

# Management Strategies and Methods for Gender Impact Assessment<sup>1</sup>

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## Abstract

This study provides an analysis of management strategies and methods for Gender Impact Assessment (GIA) three years after the implementation of the Gender Impact Analysis and Assessment Act. It focuses on the mid- to long-term plans of the government and projects by public institutions in the policy areas of culture and agriculture/forestry. The following conclusions have been drawn: GIA methods should be developed separately for newly- and re-established plans. In order to strengthen the quality of GIA, there is a need to create a high-level cooperation framework between the Ministry of Gender Equality and Family, which directs the management of the GIA system, and central administrations/local governments responsible for the establishment of plans. There is a need for a project framework under which the project planning division of a central government ministry and the project execution division of a public institution assume joint responsibility for GIA. When a public institution executes a project, basic data on project beneficiaries and project evaluations should be collected, which can then be used for analysis on the divergent needs of men and women.

**Key Words:** Gender Impact Assessment, Mid- to long-term Government Plans, Projects by Public Institutions, Policy Areas of Culture, Policy Areas of Agriculture/Forestry

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<sup>1</sup> This article summarizes a KWDI research report (Dool-Soon Kim et al., 2014).

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## Introduction

This study addresses management strategies and methods for Gender Impact Assessment (GIA), focusing on mid- to long-term plans<sup>7</sup> and projects by public institution in the policy areas of culture and agriculture/forestry. The introduction of GIA in mid- to long-term plans and projects by public institutions followed the implementation of the Gender Impact Analysis and Assessment Act three years ago, giving rise to the need to examine these emerging cases of GIA in consideration of the special nature of the plans and projects concerned.

Out of the range of policy areas, this study focuses on those of culture and agriculture/forestry and provides a pilot analysis of GIA for mid- to long-term plans and public institution projects in these areas. Currently, the absence of studies on the development of GIA methods for mid- to long-term plans calls for further research in this area. Additionally, measures should be taken in order to vitalize the implementation of GIA in regard to these plans. Furthermore, the Gender Impact Analysis and Assessment Act established 'Special Gender Impact Analysis and Assessment' (Special GIA) for projects by public institutions, and thus there is a need for additional research to promote the effectiveness of this new type of GIA.

Based upon a pilot analysis of GIA for mid- to long-term plans and projects by public institutions in the areas of culture and agriculture/forestry combined with an investigation of public officials' perceptions, this study aims to develop methods such as selection criteria and evaluation indicators for plans and projects subject to GIA. Management strategies and methods for GIA which ensure that the GIA results feed into policy improvement will be suggested.

### *Subjects of the Study*

- A. Management strategies and methods for GIA on mid- to long-term plans in the policy areas of culture and agriculture/forestry
- B. Management methods and application of Special GIA to projects by public institutions in the policy areas of culture and agriculture/forestry
- C. Implementation of the GIA System and research on cases which have led to policy improvements

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<sup>7</sup> Mid- to long-term plans are defined as those plans whose implementation cycles are three years or longer.

## Research Methods

- A. Data collection and literature review on GIA
- B. Survey of public officials
- C. In-depth interviews and focus group interviews (FGI)
- D. Expert consultation meetings
- E. Symposium for the dissemination of the achievements of GIA and the preparation of a theoretical basis for the GIA system
- F. GIA Forums (three occasions)
  - 1st: “The orientation of GIA on plans in the area of culture”
  - 2nd: “The orientation of GIA on plans in the area of food, agriculture, forestry and fisheries”
  - 3rd: “The activation of GIA in projects by public institutions”
- G. Pilot analysis of GIA for mid- to long-term plans and public institution projects in the policy areas of culture and agriculture/forestry
  - Basic Plan for Regional Culture Promotion (2015-2019) (Ministry of Culture, Sports and Tourism)
  - The 1st Comprehensive Plan for the Promotion of Science and Technology for Food, Agriculture and Forestry (2010-2014) (Ministry of Agriculture, Food and Rural Affairs)
  - Sports-for-All Instructor Activity Support Project (Korea Sports Promotion Foundation)
  - Agriculture and Fisheries, Rural Community Education and Training Support Project (Korea Agency for Education, Promotion and Information Services in Food, Agriculture, Forestry and Fisheries)
- H. Production of promotional materials to explain the GIA system
  - Publication of a promotional brochure (Kor/Eng)
  - Publication of a booklet of one hundred GIA cases (Kor/Eng)

### *Operational Framework of the Study*

The study was conducted by a research team composed of GIA experts, with the participation and help of officials at the ministries executing the GIA system, stakeholders in mid- to long-term plans and public institution projects in the areas of culture and agriculture/forestry, external GIA experts, and public officials with experience with GIA in central administrative agencies and local governments.

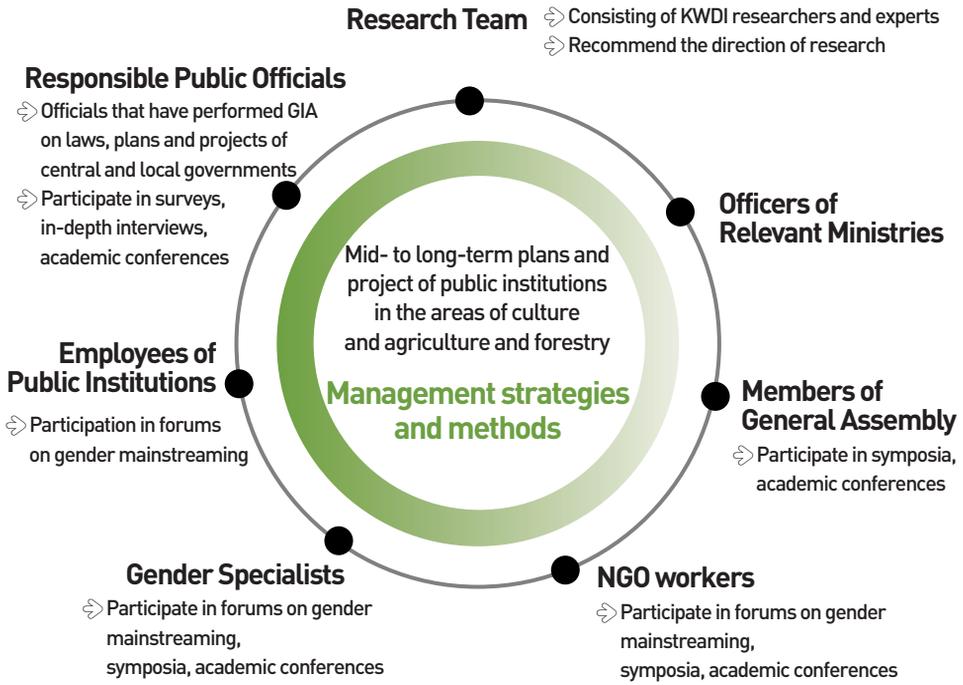


Figure 1. Operational framework of the study

*Expected Outcomes*

The expected outcomes of this study are as follows. First, the pilot analysis of GIA in mid- to long-term government plans will suggest improvements to the assessment methods as well as important points for consideration during the assessment process, thus helping to guide public officials preparing GIA reports on mid- to long-term plans. Second, the results of the pilot analysis on projects by public institutions in the areas of culture and agriculture/forestry will have a wide range of potential applications for GIA of projects by public institutions. Finally, policy improvement plans drawn up through the pilot analysis of mid- to long-term plans and projects of public institutions are expected to contribute to the effectiveness of the overall GIA system.

**Gendered Nature of Culture and Agriculture/ Forestry Policies**

*Gendered Nature of Culture Policies*

It is easy to assume that gender issues need not be considered in cultural policy. One

common prejudice is that it is difficult to consider gender equality in policies designed to promote culture, since culture reflects the realities of daily life. In addition, it is widely believed that women are overrepresented as participants in cultural programs. In actuality, while it is true that middle-class women are targeted by a considerable number of culture programs in which many women participate as passive consumers, the field of culture production features an under-representation of women.

Gender issues relating to the mid- to long-term plans of national-level women's policy have been grouped into the areas of cultural content, access to spaces and activities/programs and human resources. The examination of gender-related policies in the area of culture from the 7<sup>th</sup> Five-year Plan for Economic and Social Development to the 4<sup>th</sup> Basic Plan for Women's Policy reveals that the issue of cultural content arose most frequently, for example, 23 out of the 42 total policy issues studied concerned the mass media. Issues of cultural spaces and access rights were raised eleven times, and issues of human resources eight times. (Office of the Minister of State for Political Affairs, 1992, 1997; Ministry of Gender Equality, 2002; Ministry of Gender Equality and Family, 2010, 2012).

#### *Gendered Nature of Agriculture/Forestry Policies*

The gendered nature of agriculture/ forestry policies was studied with a focus on mid- to long-term women's policy plans and the five-year plans for promoting female farmers and fishermen. Issues in agriculture/forestry have been categorized into those related to human resources, welfare, social status, and institutional infrastructure. Gender issues were raised a total of 79 times in the mid- to long-term plans at the national level in this policy area over the period studied. Human resources for female farmers accounted for 28 of these; the welfare of female farmers, 22; the elevation of the social status of female farmers, 18; and institutional infrastructure issues, 11.

#### *Results of GIA of Mid- to Long-term Plans and Projects of Public Institutions to Date*

An integrated analysis of results from GIA for mid- to long-term plans and projects by public institutions raises the following points. To begin with, GIA results for mid- to long-term plans over the period of 2012-2013 show that 80% of plans implemented were subject to GIA. Of those plans to which GIA was applied, materials evidencing the degree to which policy was improved as a result of GIA were submitted in less than 40% of cases. Where there was evidence of policy improvement, improvements in policy implementation and in the production of gender-disaggregated statistics were the most frequent.

Turning to the GIA results for projects by public institutions, available data is scarce. Not a single project by a public institution was included in the Special GIA conducted by the Ministry of Gender Equality and Family between 2004 and 2013. Further, it was found that in only one province (Gyeonggi-Do) did public officials in charge of projects by public institutions perform GIA and make efforts to improve the pertinent policies. In this regard, there is a need for policy efforts to promote GIA of projects by public institutions.

## Pilot Analysis of Government Plans

Article 5 of the Gender Impact Analysis and Assessment Act and Article 2 of the Enforcement Decree (Selection of Policies Subject to Analysis and Assessment) stipulate that the heads of central administrative agencies and local governments must conduct GIA with regard to “plans built on a cycle of three years or more according to the law.” It is further related that GIA need not be applied in cases where the plan “directly aims to raise the status of women or achieve gender equality” or in cases where “ascertaining the impact of policy based on gender is a practical impossibility: for example when the influence of policy the public is only indirect or when the impact is universal.”

An analysis of the present conditions of established mid- to long-term plans, along with a review of current laws and regulations, has highlighted the following unresolved issues concerning GIA. First, in cases where more than one institution is in charge of plans, a question arises as to which is to be held responsible for the related GIA. Second, when the institution in charge of executing the plans and the agent in charge of establishing the plans are different, there is again a need to specify which is responsible for the GIA. To elaborate, GIA responsibility includes the responsibility for the pertinent operational system in collaboration with the Ministry of Gender Equality and Family, for the preparation of the report on analysis and assessment, and for policy improvements. Third, when plans are jointly established by the head of a central administrative body and the head of a local government, there is a need to determine whether both should independently carry out GIA, or if it is sufficient for only the central administrative agency to perform GIA. Fourth, in a case where a specific planning cycle for a policy is not specified by law, there is a need to ascertain under what conditions the policy may be subject to GIA. These issues must be resolved in order to strengthen the GIA of government plans in the future.

### *A Pilot Analysis of the Basic Plan for Regional Culture Promotion*

A pilot GIA of the Basic Plan for Regional Culture Promotion (2015-2019) under the Ministry of Culture, Sports and Tourism was conducted in reference to the guidelines for GIA and the policy improvement suggestions found in the report on first-year plan implementation by the Ministry of Gender Equality and Family. The results of the pilot analysis are as follows.

Firstly, regarding the vision and goals of the Basic Plan, there is difference between men and women in terms of their participation in cultural activities, demands for space and programs and the cultivation and utilization of experts in the realm of art and culture. However, the plan included no goals to recognize and reduce the gender gap.

Secondly, the gender-based demands and gender equity in the strategies and priority tasks of the Basic Plan were analyzed. Assessment of the respective strategies and priority tasks revealed differences in demands according to gender, which suggested that the Basic Plan might be lacking in gender equity. In particular, it is important to ensure that local females working in the field of culture and the arts should not be excluded, but rather encouraged to

participate in the implementation strategies of the Basic Plan, namely, the strengthening of regional cultural provisions, the balancing of development to reduce regional cultural disparity, the discovery and creation of regional cultural assets, and the establishment of a system to promote regional culture.

Lastly, the pilot analysis proposed steps to enhance gender equality through statutes and changes in project management. With regard to statutes, when a committee is established in accordance with Article 9 and Article 22 of the Enforcement Decree of the Regional Culture Promotion Act, measures should be taken to prevent a single gender from comprising more than 60% of the committee. Regarding project management, the analysis suggested the encouragement of enhanced gender equality in decision-making, consideration of gender in the fostering and use of human resources, reinforcement of gender awareness among officials in charge of regional culture, reflection of the demands and experiences of both men and women in the management of spaces and programs, and production of gender-disaggregated statistics.

#### *A Pilot Analysis of The 1st Comprehensive Plan*

There are two Comprehensive Plans for the Promotion of Science and Technology for Food, Agriculture and Forestry carried out by the Ministry of Agriculture, Food and Rural Affairs. Pilot GIA was performed on the first plan, which is already in operation, while the second plan remains in development. The pilot GIA revised the evaluation indicators for each category of assessment, namely, the incorporation of the goal of gender equality into the plan's vision and goals, the reflection of gender issues in the implementation strategies, the consideration of the characteristics of different genders in priority tasks and applicable laws, and the participation of gender experts over the course of formulation of the plan.

The results of the pilot analysis are as follows. First, the vision and goals of the First Plan did not include representatives of developers or users of science and technology for food, agriculture and forestry, the people who are in fact the targets of the plan. Relevant national plans such as the Third Basic Plan for Fostering Women Scientists and Technicians (2014-2018), the Third Basic Plan for Fostering Female Farmers (2011-2015), the Fourth Basic Plan for Women's Policy (2013-2017), and the Third Basic Plan for Supporting Female Farmers and Fishermen (2011-2015) do include such representatives. In this regard, it was proposed that the Second Comprehensive Plan should consider the inclusion of 'equal participation, in which we view development together' as a vision, and 'the participation of women scientists and technicians' as a goal.

Second, an analysis of whether the plan reflected gender issues in its implementation strategies showed that the six implementation strategies included in the First Plan were not in fact reflective of the gender issues that have arisen in science and technology in the fields of agriculture and food. It was proposed that the strategies in the Second Plan should be established in such a way as to expand the participation of female scientists and technicians as R&D suppliers, elevate their status, provide an environment that supports their career development, and develop a guide for gender-sensitive R&D in order to render R&D more

responsive to the needs of both male and female consumers.

Third, the examination of priority tasks showed that the First Plan did not provide gender-disaggregated data on the previous policy outcomes or information from the Food, Agriculture, Forestry and Fisheries R&D Information Service (FRIS), evidence that the First Plan did not sufficiently consider gender-based differences in conditions. It was therefore noted that the production and provision of gender-disaggregated data and related information needs to be ensured as part of the establishment of the second plan. Furthermore, amendments to applicable laws were proposed so that the plan would include measures to combat the gender gap in the area of science and technology for food and agriculture and to stipulate that the membership of committees, once established, be gender-balanced, with each gender holding less than 60% of the seats.

Fourth, the analysis showed that gender experts were not involved in the process of formulating the Plan, nor was the Ministry of Gender Equality and Family consulted during the six phases of policy establishment. To remedy this, it was recommended that the Second Plan should insist on the involvement of gender experts as participants on the research team or as consultants on the committee. Also, it was recommended that the Ministry of Gender Equality and Family be consulted during the policy development phase.

## **Pilot Analysis on Projects by Public Institutions**

In South Korea, public institutions are established under the 2007 Act on the Management of Public Institutions. As of 2013, 295 institutions established under this law were in operation by means of government funding and financial support. As public institutions are established with a view to provide public goods and services, the design and decision-making of public institutions becomes subject to official and institutional frameworks. The 2007 law divides public institutions into three categories: public enterprises, quasi-governmental bodies, and other public institutions. Quasi-governmental bodies are by nature single-purpose institutions that carry out the policies of the central administration. Considering that GIA is defined as “a system which ensures that government policies contribute to the realization of gender equality by systematically analyzing and assessing factors such as the characteristics of women and men and social and economic gaps in the course of formulation and implementation of government policies,” these quasi-governmental bodies are therefore the first priority for GIA of public institutions. Gender impact assessment of their projects is expected to help ensure that their provision of public services is gender-equal.

### *A Pilot Analysis of the “Sports-for-All Instructor Activity Support Project”*

Among the public institutions under the umbrella of the Ministry of Culture, Sports and Tourism, the “Sports for All Instructor Activity Support Project” of the Korea Sports Promotion Foundation was selected for pilot GIA. This is the second-largest project for the

creation and operation of sports facilities supported by the National Sports Promotional Fund. This project creates job opportunities for sports-for-all instructors, and facilitates sports activities in communities.

The outcomes of the pilot GIA on this project are as follows. Firstly, with regard to the policy environment and the gender characteristics of beneficiaries, the survey of beneficiary satisfaction did not provide gender-disaggregated statistics, thus failing to measure gender differentials. In terms of project employment, more women were hired than men in the recruitment of sports-for-all instructors. It was found that people tend to regard the job-contract employment for the Korea Council of Sports-for-All as one suited for women.

Second, the question of gender equity includes whether the project implementation acknowledges gender needs. It was found that in order to accomplish this, the recruitment of sports-for-all instructors needs to be performed in such a way as to ensure high-quality employment. Also, the needs of both male and female beneficiaries in the community should be considered.

Third, the pilot analysis proposed schemes to improve the gender sensitivity of the project. Measures should be taken to secure positive working conditions for sports-for-all instructors. The scope of sports for women should be expanded and diversified. The survey on the degree and nature of citizen participation in the project should produce statistics subdivided by region, age, career, and gender. It was also strongly suggested that more women become involved in the decision-making process of the Korea Sports Promotion Foundation.

#### *A Pilot Analysis of the "Agriculture/Rural Community Education and Training Support Project"*

Among the public institutions affiliated with the Ministry of Agriculture, Food and Rural Affairs, the "Agriculture and Fisheries, Rural Community Education and Training Support Project" of the Korea Agency of Education, Promotion and Information Services in Food, Agriculture, Forestry and Fisheries was selected for pilot GIA.

The findings of the pilot GIA are as follows. Firstly, regarding the policy environment and the characteristics of beneficiaries in terms of gender, it was revealed that the assessment criteria do not take gender into consideration, even though the project feedback systems - such as the inspection or provision of consultation services - have a significant impact on the training institutions. The results of a survey of trainee satisfaction and opinions were also not gender-disaggregated.

Secondly, in terms of gender equity in the implementation of the project, while it is important to incorporate a gender-sensitive perspective in the public deliberation and selection of training programs, it was found that there was no such recognition of gender as a parameter for consideration.

Thirdly, it was found that the project contained no mechanism to identify the participation and needs of women over the course of education and training. In order to improve the gender sensitivity of the project, it is paramount to grasp the unique conditions experienced by men and of women and to reflect gendered demands. To be specific, in the "Guidelines

for the Agriculture and Fisheries, Rural Community Education and Training Support Project,” it was determined that the Korea Agency of Education, Promotion and Information Services in Food, Agriculture, Forestry and Fisheries should clearly state that the training programs selected by means of a public contest should be obliged to include management capacity workshops for female farmers as at least 20% of the training program as a whole. Further, the agency should stipulate rules relating to the roles of the public institution, as well as of those institutions commissioned to provide the training, so as to increase the participation rate of female farmers. In addition, a gender-sensitive perspective should be secured by recruiting a gender expert for the deliberation commission. Finally, gender analysis should be conducted with regard to surveys of satisfaction and demand for training programs, together with the accumulation of gender-disaggregated data.

## Survey of Public Officials

A nationwide survey for the management and efficient implementation of GIA was conducted with 500 public officials who had performed GIA in 2013 or who were participating in GIA in 2014. Officials included members of central state administrative agencies, governments of metropolitan cities, and three levels of local government.

In addition to the problems and difficulties faced by officials implementing GIA, this survey attempted to look at the operation of the GIA system overall through a multi-level approach inquiring into public officials' subjective perceptions of the system and of gender equality, the relative importance of GIA tasks, the use of expert consultations at the analysis and assessment stages, related training, the support environment in their institutions and departments, the production of gender-sensitive statistics to be used in the implementation of the system, the budgeting necessary to perform the analysis and assessment, the formation of commissions, and the actual utilization of the outcomes of analysis and assessment.

### *Experience of GIA and Perceptions of GIA System*

Firstly, the number of female officials was approximately 2.5 times that of male officials in posts in charge of institutions, and approximately 5 percent higher in posts responsible for projects. On the other hand, the number of male officials was approximately twice that of female officials in posts in charge of planning, which tend to be of greater importance and influence.

Secondly, it was shown that female officials in general hold lower positions and their service tenure is shorter. The overall low status of female officials is likely to undermine the effective implementation of the GIA system, especially when a single manager in a pertinent department directs the gender impact analysis and assessment of each institution.

Thirdly, a concentration of male officials in planning and in the legal system was identified. This distinction was intensified among central administrative agencies and

governments of metropolitan cities, which hold far greater influence than local governments.

Lastly, it was found that public officials who have completed training on GIA or who have relevant educational experience largely agree with the necessity and objectives of the GIA system.

#### *Performance of GIA Tasks*

First, the recognition of the necessity of GIA among public officials in central administrative agencies and in the posts of planning was shown to be insufficient in view of the characteristics of the relevant institutions and departments. In addition, the time allocated to GIA tasks was low relative to the overall workload, which suggests that these officials deem GIA tasks to be of little significance.

Second, public officials who have received expert consultation or training on GIA and accepted the recommendations for improvement suggested to him/her show a greater recognition of the necessity of GIA and offer greater acknowledgement to and input into GIA tasks.

These findings indicate that the provision of education, expert advice and consultation can help to heighten public officials' awareness of GIA and its relative importance.

#### *Work Environment Aids for GIA*

First, regarding the experience of an expert consultation and its degree of usefulness, the relative frequency of topics of requests for expert advice and consultation fell in this order: the preparation of reports for GIA, the selection of matters subject to GIA, and devising plans for policy improvement. Public officials in local governments and the government of metropolitan cities received proportionally more expert consultations than did those in the central administration. Many respondents stated that advice and consultations were helpful in implementing the GIA system. Officials in charge of institutions or projects found them to be more useful compared to those in charge of planning or laws.

Second, on the completion rate of education on GIA, the proportion of officials who had received education on GIA was found to be lowest among officials responsible for planning and laws, particularly within the central administrative agencies, and also in the area of agriculture, forestry, maritime affairs and fisheries. There is a need to increase the future participation of these public officials in GIA education.

Third, support from staff, the head of institution, and the head of department: it was discovered that many staff members and heads of institutions and departments showed relatively little interest in GIA tasks.

Fourth, details of support from the head of institution and the head of department: most support was expressed in the passive manner of 'stressing the need for GIA in a meeting,' while active support such as 'adjustment of duties' and 'support with human and material resources' was relatively rare.

Fifth, for the treatment of GIA tasks: 'Statement/formulation of GIA in the division of

work' was common, whereas 'Reflection of GIA in employee performance assessment and incentives' was overlooked. For the settlement of the GIA system, it is encouraging that the statement/formulation of GIA in the division of work in the pertinent departments is high. However, this does not reach to those officials in charge of other tasks, so a public official in charge of a given institution is likely to experience considerable difficulty in requesting cooperation from public officials in charge of other areas. In order to improve the operation of the GIA system, the statement/formulation of GIA within a division of work should be extended to cover public officials responsible for other duties as well, together with a greater emphasis on GIA in employee performance assessment and incentives.

#### *Difficulties in Implementing GIA and Ideas for Improvement*

Firstly, among officials in charge of institutions, considerable difficulties were reported concerning a lack of cooperation and understanding from public officials in charge of other duties and departments. Officials in charge of institutions emphasized the need for mandatory selection of matters subject to GIA, whereas many officials in charge of duties requested a guarantee of autonomy in consideration of the characteristics of the duty being undertaken, the right of choice, and demands for discussion of difficulties or improvements.

Secondly, greater access to education on GIA appeared as a suggested improvement across all phases of implementation. The provision of expert support and consultation, and the need for the assignment of special analysts were also mentioned.

Thirdly, for the phase of preparing and submitting the GIA report, notable ideas for improving the system stressed the applicability and utilization of GIA, the convenience of the GIA system and its management methods, and the enhancement of access to educational materials, PR materials, and case studies of good practices.

Fourthly, regarding the preparation and submission of a report on a comprehensive analysis, difficulties with producing the required evidence were highlighted, along with suggestions for simplifying the document forms and of the need for a more detailed manual.

Fifthly, there were numerous complaints about challenges in regard to access to and the potential utilization of gender-sensitive data. Building and utilizing gender-disaggregated statistics was a main concern.

In order to strengthen the effectiveness of the GIA system in general, it appears necessary to acknowledge comments that mid- to long-term monitoring and examination are required in order to ensure that GIA outcomes are reflected through policy improvements.

#### *Utilization of GIA Outcomes and Recognition of Effectiveness*

First, in terms of the experience of recommending plans for policy improvements and their acceptance : 'an increase in female representation on the relevant commissions' was the improvement most frequently recommended and accepted, followed by 'improvement of the implementation methods of projects,' 'improvement of the gender-sensitivity of related decrees, regulations and guidelines,' and 'enhancement of gender equality among project beneficiaries.' The 'additional reflection of new gender issues in mid- to long-term plans'

and 'improvement in the production and utilization of gender-disaggregated statistics' were the least common. Officials in charge of planning and laws had relatively little experience with recommending improvement plans, but in many cases their recommendations were reflected in the tasks they were assigned. It is understood that an increase in the rate of reflection of GIA outcomes in planning, laws and projects is a highly positive sign for the overall effectiveness of the GIA system.

Second, the partial contribution of GIA to realizing gender equality: an inquiry was made regarding the settlement of the GIA system and its perceived contribution to fostering gender equality. Public officials recognized that GIA has helped make the officials in charge more conscious of gender equality issues. However, the inquiry also featured results that implied difficulties and hurdles in practicing GIA. Challenges faced when performing GIA can be highlighted as a factor that makes participating officials suspicious of the effectiveness of the system. Nevertheless, it was shown that the experience of education on GIA, recognition of the necessity of the system, and agreement with its objectives all increase the rate of acknowledgement of its effectiveness.

#### *Efficient Management Methods of GIA*

Firstly, when asked about efficient management methods for GIA, public officials irrespective of the scope of their duties most frequently pointed out 'the granting of incentives for performing GIA,' followed by 'the assignment of personnel exclusively responsible for GIA,' 'financial support for operating the system,' and 'the application of a performance checklist for effective implementation of plans for policy improvement.'

Secondly, officials in charge of institutions tended to stress the establishment of a collaborative framework with officials in charge of duties, as well as the need for measures to efficiently manage GIA outcomes.

Thirdly, public officials in charge of planning prioritized the assignment of personnel exclusively responsible for GIA.

Fourthly, public officials in charge of laws emphasized 'checking for policy improvements' and 'the application of a checklist to gauge performance.'

Lastly, public officials in charge of projects rated as highest 'the granting of incentives' and placed relatively more importance on a 'weighting method for the analysis indicators in consideration of characteristics of the concerned project.'

## **Conclusion**

As one of a range of management strategies for invigorating GIA in mid- to long-term plans, a dual approach for re-established and newly-established plans is proposed, with separate analysis methods for each. Currently, all mid- to long-term plans are subject to identical analysis and assessment, irrespective of whether they are newly- or re-established, and this leads to difficulties in applying methodology as well as in incorporating ideas for

policy improvement. However, while separate analysis methods are proposed, the utilization of outcomes of analysis and assessment for plans due to be newly established should not change.



Figure 2. Dual approach to GIA for re- and newly-established plans

*GIA methods for newly- and re-established plans*

First, the timeframe for analysis and assessment can be broadened, from plans due to be established to include those plans that are already established and currently underway.

Second, it seems appropriate to conduct the analysis and assessment of currently established plans approximately one year prior to the end of the policy cycle, a time when the achievements of the plan are clarifying and at which discussions for the plan’s renewal commonly begin.

Third, improvements to the analysis indicators are suggested in the table below, utilizing the indicator framework of GIA of plans for 2014 provided by the Ministry of Gender Equality and Family. The indicators were designed to lead to policy improvements in terms of vision, goals, and implementation strategies.

Fourth, in order to better utilize the outcomes of analysis and assessment, the results of GIA for mid- to long-term plans that are currently underway should be appended to the proposal for the subsequent planning cycle.

Finally, regarding the GIA of newly established plans, there is need to draw forward the point of analysis from the current standard of ‘two months before the confirmation of plans,

or thirty days prior to the establishment of the commission or inter-ministerial (inter-department) discussions,' despite the difficulties this may pose in terms of access to materials or data. It seems more appropriate to conduct analysis and assessment for government plans when the formulation process of the plan is 60-70% complete, that is, around the time of the introduction of the first draft on vision, goal and operational strategies. At this point, the vision, goals, core values and priority tasks for the plans are due to be drafted, and it may be possible to revise and complement the plans to incorporate a gender-sensitive perspective at this stage.

*Establishment of a preliminary cooperation framework among Ministries*

In order to re-vitalize the GIA system for plans, there is an urgent need to create a high-level cooperation framework between the Ministry of Gender Equality and Family, which directs the management of the GIA system, and the institutions in charge of the formulation of plans. In order to apply GIA, which is overseen by the Ministry of Gender Equality and Family, to plans established by other ministries, a process of discussion and negotiation between institutions is crucial. In addition, as the purpose of the GIA of plans is to incorporate the goals and principles of gender equality into the vision, goals and operational strategies of these plans, a gender specialist should be involved from the planning stage or a procedural device should be created to facilitate the deliberation of gender issues. This requires the Ministry of Gender Equality and Family to craft an agreement or negotiate with the pertinent ministry in advance.

*Gender Impact Assessment Act and establishment of clearer guidelines with regard to GIA on government plans*

As a result of an investigation of 437 mid- to long-term plans, several points were identified regarding the current selection criteria for plans subject to GIA, some of which appear ambiguous. Specific areas of ambiguity are as follows: when the law does not specify a fixed cycle for the establishment of plans; when more than two institutions are in charge of planning; when the institution responsible for executing the plans and the agent in charge of establishing the plans are distinct; and when the head of a central administrative agency and the head of a local government jointly establish the plans. It is essential to deliberate these matters and establish clear guidelines.

Table 1. Plans to improve indicators for gender impact analysis and assessment of mid- to long-term plans

Items for Analysis and Assessment		Checkpoints	Action Points for Gender Equality (Policy Improvement and Feedback)
I . Vision and Goals	1. Reflection of the goal of gender equality	<p>① Gender equality in the overall institution or the department in charge of the plan</p> <p>② Goals of the Basic Plan for Women's Policy</p> <p>③ Goals of national plans in areas related to women</p>	<ul style="list-style-type: none"> <li>• Is gender equality set as a goal of the institution in general or of the department in charge of the plan?</li> <li>• Do the plans correspond with the goals of the (4th) Basic Plan for Women's Policy?</li> <li>• Do the plans correspond with the goals of national plans with regard to women in the policy area concerned? For example: <ul style="list-style-type: none"> <li>- Agriculture and Forestry: The 3rd Basic Plan Supporting Female Farmers and Fishers</li> <li>- Science and Technology: The 3rd Basic Plan Fostering Women Scientists and Technicians</li> </ul> </li> </ul>
II . Operational Strategies and Priority Tasks	2. Reflection of gender issues in operational strategies	④ Reflection of gender issues pertinent to the plans	<ul style="list-style-type: none"> <li>• Was there an investigation and reflection of relevant gender issues through conducting research or consultations with gender specialists?</li> </ul>
			<ul style="list-style-type: none"> <li>• Presentation of vision, goals, and schemes to advance gender equality that should be reflected in plans for the next cycle of mid- to long-term plans For example: <ul style="list-style-type: none"> <li>- Agriculture and Forestry: Realization of equal welfare in rural communities</li> </ul> </li> <li>• Presentation of plans and strategies to achieve the gender equality goals of the plan For example: <ul style="list-style-type: none"> <li>- Agriculture and Forestry: Equal participation of both genders and multicultural families</li> </ul> </li> </ul>

	3. Reflection of gender characteristics in priority tasks	<p>⑤ Appreciation of gender-specific differences in the social, cultural, economic, and physical (biological) positions of men and women</p> <p>⑥ Reflection of gender characteristics in the provisions of applicable laws</p>	<ul style="list-style-type: none"> <li>• Ascertain whether men and women are placed in different situations due to home environment, social networks, sexual stereotypes, perceptions and experience of safety issues, including violence</li> <li>• Ascertain whether men and women are placed in different situations due to type of employment, position, income, and working conditions</li> <li>• Ascertain whether men and women are placed in different situations due to their physical characteristics</li> <li>• Ascertain whether an additional project needs to be added</li> <li>• Ascertain if gender characteristics are reflected in the relevant provisions of applicable laws</li> </ul>	<ul style="list-style-type: none"> <li>• Presentation of plans for the improvement of priority tasks</li> <li>- Presentation of additional projects</li> <li>- Presentation of plans for the improvement of operations in existing projects</li> <li>• Recommendations on laws or guidelines</li> </ul>
III. Procedures for Establishment	3. Reflection of gender characteristics in priority tasks	⑦ Participation of women or gender specialists in the stages of planning, drafting, and surveying relevant institutions	<ul style="list-style-type: none"> <li>• Check the participation of gender specialists on relevant commissions and task forces for planning</li> <li>• Check the participation of gender specialists on the research team or in consultations</li> <li>• Ascertain whether the Ministry of Gender Equality and Family performed a survey on the relevant institution</li> </ul>	<ul style="list-style-type: none"> <li>• Presentation of plans for the participation of gender specialists</li> <li>• Procedure and timetable for the Ministry of Gender Equality and Family to gather opinions</li> </ul>

*Whether to differentiate GIA methods according to policy areas*

The question of whether there is a need to differentiate GIA procedures according to policy area was considered, and it was concluded that the analysis procedures, operational framework for analysis, and feedback framework for improvement do not require separate analysis methods per policy area. However, it appears reasonable to subdivide the points used in the analysis indicators in accordance with the characteristics of each policy area, since each features distinct gender issues and conditions faced by men and women. Such a change would increase the policy relevance of the GIA report and produce improvement plans to enhance gender equality.

*Linkage between gender impact analysis and gender budgeting*

While this study has focused mainly on the GIA of plans, it is important to connect this with the GIA systems for laws and government projects, as well as to gender budget plans and balance sheets. Through this, systematic efforts to incorporate a gender equality perspective in government policy can be linked. If these efforts are sustained over several years, it increases the likelihood that the principle of gender equality will be taken on by the relevant institutions and departments.



Figure 3. Linkage between GIA plans and projects

A linkage between GIA of the subordinate projects of each plan, GIA of the plans themselves, and GIA of the laws upon which the plans are based would lead to more robust analysis outcomes and feedback systems. For central administrative agencies, feedback can be provided by examining the management outcomes of the analysis. For local governments, it can be determined that the analysis outcomes are reflected in the statements of annual budget expenditures. Also, for both central administrative agencies and local governments, ascertaining whether analysis outcomes and goals related to gender equality are reflected in the crafting of gender budget plans can provide an important feedback mechanism.

*Management Strategies and Methods for Gender Impact Assessment of Projects by Public Institutions*

The projects by public institutions subject to this pilot analysis were implemented by quasi-governmental bodies that enjoy a monopolistic position in terms of the provision of public services. However, the agents in charge of planning these projects are government ministries, namely the Ministry of Culture, Sports and Tourism and the Ministry of Agriculture, Food and Rural Affairs. The roles of these two ministries with regard to the projects differ in that one is mainly responsible for managing government funds and the other is mainly responsible for providing public services, but in both cases they offer only financial support, monitoring and assessment in relation to the project, while the actual implementation is carried out by a quasi-public institution or organization. In order to perform GIA for a project whose planning, implementation and evaluation are split between multiple agents, the following points should be carefully considered.

First, since the objective of GIA is to improve the gender equality of policies, the officer of the central government ministry in charge of planning a project should undertake the GIA.

Second, the institution responsible for the implementation of the project should bear the responsibility to ensure that basic data on project beneficiaries and project evaluation are sufficiently reflective of the distinct needs of men and women, as well as to submit related reports.

Third, once projects have been selected for GIA, consultation services regarding GIA should be provided to the staff of the institution for the preparation of reports.

Fourth, the collected reports of the institution should be reflected upon and reviewed in a report from the relevant government ministry or department, which should then be submitted to the Ministry of Gender Equality and Family.

*Management Methods to Strengthen the Effectiveness of the Gender Impact Assessment System*

It was pointed out above that, relative to the number of plans/projects which are subject to analysis and assessment, only a small number of gender-sensitive plans for policy improvement are produced. Similarly, it was found that the extent to which GIA results lead to tangible policy improvement is limited. Thus, the management of the GIA system should be re-oriented in such a way as to encourage the responsible institution to directly improve the gender equality of their policies through GIA.

In order to achieve this, rather than simply increasing the number of policies subject to GIA, it is suggested that concrete measures be implemented which can increase the proportion of GIA cases that actually lead to policy improvements. Such measures could include revised GIA guidelines, evaluation indicators for joint (inter-departmental) government assessment, and evaluation indicators for the selection of examples of best policies and institutional improvements. Regarding the guidelines, it is necessary to request that data be submitted on both the number of projects subject to GIA and the number of projects in which GIA has resulted in policy improvements.

It has been an ongoing issue that central administrative agencies are somewhat passive

when it comes to GIA. In the case of one government agency, every year only a single project has been subjected to it. Even among those central government agencies that perform GIA relatively frequently, the numbers fall far short of what is seen at local governments. Central administrative agencies need to be encouraged to select new projects for GIA and more thoroughly implement the related GIA.

#### *Need for the development of indicators to evaluate the outcomes of the GIA system*

The goal of GIA is not simply the operation of the system itself, but rather to incorporate a gender-sensitive perspective into government policies in general and enhance their gender equality. Now that ten years have passed since the introduction of the GIA system, the fundamental question of whether it is properly playing its role should be explored. In order for the GIA system to continue to improve the gender equality of government policies in the future, it is essential to develop more detailed checklists of analysis indicators that can concretely define and measure GIA outcomes.

## References

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