the end of each fiscal year, central or local governments put conclusive budget and expenditure figures in the Revenue Expenditure Report before the evaluation and audit and inspection processes.

National Budgeting Law Article 57 states that ① Central government is required to prepare a document which evaluates whether budget expenditure benefitted women and men equally, and which analyzes whether budget expenditure contributed to reducing gender discrimination (hereafter "Gender-Responsive Budget Reports, GRB Report"). ② The GRB Report is required to contain project expenditure and a gender-equality impact analysis. The preparation of a GRB Report can contribute to achieving equitable benefits for both women and men, as well as effective budget implementation that narrows the gender gap.

Also, the purpose of the report is to realize gender equitable fiscal management through evaluation of performance and objectives achieved as well as expenditure outlayed. As with GRB Plans, GRB Reports are initially prepared by each agency before the Ministry of Strategy and Finance collects and submit them to the National Assembly as supporting documents to the Budget Proposal.

II. Korean GRB initiatives at the national level

1. Preparation of Korean GRB Plans and Reports

The annual GRB Plan is prepared and submitted to the National Assembly according to the procedure described in table 1. The GRB Plans for years 2010 to 2012 were based on the process as below, and each year's GRB is formulated during preparation of the Budget Proposal.

Budget planning starts in April when the Ministry of Strategy and Finance, and the Ministry of Gender Equality and Family notify agencies of potential projects and guidelines for drafting GRB Plans, according to Enforcement Order Article 9⁶⁾ under the National Budgeting Law. Between May and June, the agencies choose projects and receive expert advice and consultation⁷⁾ before drafting their GRB Plan. Then, each

6) According to Enforcement Order Article 9[2] under the National Budgeting Law, "Heads of central government agencies are required to prepare GRB Plans in accordance with guidelines (including project selection criteria) and formats agreed by the Minister of Strategy and Finance and Minister of Gender Equality and Family".

7) As consultation is not yet legally supported as of 2011, the Ministry of Gender Equality and Family contracts out consultation services to research institutes.

agency's GRB Plan is reported to the Ministry of Strategy and Finance by June 30th for deliberation before submission to the National Assembly.

〈Table 1〉 Annual GRB Plan preparation

Timetable	Particular
April (Year Y)	<ul style="list-style-type: none"> ○ Develop guidelines for drafting the GRB Plan (the Ministry of Strategy and Finance, after consultation with the Ministry of Gender Equality and Family) - Discuss guidelines for choosing potential projects with agencies - Notify "Guidelines for GRB Plan Year Y" to agencies (budgeting overview, project selection criteria and formats included, as an attachment to "A Guide for preparing Budget Proposal and Funds Implementation Plan for Year Y")
May-June	<ul style="list-style-type: none"> ○ Select projects (after discussion with the Ministry of Strategy and Finance, the Ministry of Gender Equality and Family, and government agencies) - The Gender Budget Research Center of the KWDI offers consultations on the selection of potential projects ○ Offer training and consultation on developing the GRB Plan - Korean Institute for Gender Equality Promotion and Education (KIGEPE) provides the services to fiscal officers and project management officers in various government agencies - The Gender Budget Research Center of the KWDI gives expert advice to agencies ○ Submit agency-level GRB Plan Year Y to the central government - Agencies submit the Budget Proposal including the GRB Plan to the Ministry of Strategy and Finance (expected deadline: June 30)
July-September	<ul style="list-style-type: none"> ○ Deliberate each agency's GRB Plan (the Ministry of Strategy and Finance)
October 1	<ul style="list-style-type: none"> ○ Submit the GRB Plans to the National Assembly - The Ministry of Strategy and Finance presents the GRB Plans as an attachment to Budget Proposal for Year Y to the National Assembly.

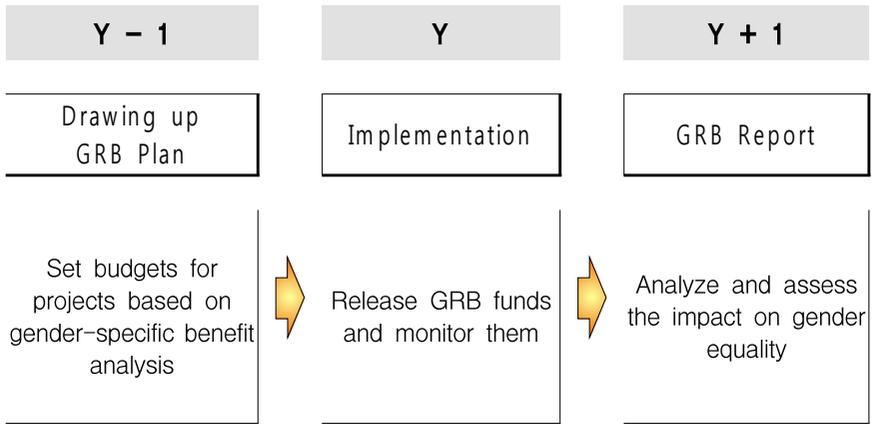
Government agencies are also responsible for drawing up and submitting annual GRB Reports along with annual Revenue Expenditure Reports. Based on the guidelines and formats they received in

November, the heads of agencies draft Revenue Expenditure Reports for the fiscal year, from January 1 to December 31, and submit them to the Minister of Strategy and Finance by the end of February in the following year. Following the settling of accounts by central government, the Board of Audit and Inspection of Korea deliberates the account settlements before submitting the final Revenue Expenditure Reports with the GRB Report attached to the National Assembly by the end of May.

〈Table 2〉 Annual GRB Report preparation

Notify agencies of the guidelines and formats →	Agencies submit Revenue Expenditure Reports →	Settlement of accounts by central government →	Audit and Inspection Board deliberates account settlements →	Submit to the National Assembly
Nov (Year Y)	End of Feb (Year Y+1)	Apr 10 (Year Y+1)	May 20 (Year Y+1)	May 31 (Year Y+1)

Global trends in preparing GRB Plans and Reports have shown that key elements are analysis and evaluation of particular projects in terms of their contribution to increased gender equality. In Korea, as displayed in figure 1, it is a requirement that budgets are set for sub projects of general accounts, special accounts, and fund-raising projects. In addition, the budgeting process needs to take into consideration an outline of expected effects on gender-equality, as well as outcome objectives and gender-specific benefit analysis.



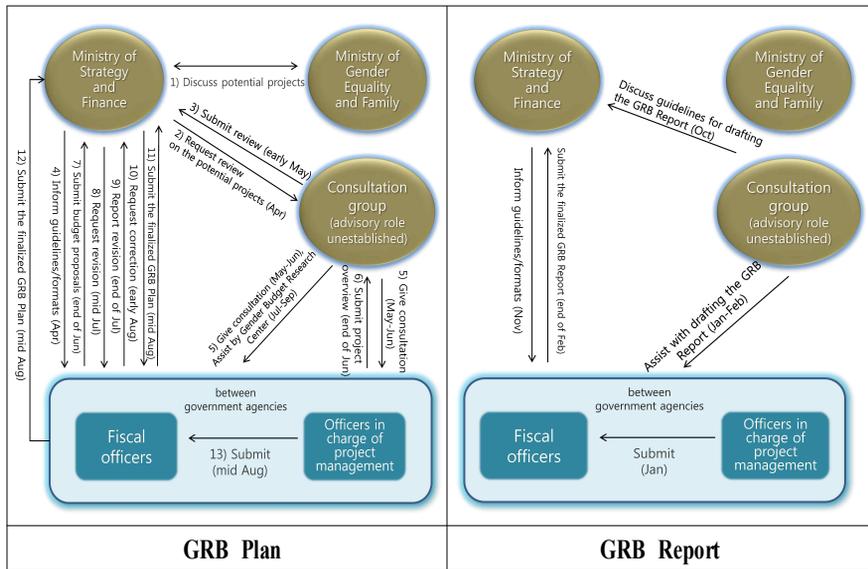
[Figure 1] Flow chart for GRB Plan and Report

According to the schedules outlined above, several appointed government agencies and research institutes are involved in the development of gender-responsive budgeting. The GRB proposal is initially drafted both by officers in charge of project management and fiscal officers from various government agencies, then presented to GRB planners at the Budget Office in the Ministry of Strategy and Finance for deliberation, before submission to the National Assembly.

During preparation of the GRB Plan, both officers in charge of project management and fiscal officers from various government agencies receive consultations and expert advice. The Center for Gender Impact Assessment at the Ministry of Gender Equality and Family mainly plays an advisory role, and the Korean Institute for Gender Equality Promotion and Education (KIGEPE) contracts with research institutes in order to offer professional assistance to those preparing the plan. However, as consultation services are not yet legally established and supported, a number of issues have surfaced⁸). This has led the Gender Budget

Research Center of the KWDI to offer financial aid for both the contents of Plans and consultation services.

As shown in figure 2, preparation of the GRB Report follows a similar path as the GRB Plan, except for the consultation stage. In drawing up the GRB Report, the Gender Budget Research Center of the KWDI is fully in charge of written consultations, which can be contrasted with the consultation process for drafting the GRB Plan (The Ministry of Gender Equality and Family, 2011)⁹.



[Figure 2] GRB Plan and Report preparation process

- 8) Issues include fluctuating yearly consultation fees, frequent change of consultants, and inconsistent timing of the annual service request period. The service was scheduled to end by June 30, however there were many outstanding requests. The consultations between July and September are therefore to be given to the Gender Budget Research Center of the KWDI, instead.
- 9) Consultation services for drafting the GRB Report are not legally supported, either.

2. Key findings from the GRB Plans 2010-2012

The GRB Plan 2010, which was the first time the Plan was carried out at the national level, prioritized both policy projects for achieving gender equality and projects for gender-based impact analysis. A total of 29 agencies embarked on 195 GRB projects with the budget amounting to 7,314.4 billion won.

Policy projects for achieving gender equality refer to projects either for women only or with the primary purpose of achieving gender equality. Projects were earmarked in the GRB Plan as entirely benefitting women or entirely benefitting men, and as such did not follow the guidelines for GRB Plan and Funds Implementation Plan set by the Ministry of Strategy and Finance. A total of 15 agencies undertook 67 GRB projects amounting to 2,191.6 billion won (1.08% of total budgets).

General projects (projects for gender impact analysis) were selected in accordance with their potential to improve gender equality, and their benefits should be analyzed by gender. General projects were not earmarked in the GRB Plan as they entirely benefit a specific gender. A total of 24 agencies undertook 128 GRB projects amounting to 5,122.8 billion won (2.53% of total budgets).

〈Table 3〉 The GRB Plan 2010 (million won)

Particulars	2009 Budget (a)	2009 Supplementary Budget (b)	2010 Budget (c)	Difference		Difference		Projects	
				d=(c-a)	%	e=(c-b)	%	total	%
Policy projects to achieve gender equality	1,828,044	1,856,059	2,191,637	363,593	19.9	335,578	18.08	67	34.36
Projects on gender-based impact analysis	4,860,996	5,097,861	5,122,810	261,814	5.39	24,949	0.49	128	65.64
Total	6,689,040	6,953,920	7,314,447	625,407	9.35	360,527	5.18	195	100

The second initiative, GRB Plan 2011 has made dramatic progress in two ways. One is the addition of 50 more projects to the 195 projects from the previous year, taking the total to 245. The other is the inclusion of fund-raising projects in the form of the Funds Implementation Plan, which needs to be prepared in a separate document for submission to the National Assembly. Priority projects for the GRB Plan 2011 include the Third Women's Policy Framework, projects selected for the GRB Plan 2010, and projects for gender impact analysis (i.e. projects with the most potential to improve gender equality, and their benefits should be analyzed by gender).

A total of 34 agencies embarked on 245 GRB projects, amounting to 10,174.9 billion won, to promote equitable budget allocation. In terms of changes made from 2010, year 2011 saw six more agencies engaged in the GRB process (National Assembly, Ministry of Patriots and Veterans Affairs, Korea Fair Trade Commission, Anti-Corruption & Civil Rights Commission, National Police Agency, Korea Food & Drug Administration), while one agency (Korea Meteorological Administration) terminated the GRB process. Of the total 34 agencies, 13 agencies adopted 58 projects (23.7% of the total number of projects) related to the Third Women's Policy Framework, amounting to 2,636.65 billion won, or 25.9% of the total budget.

The projects for the third Women's Policy Framework are an independent project category, and have unique requirements. They require a statement of expected outcome objectives for the fiscal year. In addition, instead of gender-disaggregated statistics, these projects must provide overall gender data in terms of gender-specific benefit analysis. These requirements are significant in the sense that they allow accurate

budgetary information by project category to be made available, and they also help to lay a foundation for more articulate gender-responsive budgetary analyses to be conducted in the future.

〈Table 4〉 The GRB Plan and Funds Implementation Plan for 2011

		GRB Plan 2010 (A)	GRB Plan 2011 (B)
Agencies*		29 agencies	34 agencies
Total	No. of projects		245 projects
	Budget (billion won)		10,174.9
Budget Plans	No. of projects	195 projects	202 projects
	Budget (billion won)	7,031.4	8,423.3
Funds Implementation Plan	No. of projects	-	43 projects
	Budget (billion won)	-	1,751.6

The GRB Plan and Funds Implementation Plan for 2012 involved a total of 34 agencies which embarked on 254 GRB projects amounting to 10,704.2 billion won. Priority projects for the GRB Plan 2012 were the Third Women's Policy Framework, projects included in the GRB Plan 2011, and projects for gender impact analysis (i.e. projects with the most potential to improve gender equality, and their benefits should be analyzed by gender). Compared to the GRB Plan 2011, one more agency joined in the GRB process (Supreme Court of Korea) and one agency (Korea Fair Trade Commission) terminated the GRB process. In terms of projects on the Third Women's Policy Framework, in particular, one more agency engaged in the projects in 2012 to make 14 agencies in total with 57 projects amounting to 2,785.40 billion won from 2,636.65 billion won, a gain of 5.6% on the previous year.

〈Table 5〉 The GRB Plan and Funds Implementation Plan for 2012

		2011 GRB Plan (A)	2012 GRB Plan (B)
Agencies*		34 agencies	34 agencies
Total	No. of projects	245 projects	254 projects
	Budget (billion won)	10,174.9	10,704.2
Budget Plans	No. of projects	202 projects	208 projects
	Budget (billion won)	8,423.3	8,846.3
General accounts	No. of projects	159 projects	168 projects
	Budget (billion won)	8,130.9	8,598.2
Special accounts	No. of projects	43 projects	40 projects
	Budget (billion won)	292.4	248.1
Funds Implementation Plan	No. of projects	43 projects	46 projects
	Budget (billion won)	1,751.6	1,857.9

The third GRB Plan, for the year 2012, displayed similar features in terms of the formats of plans and accounts from the year before. However, the GRB Plan and Funds Implementation Plan for 2012 made significant progress in terms of practicality. The third initiative laid a foundation to link gender-based impact analysis, including the 2010 priority issues such as job creation and social security projects, to the GRB Plan. Of the total 110 gender-based impact evaluations in 2010 (compiled by the end of March 2011), 82 (75%) evaluations were included in the GRB Plan for 2012. Table 6 displays the link between gender-based impact analysis and GRB Plans.

In addition, the 2012 Plan was revised and improved according to the analysis and evaluation results from the GRB Report for 2010. Of the total 128 projects analyzed in the GRB Report, 34 projects attempted to respond to gender-based benefit gaps of 10% or more. Based on the

findings, efforts were made to narrow the gaps by reviewing outcome objectives. Agencies were also required to provide evidence for the setting of outcome objectives for projects. Furthermore, each agency was requested to enter and submit GRB Plans online through a digital budget and accounting system called dBrain, which led to the establishment of digital data collection and greater reliability of the statistical data. An overview was also newly introduced to offer a brief look at the size of the GRB Plan and Funds Implementation Plan.

〈Table 6〉 Gender-based impact analysis and the GRB Plan

	Gender-based impact analysis	GRB
Legal framework	Gender-based impact analysis and evaluation law ¹⁰⁾	National budgeting law
Agency in charge	Ministry of Gender Equality and Family	Ministry of Strategy and Finance
Aimed at	Analyzing the impact of policies on women's empowerment and participation in society	Analyzing the impact of budgeting on both women and men
Conducted by	Central administrative institutions, municipalities, Upper-level education office	Central administrative institutions
Completed by	December - March in the following year	April - September
Target	Overall policies (appointed and discretionary)	Projects
Key assessment areas	Gender-disaggregated statistics, cause of gender gap, policy recommendations to improve the system (relevant legislation, principles, regulations, etc)	Expected effects of GRB on gender equality, performance targets, gender-specific benefit analysis (beneficiaries, allocated budgets), etc.

10) The gender-based impact analysis and evaluation law was enacted on September 15, 2011 and is due to take effect on March 16, 2012. As of 2011, the Framework Act on Women's Development governs gender-based impact analysis.

3. Key findings from the GRB Report 2010

National Budgeting Law, Article 57 stipulates that the GRB Report is a document which evaluates whether budget expenditure benefitted women and men equally and analyzes whether budget expenditure contributed to reducing gender discrimination. Moreover, the GRB Report is required to contain project expenditures and a gender-equality impact analysis.

The GRB Report, as a tool of national fiscal management, should be performance-based and needs to contain an overall evaluation of the outcome objectives which takes into account the budget utilization as well as legitimacy of budget implementation, accounting and reporting. Also, the GRB Report needs to be consistent with the GRB Plans in terms of format and content. These requirements can lead to increased awareness of efforts to improve gender-equality, make the government committed to improving gender-equality, and bring changes in budgeting policies.

In the case of the GRB Report 2010, it is made up of two separate sections completed both by chief fiscal officers at agencies and project management officers.

Chief fiscal officers at agencies are responsible for compiling three parts; each agency's targets towards gender-equality, each agency's performance in relation to the targets set, and an overview table. Gender equality targets of the GRB Report 2010 are based on the GRB Plan 2010. Performance in relation to the targets set consists of three categories including female workforce utilization, women's empowerment, and gender-equality policy facilitation, with each category revealing the

number of projects, budget, expenditure and utilization rate. Also, an overview table of the GRB Report 2010 refers to the GRB Plan 2010 to present the number of projects, budget, expenditure, and balance.

On the other hand, project management officers are in charge of ensuring expenditure for individual projects is kept in line with the budget as a whole, which is the sum of estimated expenditure and additional differences after budget allocation. Project goals and selected policy projects of the GRB Report 2010 refer to the GRB Plan 2010. Also, project management officers conduct gender-based impact analysis for the last three years based on budget, expenditure and beneficiaries by each gender. At the same time, they evaluate the overall analysis and specify lessons learned, including the cause of certain issues, progress and shortcomings, and make suggestions for better practice.

The GRB Report involved a total of 29 agencies working on 195 GRB projects, with a budget amounting to 7,461.10 billion won, 99.46% of which was utilized (7,420.80 billion won).

<Table 7> GRB Report 2010 (million won)

Particular	Projects	Budget	Expenditure	Utilization (%)
Total	195 projects	7,461,089	7,420,779	99.46%
Policy projects to achieve gender equality	67 projects	2,259,268	2,251,931	99.70%
Gender-based impact analysis projects	128 projects	5,201,821	5,168,848	99.40%

As stated earlier, it is important that account settlements should provide achievements based on performance through effective budget

utilization as well as actual budgets allocated, and information on the legitimacy of budget implementation, accounting and reporting. This makes sense in terms of sound national fiscal management. Gender-based impact analysis and assessment are useful in gauging performance from a gender-responsive perspective, which supports the practical use of GRB initiatives in this country.

The first criterion for gender-based impact analysis, budget implementation by targets towards gender-equality, is shown in table 8. It reveals that projects for making use of the female workforce accounted for the largest share in the budget (133 projects in total), with a budget amounting to 4,212.25 billion won, 99.49% of which was utilized (4,190.66 billion won). The total number of projects for empowering women was 45 with a budget amounting to 3,187.19 billion won, 99.42% of which was utilized (3,168.80 billion won), while 17 projects devoted to facilitating and strengthening gender-equality policy had a budget amounting to 61.63 billion won, 99.46% of which was utilized (61.30 billion won).

(Table 8) Budget implemented by key targets (million won)

Particular	Projects	Budget	Expenditure	Utilization (%)
Total	195	7,461,089	7,420,779	99.46
Utilizing the female workforce	133	4,212,257	4,190,669	99.49
Empowering women	45	3,187,196	3,168,809	99.42
Facilitating and strengthening gender-equality policy	17	61,636	61,301	99.46

(Table 9) Budget implemented by target (million won)

Particulars	Projects	Budget	Expenditure	Utilization (%)
Making use of the female workforce	133 projects	4,212,257	4,190,669	99.5%
Establish a robust female workforce utilization system	45	917,212	909,554	99.2
Widen the range of job opportunities and improve under-represented occupations for women	51	453,809	451,471	99.5
Eliminate discrimination against women workers	3	2,951	2,949	99.9
Create jobs for women	18	676,783	671,131	99.2
Enhance social services aimed at improving women's job prospects	16	2,161,502	2,155,564	99.7
Empowering women	45 projects	3,187,196	3,168,809	99.4%
Protect women's health	3	1,086	1,076	99.1
Meet welfare needs of various groups of women	10	2,851,683	2,836,840	99.5
Promote physically challenged women's rights	8	181,633	179,011	98.6
Prevent violence and protect victims	10	45,623	45,313	99.3
Prevent sex-trafficking and provide rehabilitation programs to victims	7	28,278	27,750	98.1
Support migrant women	4	76,777	76,710	99.9
Unknown	3	2,116	2,109	99.7
Facilitating and strengthening gender-equality policy	17 projects	61,636	61,301	99.5%
Implement GRB initiatives	2	4,510	4,427	98.2
Promote integration of women's policy	5	11,955	11,799	98.7
Raise gender and cultural awareness	10	45,171	45,075	99.8

III. Progress and challenges

1. What progress has been made?

The central government's unique path of launching and anchoring the new program to suit the Korean fiscal model indicates that progress has been made in the following areas.

a. Establishing a GRB Plan and Report suitable for the Korean financial model

As the discussion of the concept of gender-responsive budgeting and GRB initiatives has been narrowly focused on specific topics, the development of a Korean "GRB Plan" and "GRB Funds Implementation Plan" were not fully discussed. The purpose of the initiatives was also not clear. To correct this piecemeal approach, the legal documents, "GRB Plan 2010", "GRB Plan 2012", and "GRB Report 2010" were produced. These reports provide a more in-depth and comprehensive understanding of the GRB initiatives and also help to establish the idea and goal of a unique GRB Plan and Report for this country. The Korean GRB initiatives are a type of national fiscal management system. In addition, a GRB Plan and Report may reinforce unintended gender gaps arising from economic and social factors including life patterns, although the National Budgeting Law does not contain any information about explicit gender discrimination¹¹⁾.

11) To carry out research on the overview and current status of the "GRB Plan 2011" and the "GRB Funds Implementation Plan 2011", gender-based benefit gaps and factors contributing to the gaps were analyzed after compiling over 800 pages of data (Cho et al, 2011).

b. Producing gender-specific statistics and enhancing credibility

The preparation of a GRB plan helped produce information about the government's sub-projects. Also, gender-specific statistics were useful in identifying gender-based benefit gaps. In this process, it is crucial to collect credible data, and in particular, information for gender-based benefit analysis. Still, the figures collected for gender-based benefits are neither sufficient nor accurate, and fail to explain individual and societal circumstances of each gender. In addition, while overall gender-disaggregated statistics on government projects were produced, data for sub projects was either not collected or not categorized as time-series data. All of these issues led the government to examine the inequitable situations of women and men, and suggest ways to become a more gender equitable society. The government's efforts were made through two legal documents, the GRB Plan and GRB Funds Implementation Plan, which required government to accumulate information on gender targeted projects and gender-based beneficiaries. The efforts have been fruitful, as the data collected for these documents is considered to be reliable.

c. Linking gender-responsive budgeting to the management of performance targets

Performance targets (indicators) in GRB plans and Fund Implementation plans can be understood as gender equality goals (indicators) to be achieved. According to the guidelines and training manuals of the GRB Plan 2011, performance targets are subject to the

action plan of the previous year's Third Women's Policy Framework. If targets cannot be ascertained, then gender-based benefit analysis can be used to set appropriate quantitative performance targets. As gender-based benefit data can be a criterion to set priorities in the distribution of limited budgets by sector, project, or gender, it is important to identify issues resulting from gender inequality and ensure appropriate resource distribution by gender. Moreover, evaluating the impact of the budget utilized on issues raised previously can aid more effective budgeting and the making of recommendations to improve policies in the future. Given the important role of performance targets, they should be representative, comprehensive, and result-oriented. Moreover, the formulae utilized should be able to offer valid estimates of performances, and supporting data should be made available. The GRB Plan and Funds Implementation plan 2012 set timely performance targets and presents valid and specific estimated formulae and supporting data.

d. Providing a framework for better budgeting and project management through cross-cut selection of potential projects

The benefit of using cross-cut is that it is expected to facilitate coordination and communications between officers in charge of similar projects. As they have both shared purposes and issues, it is expected that they will be able to help each other. In addition, cross-cut selection of potential projects allows for the identification of exemplary targets and model cases, shared performance targets, issues arising from decision-making, and areas which are likely to require adjustment.

Another advantage is that it offers inter-project comparative analysis as well as analysis of individual projects, and provides various types of information on performance, which can be utilized in advancing budgeting and project management.

As stated earlier, the GRB Plan and Fund Implementation Plan 2012 include agency financed job creation projects, which offer gender-based benefit analysis, financed by agencies. They reveal significantly differing gender-based beneficiary ratios depending on the type of project (Cho et al, 2011)¹²). To be more specific, cross-cut analysis has shown women to be dominant in jobs with relatively low wages and temporary positions, while education and training jobs with greater self-development, employment or promotion opportunities were male-dominant. However, cross-cut analysis is believed to have provided the framework for better budgeting and project management.

2. What are the challenges ahead?

The fiscal system provides the framework in which budgeting takes place. The characteristics of the fiscal system determine how the system needs to be operated, which in turn leads either to the success or failure of fiscal management. Nevertheless, more attention has been given to fiscal management rather than the system itself. GRB initiatives represent

12) In terms of direct job creation projects which aim to provide temporary positions such as social service work and internships, in 80~100% of projects, the proportion of female beneficiaries was 60~80%. On the other hand, 20~40% of the projects aiming to nurture the potential workforce including self-development programs and on-the-job training benefitted only 0~20% of women. In addition, a relatively low proportion of females (20~40%) enjoyed benefits from 40~60% of job spurring projects which offer job seeking stipends (Cho et al, 2010).

one of the major instruments to advance the fiscal system (Kim, 2010), and the GRB Plan has become the first legal document annexed to budget proposals, containing gender-specific data prepared by scores of government agencies. Despite these significant developments, there are still challenges to address in order to advance the national fiscal system.

a. In-depth analysis and public release of the GRB Plan and Report

The GRB Plan and Report include overviews and information on projects prepared by each agency. Although the overviews offer direction and outline features of annual budgets, the GRB Plan and Report are still not enough to make changes to the national budget system or related policies in the way intended in the legislation.

This raises the need to conduct in-depth analysis of the GRB Plan and Report. It is true that the GRB Plan contains important data, which shows target populations and beneficiaries of projects by gender, but it is only the starting point for GRB analysis. In this regard, it is necessary to include further analysis of the issues contributing to gender inequality and the possible solutions or alternatives to address them. This procedure requires assistance from the government, the National assembly and the private sector; carrying out in-depth analysis, which the current GRB Plan fails to offer, and playing an active role in making changes to budgeting and policy. In fact, the National Assembly Budget Office has analyzed the "GRB Plan 2010" and "GRB Plan 2011", and the Korean Women's Development Institute (KWDI) has also analyzed the "GRB Plan 2011". However, the analytical principles were inconsistently

applied and there was neither an obligation nor a legal framework to analyze the following year's GRB Plan. This means that readers must refer back to the overviews stated in the GRB Plan 2012 to get a grasp of the Plan. To break this cycle, a legal basis and system to support in-depth analysis must be established and the analysis must be released¹³⁾ to the public.

b. Streamline the Third Women's Policy Framework projects and maintain time-series management of projects

Generally, the GRB Plan can be categorized into two types, depending on the purpose of the budget. One type of GRB initiative, which can be found in France along with some less-developed countries, aims to benefit women and achieve gender equality. The focus of this type of initiative is on government-led projects to improve gender equality or to benefit women, as well as to analyze factors such as budget size and the contents and proportion of the overall budget. The other type of initiative contains gender-based benefit analysis of the overall general budget. Northern European countries including Sweden and Norway are good examples of countries that have undertaken this type, which

13) Local Government Budgeting law Article 59 (Submission of integrated budgetary information) and 60 (Publication of budget implementation status) stipulate that heads of municipalities are required to submit integrated information on local government's budget implementation status (hereafter "integrated budgetary information") to the Minister of Public Administration and Security each fiscal year, and articles based on this information are released to the public. While differing legal mandates and administrative infrastructures of central and local government provide for the release of budgeting information, it can also be said that the release of information has made a significant contribution to the progress of GRB initiatives.

recognizes gender equality as an important value. The analysis in the latter type includes not only budgets targeted at benefiting women but also gender-neutral general budgets (Kim, 2011).

Korean GRB initiatives embrace both of these two types when selecting potential projects. An example of the former is projects for the Third Women's Policy Framework, while the latter includes projects which offer gender effectiveness analysis. On a technical level, the budgets aiming to benefit women or men, and the budgets which aim to achieve gender equality are based on two different concepts. However, in reality, the budgets for gender equality can be the same as the budgets for women, meaning that there is no difference, despite them being categorized as two separate types (Park et al, 2008).

In addition, the project implementation plan for the Third Women's Policy Framework is prepared in the same format as the GRB Plan. The implementation plan is drawn up at the beginning of the year before being presented to the Ministry of Gender Equality and Family. The Ministry then prepares the GRB Plan and submits it to the Ministry of Strategy and Finance. This way, agencies can avoid confusion and repetition during preparation. Moreover, it makes sense that the Ministry of Gender Equality and Family is fully in charge of incorporating the Third Women's Policy Framework projects into the GRB Plan. However, it often takes longer to compile the implementation plan than scheduled. Therefore, time-series management of the changing trends in projects such as budget size would be more efficient rather than conducting gender-based benefit analysis for the Third Women's Policy Framework projects.

c. Form a deliberation committee

A deliberation committee needs to be formed to examine GRB Plans presented from various agencies. It would provide consistency in the deliberation process and help avoid confusion as committee members would apply standard principles.

d. Extensive use of the GRB Report

Account settlement means not only setting figures for revenue and expenditure over fixed periods, but also reporting and releasing the information to the public. A fiscal report, based on accrual basis double-entry bookkeeping provides fiscal data and must be prepared through audit and inspection by fiscal and accounting experts and deliberated by the National Assembly. The purpose of audit and inspection or deliberation goes beyond examining either the consistency of the Budget Proposals and Revenue Expenditure Report or the legitimacy of utilized budgets. The National Assembly's deliberation of account settlements and budgets not only serves as a check on the government but gives feedback to be acted upon in the following year's budget allocation and deliberation. Recently, more criteria have been added to audit and inspection, such as economic feasibility, effectiveness, efficiency, and social equity, which signifies the growing importance of account settlement.

In the same vein, rather than focusing on the consistency of the GRB Plan and Report, it is important that the GRB Report is fully utilized in the following year's budgeting process, based on the evaluation and the achievements which have been made toward gender equality. Also, GRB

initiatives and accounting experts should offer comments and advice, not just after audit and deliberation, but during these processes too. Another suggestion is that the National Assembly should be able to request that government or agencies correct any errors in evaluations and statements regarding achievements toward gender equality found in the GRB Report and confirm the corrections. This is in line with the National Assembly Law Article 84. The law states that in the case of illegal elements or errors found in the course of deliberation on account settlements, the National Assembly can demand correctional measures including compensation, or punishment of the government or relevant agencies, and be notified of the measures taken. The law also allows the National Assembly to request audits of particular budget areas by the Board of Audit and Inspection.

e. More focus on analysis and assessment of the effects of gender-equality

In December 2008, the principles of drafting supporting documents for the Revenue Expenditure Report were streamlined. The overview includes a brief summary, while the sections titled Settlement of Revenue and Expenditure Account, and Settlement of Income and Expenses Account follow the formats of Budget of Revenue and Expenditure, and Funds Implementation Plan respectively. Financial statements are prepared according to the accounting standards set by the Minister of Strategy and Finance, and the Performance Report compares targets set in the Performance Plan with corresponding performances.

The GRB Report, one of the supporting documents, analyzes and

evaluates the effects of gender equality at the national level, based on the specific functions of implementation, integrated finance and performances achieved. It can be argued that the GRB Report itself represents efforts to narrow gender gaps in a country. However, the current GRB Report is a collection of implementation information of project-based funds prepared by agencies, which is not enough to analyze and evaluate the effects of gender equality at the national level based on the specific functions of implementation, integrated finance and performances achieved. Furthermore, individual agencies, rather than the central government, can be held accountable for the contents of the GRB Report. In other words, the current system lacks a control role for central government as well as commitment and dedication to analyzing the effects of gender inequality and making progress. Therefore, the GRB Report should question whether valid projects were chosen and focus on the size of national budget input and the subsequent effects on gender equality.

f. Valid data collection for gender-based benefit analysis

Gender-based benefit analysis and identifying the causes of benefit gaps are important, as the purpose of the preparing the GRB Report is to identify whether women and men have equally benefitted from budgets and funds which have been utilized in order to narrow gender gaps. For thorough gender-based benefit analysis, accurate information including budget size, expenditures, and gender-disaggregated statistics and budget utilized on beneficiaries must be fully provided.

As in the GRB Plan 2010, the GRB Report 2010 was set to include

information on sub projects including budget size, expenditures, and gender- disaggregated data and budget utilized on target populations and beneficiaries over the last three fiscal years from 2008 to 2010. However, some information was missing, wrong or inconsistent.

g. Appoint a standing consultation body and establish its role as an advisory group

From April to June 2010, researchers at KWDI and experts from KIGEPE offered consultations on drafting the GRB Plan due to the lack of a standing consultation body. Consultations from these outside expert groups were only temporarily available and systematic use of expert knowledge was not possible. It can be said that the current system fails to provide expert support and is not in favor of nurturing a professional workforce with capabilities of consultation. The role of consultants was not established and there may have been motivation problems due to the low wages and poor working conditions. Though consultants were contracted to the Ministry of Gender Equality and Family, some agencies had no information on them. The consultation service was scheduled to end by June 30, however there were many unfulfilled requests and many agencies continued to ask for consultations until July and August, which led to a high workload for the consultants. All of these issues highlight the need to appoint a standing consultation body authorized to analyze individual agencies' projects and give assistance in drawing up the GRB Plan and Report. At the same time, their advisory role needs to be established.

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