

**Asian Regional Conference
Gender Responsive Budgeting Narratives:
Transforming Institutions, Empowering Communities**

PAPER

SESSION THREE

**Strategies for Gender Mainstreaming in South Korea:
The Case of Gender Responsive Participatory Budgeting in Daejeon**

by

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**24-25 February 2014
Bayview Hotel Georgetown Penang**

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The current condition and underlying problems of the Korean Gender Mainstreaming

Since South Korea made a Framework Act on Women's Development (1995), South Korea has set up a Framework Plan for Women's Policies (1997) and has accepted a wide variety of methods for a gender mainstreaming strategy. As a result, gender-impact analysis assessment (GIAA) has been performed in the overall policies of both the central government and the local government. In addition to this, budget analysis, the establishment of gender sensitive statistics, the extension of gender equality education programme and the strategy for lifting the gender equality awareness of civil servant have all been implemented.

The women's movement of Korea played a constant role in the amendment of Women Development Standard Law (2002), in preparing an additional gender impact assessment article, in operating the gender impact assessment system in 2004 on a trial basis, in enforcing it in earnest (2005) and in inserting a gender responsive budget bill and balance sheet article in making a National Finance Act (2006).

Though gender impact analysis assessment has pushed ahead consistently since 2005 and increased in quantity, qualitative improvement has not been so certain. The gap between the quantitative and qualitative achievements of GIAA in South Korea is large.

Although South Korean local governments have practiced the GRB system throughout the country under the enactment of GIAA, they seem to regard the function of this system as just a secondary budgeting document.

The institutionalisation of gender mainstreaming tools has been achieved by the actions and movement of women's right groups developed from the early 2000s, but now the local governments are taking an initiative in the efforts to map out gender mainstreaming

policies and thus women's groups and civil society are on the margins, no longer playing such a central role. Moreover, GIAA centers, which are approved institutes for supporting GIAA every two years, are being operated around the existing governmental women's research institutes. Further, the GIAA Committee consists of experts both from government and national research institutes, but not NGOs.

NGO activists, as members of organisations or individually, are partially involved as consultants in the process of gender mainstreaming institutionalisation of local self government, but they do not take the initiative and so cannot display their ability through implementation or monitoring of the process. However, consultant activity might offer certain opportunity as gaining access to information and as a transitional aspect prior to monitoring. There is also benefit in that the individual's capacity in civil society has been improved via this consulting activity.

The progress of gender mainstreaming is going on, centred on the administration, but meanwhile a question about substantial effectiveness of policy improvement has arisen, causing skepticism about whether the policy of gender equality can grow. Accordingly, under these current circumstances, main participatory agents such as members of the National Assembly, women's organisations, various experts, or citizens need to define their roles in the process of gender mainstreaming and to carry out empowerment and gender governance process through formalisation of procedure in order to ensure that the demands made by community residents are integrated into gender equality agenda and policy.

A Review of CPB of Daejeon with gender perspective

In 2011, when the Local Finance Act was revised, Citizens' Participatory Budgeting (CPB) and Gender Responsive Budgeting (GRB) were specifically mentioned. Local governments

have paid some attention to CPB. On the other hand, they have tendency to think of GRB as an uncomfortable and secondary business.

The Citizens' Participation Budget system is an active device to make sure that citizen can officially be involved in the process of local government budget planning. To raise women's participation in the system and to analyse relations between the system and gender equality policy is meaningful work because this process has derived from the positive intention to build up the CPB system based on gender perspective.

It is more than just assuring a mere opportunity for participation but is also a big step in order to obtain democracy and to emphasise equality. If resource allocation could be equal, effective, and appropriate, in addition to proper budget distribution for gender equality, nothing more needs be desired!

With reference to this, I monitored the operation process of CPB in Daejeon City, examining its fruits and limits through my own participation, and looking for the methods to enhance its connection with GRB and its efficiency.

1. Current Operation Condition of CPB

The Korean Ministry of Gender Equality announced its intention to prepare methods linking between CPB system and GRB system in the fourth Basic Plan for Women's Policies (2013~2017). The linking of the two systems is a necessary task to intensify the infrastructure of gender-equality policy implementation and enlarge social awareness and participation in the systems. The two systems have two things in common. One is that they provide for intervention in advance at the stage of budget planning and the other is that preventive effect is given more weight than corrective effect.

To make a connection between two systems, across the operation of the CPB system, certain questions need to be asked to establish the importance of a gender cognitive viewpoint. Why is it necessary that a budget should be viewed with the gender perspective? Why is it important that citizens' participation should be guaranteed equally in reality? The harmonious link between CPB and GRB would be possible after above questions are studied in depth.

2. Analysis of present situation: The Citizens' Preparatory Budgeting system in Daejeon City and in five (5) basic local autonomous governments in Daejeon City

I monitored and analysed how CPB is working in Daejeon City and in five basic local governments during 2013.

Key contents of monitoring are as follows. First, the outline of CPB was assessed, to include questions of ordinance; the current condition of enactment and amendment; whether operation planning exists or not; the extent of the authority of the citizens' participation budget committee; whether the members of committee are paid or not; whether sub-committees have been established or not; the role of local conferences and research groups; whether committee proceedings are public or not; and generally the type of governance.

Second, the composition and management of citizens' participation budget committee was assessed, to include the openness of composition, the election of the committee president and the extent of her/his authority, and the existence or non-existence of budget planning for the operation of CPB.

Thirdly, I looked at the existence, nonexistence, and operation of citizens' participation budget school.

From the gender sensitive viewpoint, I looked into current gender composition of the citizens' participation budget committee, subcommittees, and subcommittees' presidents. In addition, I examined whether the programme for the citizens' participation budget school included relevant contents such as gender equality education, gender sensitive viewpoint, gender impact analysis assessment, and GRB. At the end of this study, I suggest some tasks to help make gender mainstreaming come true.

Challenges from the analysis of monitoring CPB in Daejeon City

1. Democratic Participation Enlargement of CPB

This system assures citizens of engaging in budget compilation of a local government and collects various opinions of citizens, helping to execute the limited budget transparently and effectively. And its purpose is to enhance transparency and fairness of finance management and to encourage citizen to have responsibility by participating in budget compilation.

Its success factor depends on the leadership of the local government chief, the capacity of citizens, and the extent of budget appropriation for its operation. There is a regional difference between CPB systems of Daejeon City and five basic local governments. Implementation in Daejeon City and Daedeok-gu, Yuseong-gu exhibited a certain amount of positive effectiveness, but in Seo-gu, Dong-gu, and Jung-gu there appeared many aspects still to be done.

Daejeon City, based on its metropolitan level, needs to develop more systematic implementation and provide greater substantiality, such as the enlargement of citizens' participative budgeters based on the rate of population, enlargement of channels to accept citizens' opinions, and increase the role of the budget research group.

Daedeok-gu is very often referred to as a good example because it has played a leading role from the initial phase of CPB. Nonetheless, Daedeok-gu also needs to be changed and developed from the present, active Citizens' Participation Model (which promotes citizens' direct participation in budget planning and the citizens' right to decide priorities of business) to an active Private-Public Cooperation Model (opening the data of budget operation management to the public, and enhancing citizens' participation before and after the step of budget compilation). Also, Daedeok-gu, operating the budget research group actively, autonomously needs to highlight the achievements and tasks of citizens' participation budgeting carried out over the last eight years. In addition, Daedeok-gu has the most citizens' participation budgeters within the jurisdiction of Daejeon City and there is a will to encourage citizens' participation despite of difficult finance condition. Also, it is necessary to prepare in detail the methods to enhance the capacity of members gradually.

Yuseong-gu separated a local residents' meeting by Dong¹ and a local residents' committee of Gu². It operates a 'resident cooperative type CPB.' It is a desirable direction of citizens' participation in that citizens are willing to participate in the budget appropriation and within the limited budget, share the current affairs in the neighborhood, and choosing its projects. There is, however, fear that people could pay only attention to their neighborhood rather than the whole development of Yuseong-gu. And so it is necessary to intensify legal grounds for Gu's administration through supportive ordinances. There is also a need to

¹Dong is sub category of city, an autonomous district (City>Gu>Dong)

²Gu is sub category of city, an autonomous district (City>Gu>Dong)

prepare an education course in order to intensify the capacity of members who engage in the residents' meeting by Dong and the residents' committee of Gu.

Jung-gu, apart from ordinance, operated citizens' participation group from the start, but it is the most vulnerable structure among five Gus. Nonetheless, since there are even more local activists in Jung-gu who are involved in various fields than in other Gus, we expect CPB will continue well.

The CPB of Dong-gu and Seo-gu remains at the basic formal level. They need to complement the system by establishing a phased plan such as planning the composition of a committee based on population rate, attraction of voluntary participation, extension of citizens' rights, and develop a supportive legal environment, amongst other things.

2. Gender Sensitive Operation of CPB System

Although more women than men are involved in the system because the committee runs in the daytime, the real process is often headed by elderly men.

For example, they raise their opinions and advance a meeting. Because of this matter, the local department operators should try not to exclude women's participation in the decision making process.

Also, there is a need to adjust the operation of the budget school in accordance with participants' conditions; thus they could run a weekday daytime class, a weekday night class, and a weekend class. Although Daedeok-gu made changes by introducing a 'traveling budget school', it could also try running class at night or in the evening.

Among Daejeon City and five self Gus, in 2013 for the first time, Daejeon alone prepared a training with a gender perspective. It is of great importance that education to

enhance gender sensitivity as well as a basic understanding about budgets provided in the budget school, because a local society consists of women and men.

Not only should projects be selected in terms of CPB but also through a gender analysis of budget. In spite of the existence of extensive residents-oriented business, the meaning which 'gender impact analysis assessment' has is that it merely checks the system's policies lest anyone among residents should be excluded and isolated. When pushing ahead with individual business or before pushing ahead with the selected business, 'gender impact analysis assessment' should be made in advance and its content should be posted in the homepage or be submitted to the subcommittee.

The current gender ratio of the CPB committee in Daejeon and 5 Gus (an autonomous district) showed on average four(male) to six (female) ratio. It is usual that women mostly go through the general participation channel and men largely go through the recommendation channel of profession or non-profit organisation. And CPB, the term itself, can be unfamiliar and a difficult concept to local residents. Due to the professional nature of the term, budget, women may volunteer for participation but then have difficulty in the course of the discussion. In fact, women have little access to training opportunities in the public spheres, to democratic citizens' education, and discussion culture. In the light of this, it follows that the efforts for capacity building as well as special training for women committee member should be promoted. If these training costs are budgeted, it will become a 'gender sensitive budget'. On the other hand, men may have trouble in participating in the local society in the daytime when the CPB system is working, due to their breadwinner role and responsibility for supporting their family. Nevertheless, to enhance the participation of men, making times more flexible and taking social contribution on the level of company into account must be implemented.

The Development Plan of 'GRB Movement' as Local Women Movement

If we want CPB to be successful, there must be a proper operation system prepared and above all, attention and involvement of even more residents are required. Also, operation mode must be carefully mapped out so that citizens from all walks of life and of all ages can take part.

To assure the various participation of citizens there must be sympathetic operation modes prepared, such as a lottery system in case of many applicants, various meeting times, and a visiting presentation meeting.

Now, since CPB is implemented by autonomous districts in the weekday daytime, office workers are alienated from the system. And lest citizens who live a diverse life by gender, by age, and by job classification should be alienated, we need to examine carefully the design of CPB's operation mode and prepare guidelines for this through enforcement regulations.

In order to establish a democratic communication channel, a fruitful system operation should be made possible by securing the continuity and stability of the administrative structure and by retaining those who are exclusively responsible for that work. Besides, all minutes must be taken and opened so the experience of participation budgeters can be accumulated into resources. And at the same time, autonomous districts have to institutionalize operational support for a participation budget school/training, communication, and other technical training

To ensure the inclusion of women's awareness about CPB and reflecting gender sensitive perspectives into the operation process (like balancing the gender ratio of the

committee) and that there are gender sensitive assessments of the selected projects, a constant monitoring is required.

1. To merge 'gender sensitive perspective' into 'CPB'

'Gender Sensitive Budgeting' is an important tool that checks if resources in the national finance and local finance are being distributed equitably between men and women and if sufficient value is placed on the activity and the related business of gender equality. This method of gender budgeting must be applied to monitor CPB systems. The priority of budget compilation and the ways of financial operation must be determined on the basis of the fairness principle, considering the difference in gender, class, race, and sexual orientation.

2. 'Gender Sensitive Budgeting' which is powered effectively in line with 'CPB'

Now CPB is carried forward much more powerfully than 'gender impact assessment' or GRB, and it has much room for practical participation in the policy-budget executing process. GRB can attract much more participation by grafting gender sensitive perspective onto the practice of CPB. Therefore, in the executing process of budget, the policy effect actually can appear with better gender equality.

(2) Connection between CPB and GRB

The business chosen as a top priority project of CPB should have a connection with gender policy. It means that the implementation of gender impact assessments, building of gender statistics, beneficiary assessments and investigation of local residents' satisfaction levels with projects, and gender budget reflection. should be dealt with.

An omni-directional approach related to CPB is necessary. If we consider the difference and condition of life between men and women, and want to encourage women's participation, accounting for half of citizens, we need to carry out such things as assessing the legal environment, the committee composition, task selection, budget school and training, a gender-sensitive approach after task selection, and satisfaction level monitoring about policy enforcement.

Looking into the priorities arrived at through participatory budgeting, since the content of budget is around construction, we can estimate that budget suggestions may be necessary aimed to restore welfare, education, women's fields, and local community.

For the sake of a 'gender responsive budget', it seems to be possible to do a gender impact assessment about the suggested budget, or to develop an activity to suggest what may comprise a women's field budget. Especially, it is necessary to hold a discussion meeting visiting women immigrants, disabled women, and female single parents to more fully activate women's participation. For us to intend to achieve through CPB is to enhance the quality of budget and from this, improve the quality of residents' life. And more opinions need to be collected for that. This can strengthen the decision-making on policy, by reflecting desires of life and experiences of different men and women.

The gender composition ratio has to be considered when making up a citizens' participation budget committee so as to reflect diverse opinions, and the gender ratio also should be considered when establishing subcommittees, or when selecting chairpersons.

In the case where a training programme goes on, its content should raise gender equality perspectives and contain education related to gender responsive budgeting. And in decisions relating to business publicity modes, training programme content, and operation time, the difference between men and women should be considered.

The remedy of 'gender impact analysis assessment' results should be reflected in business and budgets, and an officer who is in charge of 'citizens' participation budget', 'gender responsive budget' and 'gender impact assessment', a gender expert, and NGO capable of monitoring all together should select business, carry it forward, analyse and evaluate its result, and monitor the relevant policy feedback process.

The Role of NGOs Towards Gender Mainstreaming Strategy Realisation

When gender mainstreaming experts take charge of consulting to promote the 'gender impact assessment' and 'policy feedback' of public officials, and when they are conducting the education systematically which can enhance the gender mainstreaming comprehension and the gender sensitive capacity of other practice subjects, the role of NGO is to monitor and assess if diverse programmes aimed at beneficiaries of policy are designed and operated from gender perspective and to make a suggestion about a policy implementation.

Women's organisations have to develop their capacity to do a gender sensitive analysis, raise the issues related to gender mainstreaming, and play a main role in reflecting and fulfilling this in policy. Also, women's organisations must work with experts in the process as principal agents, who monitor and analyse the policy and business done by civil servants. And they must be directly involved in a policy-consultation body like a private-public consultative body, serving faithfully as both a participant and a surveillant from outside so that the business related with gender mainstreaming can be included in budget, and policy direction can be mediated.

The roles of expert, civil servant, and private organisation are interactive and complementary to each other and therefore, if these relationships are established sequentially and organically, gender mainstreaming of policy can be achieved.

Governments and researchers and civil society as well have to work together for a serious strategy of gender strategy in Korean society. Of course, women's organisations have an assignment to intensify policy capacity without financial support, without appropriate staff, and regardless of double and triple activity and difficulty. For now and for the future, the collaboration of civil servants and experts may be expected to be enlarged and intensified, but it is difficult to predict the governance practice of civil experts and relevant organisations. Though these three principal agents of gender mainstreaming strategy continue to work asymmetrically for a while, nonetheless, governments and researchers have to take the imbalance into account, looking upon women's organisation not as an object to bring over to their side but as an object of partnership.

In the course of institutionalising 'gender impact assessment' and 'gender sensitive budget', the women's movement camp, once an important main body of action, needs to actively intervene in ensuring there are practical steps for gender mainstreaming after institutionalisation.

The advocacy activity of NGOs and to Government is a part of policy monitoring in itself. But the women's movement, which is evaluating and analysing local council activities, analysing budgets and writing reports, and monitoring council activities, must enlarge its monitoring system in order to get more substantial fruits in the process of institutionalising gender mainstreaming.

Gender mainstreaming must get out of just a simple monitoring and technical assessment of systems in and for themselves, such as administration document submission or consulting for report writing. Instead, through the participation and intervention of NGOs, we need to modify the sense across society at large, pushing us towards the realisation of a truly gender equal society.

It is an essential factor that NGOs should participate by professional consulting and inputting into the debate to progress the gender equality administration. With a view to realising gender equality, women who are at work in a variety of areas have their capacity strengthened, and they must strive to fulfill a specialised network building to discuss gender equality and a network of information exchange and communication.

Although the basic value of CPB is fairness, clarity, and efficiency of budget, it is high time to think again around citizens' participation. Not only should CPB and GRB become a policy and a system but also they should spread out to be an awareness of participatory democracy, so that it is a popularisation step to establish a policy and a system by which gender perspective becomes inevitable.

Our future society should be one without granting of roles and discrimination based on gender, being a mature, plural, and diversity-accepting society in which all human beings can pull their weight using their ability. Truly, the realisation of participatory democracy will come in even more quickly if along with the proper operation of CPB, there is a legal modification to ensure gender mainstreaming is put into practice, so that there is an equal participation in public sector, and equality can be accepted and practiced in everyday life.