

# Improving the Effectiveness of Institutions for Gender Mainstreaming in Enhancing Gender Equality

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## Introduction

### *Research Background and Purpose*

This study aims to seek ways to enhance the effectiveness of gender impact analysis and assessment (GIAA) and gender budgeting (GB) - the primary tools of gender mainstreaming (GM) - in order to promote gender equality. GM is the strategy of incorporating a gender-sensitive perspective into general policies and shifting gender-neutral policies towards gender equality. However, as gender-unequal practices and perceptions have a well-established history, it has been difficult to draw a social consensus as to what gender inequality is and which policies would actually represent gender equality. In the Republic of Korea, the Basic Plans for Women's Policy have been operated every five years as state-led initiatives to challenge the unequal practices, perceptions and attitudes faced by women. Further policies based upon the first Basic Plan for Gender Equal Policy are also in operation. Furthermore, instruments indicating the degree of women's participation in eight areas - including the economy, health, welfare, and the family - have been designed in order to measure levels of gender inequality.

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As key tools for GM, GIAA and GB target the achievement of gender equality in national policies. In addition, the Basic Plan for Gender Equal Policy and the National Gender Equality Index have recently been established as tools for resolving gender inequalities through national policy action. All four of these tools aim to steer national policies operating across a wide range of areas towards gender equality, and all four can be regarded as institutions of GM.

This study's first priority is to examine the ways in which an interlinkage can be established between the National Gender Equality Index, which uses gender statistics to measure disparities between men and women in different areas of life, and the Basic Plan for Gender Equality Policy, which lists the goals, vision, and tasks for the state in pursuing a gender-equal society. In addition, emphasis is placed on state accountability, with polices for major public bodies suggested that include gender equality goals based on GM institutions but subject to pilot analysis. This study will contribute to enhancing the effectiveness of GM institutions in the medium and long term.

### *Research Contents*

Firstly, this study examines the concepts of GM as defined by international bodies such as the UN and EU, and identifies the goals of gender equality and features of GM institutions in other countries in which GM has been actively pursued.

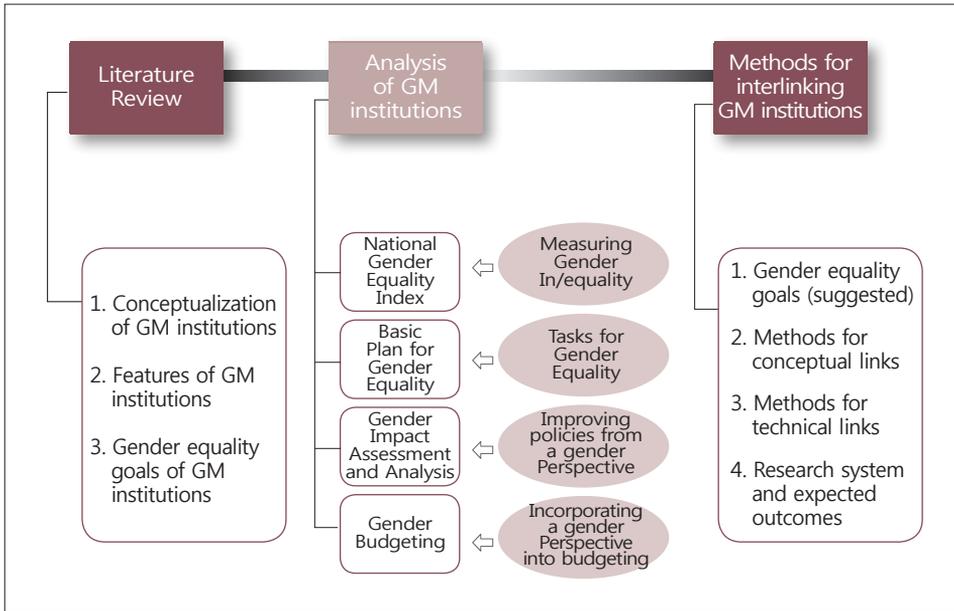
Secondly, a survey of general citizens was conducted in order to examine their feelings regarding gender disparities in the eight areas of the National Gender Equality Index and reveal which areas citizens consider to be of the highest priority. The intention is that the survey results be referred to when selecting gender equality goals for GM institutions in each public body.

Thirdly, expert opinion was sought regarding the necessity of and methods for interlinking the diverse GM institutions. Opinions on detailed methods for interlinking the GM institutions have been examined and divided into conceptual and technical interconnections for further analysis.

Fourth, recommended goals for gender equality in the respective departments where GM institutions are implemented are mapped out based upon the interlinking of GM institutions as suggested by this study.

### *Research Models*

This study focuses on methods for interlinking the National Gender Equality Index and Basic Plan for Gender Equality Policy, as well the GIAA and GB as strategic tools for GM. It also aims to propose goals for gender equality based upon these interconnections among GM institutions. The research model for this is shown in Figure 1.



[Figure 1] Research Model

This study has been undertaken by a research group at the Center for Gender Impact Assessment at the Korean Women’s Development Institute. Including from consultations with the Department of Gender Impact Assessment of the Ministry of Gender Equality and Family, it has incorporated information provided by civil servants in charge of GM tasks, NGO activists, researchers, and consultants at the Centers for Gender Impact Assessment and Analysis in sixteen different cities and provinces.

The expected outcomes of this study are as follows. Firstly, by identifying the ways in which gender equality policies and related institutions are connected, the study can be used to improve the effects of such policies on gender equality. Secondly, it will enhance the effectiveness of both GIAA and GB by suggesting methods to interlink the two. Thirdly, through the survey of citizens on gender disparities in the eight areas of the National Gender Equality Index, comparisons can be made between the gendered needs and views of women and men to allow an exploration of the widespread gender inequality issues found in society. This information can be used to increase citizen’s appreciation of GM institutions by reflecting their views into the GIAA. Lastly, this study will contribute to expanding the social consensus on the necessity of interlinking different GM institutions by bringing together researchers at local centers for GIAA in sixteen cities and provinces, local consultants, civil servants in charge of GM-related programs, and activists from civil groups, all of whom have been involved in the process of this research.

## **Review of GM Institutions in International Society**

Common features (UNESCO, 2003) can be found in the ways in which different international bodies have defined GM (UN Women, 2015; EIGE, 2015; EC, 2010). According to one definition, gender equality can be identified as an integrative, long-term goal. GM is the aggregation of institutional processes undertaken in order to achieve that goal. A second definition views GM as strategy to attain gender equality by applying a gender perspective to policies. Thirdly, GM is seen as a systematic consideration of gender differences according to the needs of women and men, and the situations and conditions which they face. Finally, the purpose of GM is given as the transformation of sexist social systems, legal and cultural norms, and social practices over the long term.

Taken together these definitions indicate the transformative nature of GM (Rees, 2005; Squires, 2005:370; Jaekyung Lee and Kyunghee Kim, 2012), in the sense that it tends to challenge the male-biased mainstream, going hand-in-hand with equal opportunity and affirmative action. Further, GM entails the creation of related institutions so as to reflect gendered needs across national policies and prohibit discrimination due to gender differences.

The UN and the EU have strongly encouraged member states to institutionalize GM (UN Women, 2015; EC, 2010), in which process GIAA and GB have been key tools, including gender statistics and gender training. The EU provides central funding to each of its member states in order to designate gender equality goals and implement and manage GM programs to achieve the expected outcomes of each goal.

For instance, Sweden, which has been practicing GM since 1994, has set gender equality goals for respective government bodies (Government Offices of Sweden, 2014), and ministers in each department are expected to make a presentation regarding the goals they have set for gender equality, what efforts they have been making to achieve these goals, and how the outcomes of these efforts have been reflected in gender statistics (Boman, 2014). This demonstrates that the government is responsible for the enhancement of gender equality and that GM institutions are being systematically managed based upon the gender equality goals and processes used by respective departments to supervise their implementation.

## **GM-related Institutions and Gender Equality Goals in the ROK**

Just as the paradigm for the government policy in the ROK was replaced by women's policy in the establishment of the Basic Act for Women's Development in 1995, it is expected that the implementation of Basic Act for Gender Equality in 2015 will bring about another paradigm shift in the current women's policy toward gender equality policy that strengthens GM.

In order to achieve the goal of real-world gender equality by utilizing GM institutions, it is necessary to seek out a range of ways to interlink and thus strengthen related

institutions which share a similar purpose of operation, as well as productive management. So far, efforts to interlink GM institutions have focussed on the technical interconnections between GIAA and GB, but it now seems necessary to start from the goal of gender equality and explore from there the diverse paths through which the institutions can be connected. To this end, women's policy and GM policy need to be integrated through the operations of the Basic Plan for Gender Equality Policy, which should be prioritized among GM institutions, and gender equality goals and contents need to be determined at the national level. At the same time, the integration of policy and budgets from a gender perspective should be stressed for the simultaneous operation of GIAA and GB.

## **Surveys on Methods for Interlinking GM Institutions**

*Questionnaire Survey of General Citizens: In what areas are gender disparities most strongly felt?*

The questionnaire survey examined the extent of the public's feelings and opinions regarding gender disparity in the eight areas identified in the National Gender Equality Index, and asked what among them citizens would prioritize. It is intended that the results be used when selecting gender equality goals for GM institutions in respective public bodies. This section deals with the outline of the survey and an analysis of its results.

The survey asked two thousand men and women in their twenties to sixties how strongly they perceive gender disparities and the need to resolve them in the eight areas of the National Gender Equality Index, namely: economic activities, family, education and training, culture and information, health and wellbeing, welfare, safety, and political representation (decision-making). In terms of how seriously gender disparities are felt in each area, women reported a stronger perception of gender disparity than did men across all fields. Ranking the areas according to how strongly gender disparities were experienced: (1) economic activity, (2) safety, (3) representation (decision-making), (4) family, (5) education and training, (6) welfare, (7) health and wellbeing, and (8) culture and information. Amongst the reasons for gender disparity in economic activities, the discontinuity of women's career paths due to childbirth and child-rearing was most frequently cited. In the area of safety, the most cited reason was the high rate of sexual and domestic violence against women. Other than the eight areas listed in the National Gender Equality Index, housing was most commonly given as a field where gender disparity is felt (57.9% of respondents), particularly concerning single mothers and female senior citizens living alone. This was followed by the surrounding environment, including street lighting, facilities and equipment, such as agricultural machinery being fitted to male bodies. Next was on transport, such as standing-room handles in the subway that are adjusted to average male height.

*Survey of Experts' Opinions on Methods to Interlink GM Institutions*

A Delphi survey has twice been conducted with sixty experts focussed on GM

institutions and their operational purposes and outcome management, covering the GIAA, GB, Basic Plan for Gender Equality Policy, and National Gender Equality Index. The survey examined the range of analytical targets (policies), outcome measurement, and interlinking the structures of GIAA and GB.

Firstly, regarding the operational purposes, gender analysis of public policy and improvement of sexual discrimination were selected as the most pressing purposes of GIAA; policy improvement of public policy by gendering the allocation of budgets for GB; achievement of a gender-equal society in the Basic Plan for Gender Equality Policy; and identification of the degree of gender disparity in the National Gender Equality Index. As such, it can be stated that the goals of GM institutions should be found not in efficient management or raising awareness amongst managers, but rather in the ultimate achievement of a gender-equal society.

Regarding outcome management of GM institutions, experts concluded that policy feedback, the interlinking of roles, and objective management of institutions were most important. The management of examples of policy improvement was indicated as most important for GIAA. Ensuring that the goals for gender equality in each department be set up in accordance with those of the Basic Plan for Gender Equality Policy, GIAA, and GB was considered of primary importance in the Basic Plan for Gender Equality Policy. These findings demonstrate the significance of policy feedback and institutional interconnections for outcome management. In the case of GB, the rate with which outcome goals on the GB balance sheet are attained was given as the most serious criterion for outcome management. Finally, the application of indices used by international bodies to identify the degree of gender inequality in each area was most important for the National Gender Equality Index.

The major results of the survey regarding methods for the technical interlinking of GIAA and GB are as follows. Experts placed the highest priority on interconnecting targeted policies. In particular, most said that programs with a large gender gap should be selected as targeted policies for GIAA and that programmes that are allocated a budget after GIAA should be selected for GB. In contrast, others supported the notion that all targeted policies and specific programs should be considered with the aim of interlinking the two institutions from the very beginning. As for suggested indicators, a clause of establishing the goal of gender equality should be added to GIAA and a clause detailing budget allocation and the required size should be added to GB assessments. With regard to operations for strengthening institutional interlinkage, it was found that a new division or committee for such coordination needs to be formed by the MOGEF and gender experts, and those who have completed a gender-sensitive expert training course should be put in charge of consultations for institutional interlinking.

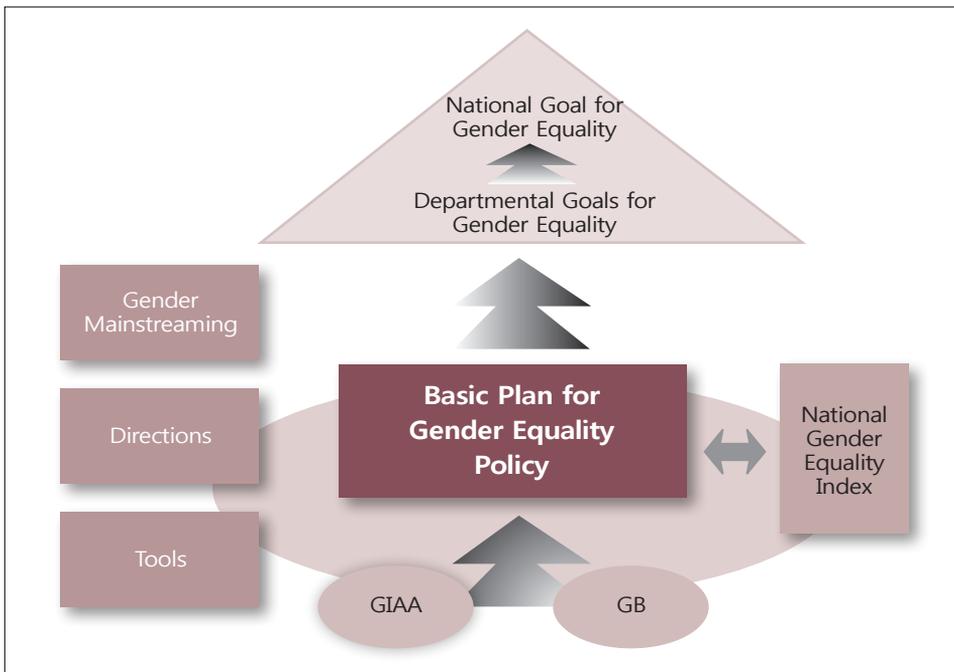
## **Pilot Analysis for Establishing Gender Equality Goals by Department**

This section aims to offer suggestions for gender equality goals for five departments

as a pilot analysis: the Ministry of Employment and Labor; the Ministry of Land, Infrastructure, and Transport; the Ministry of Culture, Sports, and Tourism; the Ministry of Health and Welfare; and the Ministry of Gender Equality and Family.

Each department has been analyzed as follows. Firstly, the overall gender equality issues faced by each department are identified using the National Gender Equality Index. Indicators in the areas of the National Gender Equality Index are able to show the overall gender equality situation in respective departments, but they fail to provide a detailed picture of gender in/equality issues arising within each program in the department. Secondly, the programs of GIAA and GB and their connections have been examined on the basis of the policy tasks of basic plans. Here it is found out that all departments tend to concentrate their GIAA and GB programs in specific areas only. This indicates that when selecting targeted programs for GIAA and GB, the variety of programs is important in order for the government department to fully discover all of the gender equality issues arising within its remit. Lastly, an analysis of the specific gender equality issues within each policy task of these basic plans leads to conclusions regarding the most relevant gender equality issues in the programs of each department.

The gender equality goals of respective departments should be guided by the national goal of gender equality. They are intended to play a role in supporting the goal of gender equality at the national level and in providing guidance on how to increase gender equality in individual programs.



[Figure 2] Interlinking GM Institutions and Establishing Gender Equality Goals

In particular, if each department devises and achieves gender equality in its individual programs through the use of GIAA and GB, it can be expected that these results can be aggregated and ultimately meet the overall gender equality goal of the department. Also, when a GB bill is written up, the gender equality goals of the individual program should be suggested in alignment with the departmental gender equality goals. When a single program is selected as a target program for both GIAA and GB, the gender equality goals of the program can be shared between the GM institutions and thus enhance their linkage.

Most of all, in order to increase gender equality impact and ensure that proper use is made of gender equality goals, it is necessary to design an implementation system able to ascertain whether the gender equality goals related to department functions are being adequately met, and suggest and manage means to link these goals to specific gender-equality issues arising in departmental programs. An independent implementation system for managing GM institutions would strengthen GM and prove a critical step in ensuring the effects of government policy work toward gender equality.

## Conclusion

### *Suggested Gender Equality Goals of Government Departments*

While seeking ways to interlink the various GM institutions, it is important to establish gender equality goals for each government department. Firstly, as the National Gender Equality Index, Basic Plans for Gender Equality Policy, GIAA, and GB all pursue the eventual achievement of gender equality, and since government bodies serve as the leading agencies for the implementation of these GM institutions, the determination of gender equality goals in respective departments can improve the effectiveness of gender equality policy. Secondly, the establishment of gender equality goals for each government unit would provide legal grounds to interlink the GIAA and GB as key tools for GM and increase accountability, something which has been strongly insisted upon by experts. Thirdly, establishing gender equality goals at the level of government departments could provide a foundation for achieving gender-equality goals at the national level, and also serve as a compass for the analysis of GIAA and GB targeted programs.

This study has put forward gender equality goals for departments where the level of gender equality falls short in closely related areas of the National Gender Equality Index. The goals are determined through a process in which the current gender equality goals used in GB are examined, and the gender equality issues identified by National Gender Equality Index, Basic Plans for Gender Equality Policy, GIAA and GB targeted programs are interlinked. The findings from the pilot analysis suggest that the areas included in the National Gender Equality Index have failed to cover the gender equality issues arising in various programs undertaken by the pertinent departments. Also, although the Basic Plans for Gender Equality have taken shape in tackling the issues of gender inequality in the Big/Medium/Small Tasks of government, other gender inequality issues newly revealed by the analysis of GIAA and GB targeted programs have not been considered. Thus, for

this study, the suggested goals of gender equality have been drawn by interconnecting the issues highlighted by the GIAA and GB targeted programs, and centered on the Big/Medium Tasks of government that are most relevant to gender in/equality.

#### *Methods for Interlinking GM Institutions*

The results of this study point to several methods for interlinking diverse GM institutions. Given that the primary purpose of the Basic Plans for Gender Equality, the National Gender Equality Index, GIAA and GB is considered to be the enhancement of gender equality, a conceptual interlinkage between them must be found, with a focus on institutional operation. Such conceptual links can help increase the synergy effect between GM institutions by overseeing their interconnected outputs rather than maintaining separate individual outputs from each institution. Secondly, since GIAA and GB as key tools for GM are already closely related, this study has focused on the creation of technical interconnections between the two approaches.

### **A. Conceptual Interlinkage of GM Institutions**

#### **1) Establishment of a Legal Basis for Institutional Links: Refinement of the Basic Act for Gender Equality**

While Basic Plans for Gender Equality, the National Gender Equality Index, GIAA, and GB all aim at enhancing gender equality, the recently introduced Basic Act for Gender Equality does not state the interrelation between GM institutions and gender equality. Hence, it is suggested that a new clause be included in Article 14 of the act:GM measures. In addition it seems necessary to add rules for enforcing the establishment of gender-equality goals at the levels of both state and government bodies, so that the government is held properly accountable for gender equality, the ultimate goal of GM. Furthermore, the management of the gender-equality goals in each body of the central administrative agencies and in local governments should be included through the revision of selected clauses in Article 14, as well as by defining the term “GM measures”.

#### **2) Specification of Gender Equality and Management of Gender-equality Goals**

As the concepts involved in gender equality are abstract and diverse, the specification of this concept at the government body level as well as the national level requires that concrete goals of gender equality be articulated. In Sweden, for example, ministers in each department define the goals for gender equality, emphasizing the government accountability required for its achievement.

According to the results of the expert survey, supervising examples of policy improvement was chosen as the most important criterion for managing GIAA in both rounds of the Delphi survey. This was followed by identifying the rate of suggestions for policy improvement and identifying the rate of adaption of policy improvements at the pertinent levels. Regarding the management of GB, the rate of attaining the outcome goals in the GB balance sheet was ranked the most important criterion, followed by supervising examples of policy improvement, identifying and overseeing the size of

the GB budget, and writing and announcing the final comprehensive analysis report. As for the criteria for managing the gender equality goals of the Basic Plans for Gender Equality Policy, the highest priority was placed on aligning the gender equality goals of respective departments with those of GIAA and GB, followed by supervising the gender equality performance in each department in terms of how much progress is being made towards the goal, and reporting gender equality performance in each department to the press and posting it on the homepage of the MOGEF. Methods for managing the gender equality goals of the interlinked GM institutions need to be put into place, such as checks on the performance of the Basic Plans of Gender Equality Policy, supervision of policy improvements in GIAA, and measurement of the enhancement of gender equality through the outcome goals of GB.

## **B. Technical Interlinkage of GM Institutions**

### **1) Establishment and Use of Gender Equality Goals in Government Bodies**

Gender equality goals should be set up at the national level and in each government body, and those for each body need to be separated into meta- and micro-level goals, directly applicable to GIAA and GB targeted programs. The goals for gender equality at the micro-level can be expected to play a navigating role for the practice of gender equality in individual programs, and it seems logical to make use of the Medium Tasks indicated in the Basic Plans for Gender Equality Policy. The gender equality goals for each government body are to be applied when implementing GM institutions and should not be confined to GB, but also include GIAA. Hence, changes in the format of the final comprehensive analysis report, which central administrative agencies and local governments annually write and submit to the MOGEF, should be required to include the gender equality goals (Ministry of Gender Equality and Family, 2015).

### **2) Selection of GIAA-targeted Programs in Consideration of the National Gender Equality Index and Gender Gaps**

According to the results of the survey examining the severity of and need to address gender gaps, the extent of women's needs and their sense of a gap appeared greater than those of men in all areas. The following ranking relates the severity of the perceived gender gap in the eight areas of the National Gender Equality Index from high to low: safety; economic activities; family; welfare; representation; education and training; health and wellbeing; and culture and information.

When GIAA-targeted programs are selected in the future, it is important to consider focusing on areas where the National Gender Equality Index indicates issues or where the survey has identified a high perception of gender gaps or a strong need to address gender gaps. As such, the survey results can be used to ensure that GIAA leads to changes which can be felt by general citizens.

### **3) Improvements in the Selection and Documentation of GB-targeted Programs to Enhance their Impact on Gender Equality**

According to the results of the expert survey, the incorporation of the results of GIAA into the budget was considered the most important item for inclusion on the GB balance sheet in order to strengthen the linkage between GIAA and GB. Conversely, the outcomes of GB also need to be reflected in the analytical items for GIAA (Ministry of Strategy and Finance et al., 2015). In order to establish a legal basis for applying the results of GIAA to GB, it is suggested that Article 9 of the Enforcement Ordinance of the National Finance Act (Contents and Documenting Criteria of Gender Budget Balance Sheet) should be amended.

### **4) Consultations for Vitalizing Experts' Support and Its Scheduling**

When a given program is selected for both GIAA and GB, it is suggested that it be screened first by GIAA, and that those programs with greater gender relevance and which are therefore highly significant in addressing gender issues later be included in GB. In so doing, the results of GIAA can be reflected in GB and the two institutions can be interlinked in a way that promotes tangible policy improvements. The schedule for consultations based on the interlinking of the two institutions is suggested as follows.

- Selection of targeted programs for each department (January-February, year 1)
  - After inspecting related documents such as major task plans and the guidelines for budgets within the department, list the selected targeted programs and the reasons for their selection.
- Consultation for analytical assessment papers
  - For the GIAA (March-April)
  - For the GB budget sheet (May-June)
- Consultation for the final comprehensive reports (February, year 2)
  - Ensure the reflection of GIAA results in GB
- Consultation for the writing of the Gender Budget Balance Sheet (year 3)

### **5) GIAA Division in the MOGEF for the Strengthening of the Implementation System**

According to the results from the expert survey regarding ways to improve the implementation system based upon the interlinkage of GIAA and GB, the most common suggestion was that the MOGEF (the unit responsible for women) should operate a taskforce or committee to help interlink the two. Most of all, if the two institutions are more closely interlinked, the analytical function of GIAA may be strengthened and policy improvements and policy feedbacks can be extended by making better use of the results of GIAA in GB.

However, there are currently only seven staff working on GIAA and GB within the Division of Gender Impact Assessment at the MOGEF, which would be far from sufficient to meet such an increased workload. Hence, additional staff would need to be assigned to

GIA within the MOGEF in order to operate the interlinked GIAA and GB in the intended manner. If the two institutions are to be interlinked following the results of GIAA, it would be reasonable to establish a GIAA Division in the MOGEF. Such a division should include a unit for analytical assessment in each area, for instance, a Unit for Analytical Assessment on Employment and a Unit for Analytical Assessment on Welfare, and aim to interlink the work of the National Gender Equality Index, Basic Plans for Gender Equality Policy, GIAA, and GB in order to magnify their impact on gender equality.

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