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A Study on the Promotion Plan to Link Gender Impact Assessment and Gender Budget: Focus on Central Government Subsidized Programmes of Local Government in the Welfare Sector, Especially for Socially Disadvantaged Groups

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Contents

I. Research background	1
II. Major findings	3
III. Policy recommendations	7



Tables

〈Table 1〉	GIA indices for the CGSPs (provisional)	7
〈Table 2〉	Specific GIA on CGSP (provisional)	11

Figures

[Figure 1] Implementing process for GIA on CGSPs 9

[Figure 2] Implementing system of gender analysis (provisional) 10

A Study on the Promotion Plan to Link Gender Impact Assessment and Gender Budget: Focus on Central Government Subsidized Programmes of Local Government in the Welfare Sector, Especially for Socially Disadvantaged Groups¹⁾

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I . Research background

- Gender Mainstreaming(GM) acts on policy processes that are already in operation, and hence, in addition to analysis and assessment, it is also necessary to provide suggestions for policy improvements that are appropriate to the needs and design of the of specific policy system.
- While the local administrations tend to select Central Government Subsidized Programmes(CGSPs) as the targets of Gender Impact Assessment(GIA) and Gender Budget(GB), following the top-down guidelines of the central administration, in many cases the central

1) This paper is a summary of the research report published by Korean Women's Development Institute titled "A Study on the Promotion Plan on Linking Gender Impact Assessment and Gender Budgeting: Focusing on Government Subsidy Projects on Welfare Sector, Especially on Socially Disadvantaged Groups" (Choi, Lee, T., & Lee, S., 2018).

administration does not undertake GIA and GB on the same programme. In 2016 and 2017 25% of the GIA-targeted projects were CGSPs, and in about 60% these cases the GIA did not lead to suggestions for policy improvement(MOGEF, 2017: 259).

- This study aims to propose appropriate methods of assessment for CGSPs and suggest ways to strengthen links between GIA and GB.
- ☐ The detailed research contents and methods are as follows.
- The research contents include, firstly, an evaluation of the linkage between GIA of CGSPs in the area of social welfare of socially disadvantaged groups, and the results of Gender Budget and Accounting(GBA) aimed at reducing gender discrimination. Secondly, a gender-sensitive analysis on local community employment programmes to support socially disadvantaged groups(Ministry of the Interior and Safety, MOIS), and programmes of job creation for the disabled(Ministry of Health and Welfare, MOHW), from which suggestions to improve the programmes at all levels of government are made. Thirdly, an examination of ways to manage and deepen the analytical tools connected to existing indicators of GIA and GB for CGSPs. Suggestions are made regarding the tool of ex-post gender analysis to analyse policy impacts on gender equality and the cooperation between experts and administrators.
- The research methods include, firstly, a literature review on GM in OECD countries. Secondly, a review of GIA reports and proposals for GB in the eleven programmes among CGSPs for the deprived (totalling 15 unit programmes and 27 specific programmes), for which at least ten GIA case studies have been performed in the three years between 2015 and 2017. Thirdly, a study of secondary

materials for the analysis of gendered life conditions of policy targets of welfare programmes for socially disadvantaged groups (the 11th Korea Welfare Panel Survey, an additional study on children in the 10th Welfare Panel Survey, and a survey on the actual activities of the disabled); fourthly, in-depth interviews with the targets of policy programmes to support socially disadvantaged groups, and advisory meetings with experts.

II . Major findings

- ☐ There is a need to take a comprehensive approach to GM in order to drive changes to existing policies that do not approach issues from gender equal perspective.
- To reorganize a policy through GM requires comprehensive knowledge about its targets and its goals.
- The approach of the EU's GM cycle model, exemplified by the EIGE(European Institute for Gender Equality), is to expand its tools (methods) to identify problems causing discrimination, set up plans to improve them, implement the improvements, and measure the achievement of the gender equality goal(EIGE, 2016).
- GM implementing methods on policies presented by the OECD are defined in generic terms including organizational learning about gender as well as evaluation on whether gender equality has been effectively institutionalized before implementation, during the process of implementation, and after implementation(Downes, von Trapp & Nicol, 2017).
- GM in Korea is mostly designed to operate in relation to a policy

or budget within an administration, and it has no role regarding the practice of gender equality in the administrative organization and official roles of the legislature, nor is it a monitoring body with an equal status to government authorities.

- In Korea there has been a presumption that the effects of GM implementation can be doubled by conducting GIA and writing up a GB proposal and gender balance sheet on the same programme. However, the two institutions (of GIA and GB) have not yet developed a natural synergetic operation.
- The the proportion of GIA assessments on CGSPs for socially disadvantaged groups which lead to suggestions for policy improvement is low, as is the rate of gender-sensitive analysis – even when a policy improvement is suggested, measures for gender equality in the GIA report are rarely compatible with the performance objectives of the proposals for GB.
- There are few cases where methods to enhance gender equality have been found by combining a sufficient examination of administrative materials and a gendered understanding of the situations of the policy targets.
- Specific administrative measures tend to be used in the analysis of beneficiaries, and if a significant gap is not found, the programme is considered to have equity or equality. Many improvement suggestions show only a basic level of gender understanding, such as highlighting women's low participation in economic activities, or women's caring responsibility, rather than being based upon an understanding of the specific gendered features of policy targets.

- Even when GIA and GB analysis are simultaneously performed on the same programme, the measures for gender equality, such as additional training and expansion of policy advertisement, are rarely connected to the performance objectives. Frequently the number of women beneficiaries in the programme is set up as the performance objective regarding gender sensitivity, which can lead to an expansion of targets in programmes which are irrelevant to them, and a lack of other measures of gender equality.
- The results of gender-sensitive analysis on the CGSPs for socially disadvantaged groups point to the need for suggestions for policy improvements which are compatible with the features of administrative work in both central and local administrations, in order to enhance the conditions faced by the targets of individual programmes.
- All the programmes, including jobs for the local community(MOIS), jobs for the disabled(MOHW) and support for the operation of local child centres(MOHW) are undertaken through a clear and hierarchical division of functions and roles between central and local administrations, and programme implementing bodies including outsourced private companies.
- The Local Community Employment Programme is a short-term project with jobs that offer four month contract and minimum-wage. Considering the group of recipients with income level below the sixtieth percentile, 64.3% of recipients were male and 35.7% female. Further, female participants' situations tend to be rather unstable and they have difficulties with the time and costs necessary for the development of human resources.

- The Programme of Job Creation for the Disabled aims to support the preliminary stage of employment prior to the entry into the open labour market. There is a need to promote the access of disabled women to the programme, whose employment rate is relatively lower than their male counterparts(22.4% and 46.8% in 2017, respectively). However, there is a mismatch between the demands of the disabled women and the supply of jobs, with a over-supply of lower-level jobs that are not suitable to women's needs.
- The Local Child Centre Support Programme aims to support children living in low income families, who should make up more than 80% of each centre's intake. However, it tends to make the situatedness of children and adolescents more complicated by reinforcing discriminatory views on children from deprived backgrounds, including gender stereotyping and gender norms.
- There is an distinction in the focus of policy improvements between central and local administrations according to their different roles in the implementation system. Improvements for the central administrations need to focus on programme planning, whereas in local administrations the focus needs to be on enhancing the accessibility of the programme(e.g. by better advertisement).
 - Detailed examples of improvements to programme planning are: increasing the social benefits by connecting informal experiences with the skills on shop floor in the Local Community Employment Programme; securing a pay system which meets the level of living wage and developing and expanding work at corporations in the health and social welfare sector in the Programme of Job Creation for the Disabled; making an exceptional rule to constrain the

participation women household heads and developing alternative language to replace "a child in need of protection" or "caring assistant" in the Local Child Centre Support Programme; and the design and provision of training to develop gender sensitivity.

III. Policy recommendations

- ☐ Based upon detailed examination of policy contents and beneficiaries, ways to assess the impact of CGSP implementation on gender equality have been proposed.
- Firstly, a separate index has been created for the GIA of CGSPs which examines whether the performance objectives for the process of accounting and screening by the National Assembly have been achieved.
 - Table 1 display the assessment indices including the new index, which are designed to raise integrated questions about the processes of policy and budget.
 - : In order to enable collection and evaluation of data about the contents of a policy and its recipients, the phrasing of questions should have sensitivity about the relevance of gender equality within the programme and the gendered conditions of the policy targets.

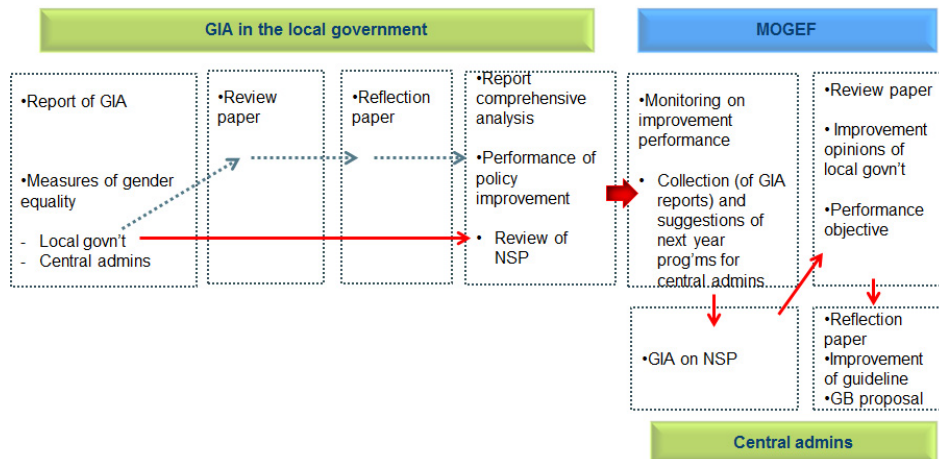
〈Table 1〉 GIA indices for the CGSPs (provisional)

Existing GIA index	New Index
I . Overview of programme	I . Overview of programme
Purpose of programme, primary programme	Purpose of programme, primary programme

Existing GIA index	New Index																				
contents, budget situation, indication of gender budget proposal	contents,, budget situation																				
	<p>II . Goal of gender equality</p> <p>※ If there is a gender equality goal already set up in the existing programme, complete Indicator A. Otherwise, complete Indicator B.</p> <p>A> Who plays what role to achieve the gender equality goal (What policy measures are available?)</p> <p>B> 1. Which social issues does the policy deal with?</p> <p>2. Why is it necessary to make a policy intervention?</p> <p>3. Does the intervention contribute to gender equality?</p>																				
<p>II . Analysis on gender features of policy environment</p> <p>1. Gender differences in social, cultural, economic, and physical areas</p> <p>2. Gender differences in programme beneficiaries and budget allocation</p> <p>(1) Programme target : *</p> <table><tr><th>Categories</th><th>Programme Target (A)</th><th>Programme recipients (B)</th><th>Ratio of targets and recipients (B/A)</th><th>Bud get</th></tr><tr><td>Total</td><td></td><td></td><td></td><td></td></tr><tr><td>Women</td><td></td><td></td><td></td><td></td></tr><tr><td>Men</td><td></td><td></td><td></td><td></td></tr></table> <p>(2) Analysis on gender gaps and their factors</p>	Categories	Programme Target (A)	Programme recipients (B)	Ratio of targets and recipients (B/A)	Bud get	Total					Women					Men					<p>III . Analysis on gender features of policy environment</p> <p>1. In what ways does the policy affect individuals?</p> <p>(1) Daily lives of men and women – finance, time</p> <p>(2) Does it prefer a specific group?</p> <p>(3) Does it consider gender gaps in their status in the labour market?</p> <p>(4) Does it consider the gender gap in caring time?</p> <p>(5) Does it consider the prevention of gender violence?</p> <p>2. Does budget resolute the needs of recipients?</p> <p>(1) Is the budget sufficient to meet the needs of recipients?</p> <p>(2) Is it inclusive potential recipients?</p> <p>3. Is the accessibility of the programme adequate?</p> <p>(1) Does the information get delivered to all</p>
Categories	Programme Target (A)	Programme recipients (B)	Ratio of targets and recipients (B/A)	Bud get																	
Total																					
Women																					
Men																					

Existing GIA index	New Index
	potential targets, regardless of the place of residence, work and caring roles? (2) Are any groups excluded on the basis of place of residence, work and caring roles?
III. Measures for gender equality (policy improvement and feedback) 1. Plan to reflect measures on laws (incl. guidelines) 2. Plan to reflect measures in budget 3. Plan to reflect measures in programme contents, implementation, etc	IV. Measures for gender equality 1. Central administrations 2. Local administrations

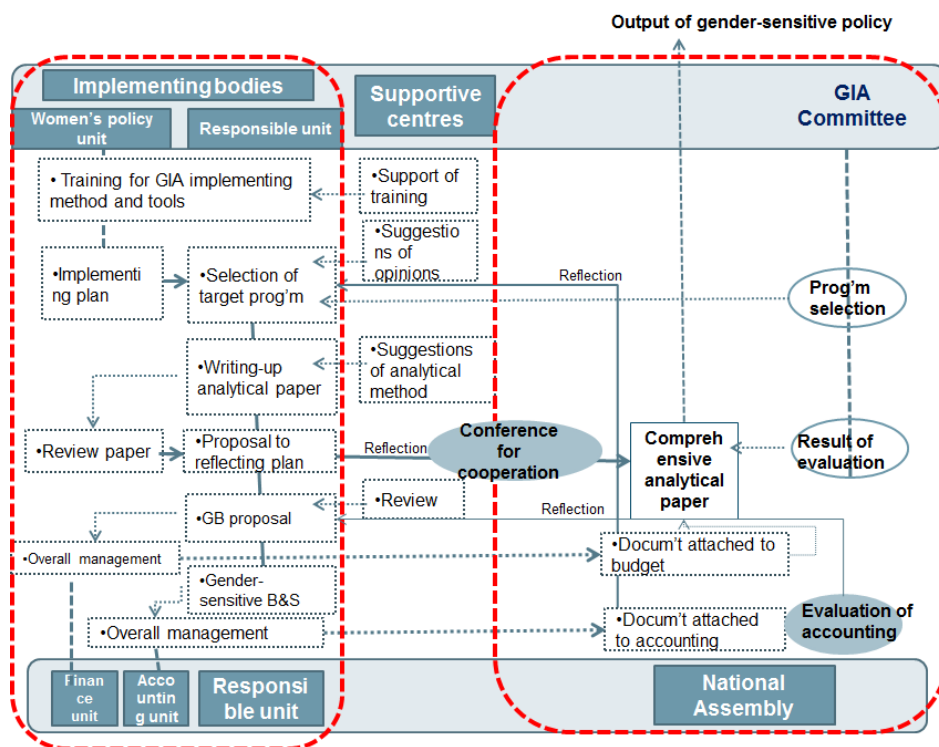
- Demands for improvement are collected into a comprehensive analytical report, reflected in GIA programme selection, measures for gender equality are reviewed and implemented.



[Figure 1] Implementing process for GIA on CGSPs

The above figure is based on the monitoring process of the 2018 GIA guidelines, with the addition of measures for gender equality suggested in the present study.

- Implementation of improvements and measures for gender equality will be inspected through a conference for cooperation by a director of analysis and assessment and the head of the GIA implementing unit, and thereafter either a local councilor or a local gender expert will carry out accounting on a gender-sensitive balance sheet.



[Figure 2] Implementing system of gender analysis (provisional)

The above figure is based on 2018 GIA Guidelines and GB Manuals, with the addition of the conference for cooperation and the accounting evaluation, which are suggested by the current study.

- Secondly, introducing specific ex-post analysis of GIA on CGSPs can improve the results of the GIA, implementing a cooperative

structure between experts and administrators.

- Local governments produce preliminary data according to the standard suggested by the MOGEF, and experts and researchers evaluate the programme based upon its gender equality impact according to Table 2.

: Administrative analysis & assessment evaluates eligibility to participate in a programme, the accessibility of the programme and programme advertisement by gender, and produces gender statistics for the separate programme units. Ways to evaluate and improve the programmes are found through the results of a survey with participants.

: The indicators for researchers evaluate the ways in which the CGSP affects gender equality. It seeks ways to strengthen positive impacts and lessen negative impacts of the programme on gender equality and establishes the implementation plan. The implementing plan includes indicators on the outcome of gender equality, short-term, and medium-to-long-term perspectives.

- Annual outcomes and institutional improvement are monitored through gender-sensitive budget and accounting.

〈Table 2〉 Specific GIA on CGSP (provisional)

Indicators of administrative analysis and assessment	Indicators of researchers' analysis and assessment
<p>I. Overview of programme Programme contents, budget situation, indication of a gender budget proposal</p> <p>II. Analysis on gender features of policy environment</p>	<p>I. Efficiency 1. Have methods and resources been employed to improve the situation for both women and men?</p> <p>II. Effectiveness</p>

<div>1. Are there gender differences in the opportunities for programme participation? – Eligibility to take part, acquirement of information, accessibility</div> <div>2. Gender differences in programme beneficiaries and budget allocation</div> <div>(1) Programme targets : *</div> <table><tr><th rowspan="2">Categories</th><th colspan="3">Recipients</th></tr><tr><th>Total</th><th>Women</th><th>Men</th></tr><tr><td>Programme 1</td><td></td><td></td><td></td></tr><tr><td>Programme 2</td><td></td><td></td><td></td></tr></table> <div>(2) Factors behind differences in beneficiary rates</div> <div>III. Results of survey with programme participants</div> <div>1. Expectations of the programme and evaluation of the conditions of participation</div> <div>2. Satisfaction level with programme</div> <div>IV. Programme evaluation and improvement suggestions</div> <div>1. Areas necessary for improvement and feasibility of improvement</div> <div>① Plan to reflect findings in laws (incl. guidelines)</div> <div>② Plan to reflect findings in budget</div> <div>③ Plan to reflect findings in programme contents and implementation methods</div> <div>2. Plan to improve</div> <div>① Plan to amend project proposal for the following year</div> <div>② Plan to reflect findings in proposal of gender budget</div>	Categories	Recipients			Total	Women	Men	Programme 1				Programme 2				<div>1. Has the project achieved the planned outcome?</div> <div>III. Adequacy</div> <div>1. Has the programme made a effective contribution to creating advantageous conditions for gender equality?</div> <div>2. Have issues of gender equality been dealt with consistently in every step of programme implementation?</div> <div>IV. Impact on gender equality</div> <div>1. What impact have the broad policy procedure and programme outcomes had on strengthening gender equality and improving women's situation? (Amelioration of violence, responsibility for caring, economic independence, etc.)</div> <div>V. Recommendations</div> <div>1. Ways to remove negative impacts of policy and reinforce positive impacts</div> <div>2. Presentation of performance objectives and indicators of gender equality</div> <div>VI. Measures for gender equality</div> <div>1. Central administrations</div> <div>2. Local administrations</div>
Categories		Recipients														
	Total	Women	Men													
Programme 1																
Programme 2																

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