

# 해 외 출 장 복 명 서

출 장 자	소 속	본원	직 위	연구 위원	성 명	김경희
출장기간	2/24 - 3/2		출장지	당 초 변 경	미국 뉴욕	
출장목적	-제52차 유엔 여성지위위원회 정부 본회의 및 유엔기구 주최 패러렐 세션 참가 -한국 NGO 대표단 주최 세션 참가 및 주제 발표					
경비부담	우리원 부담(본원 국제협력) (4,158천원)					
주최기관	한국여성정책연구원					
방문기관 / 참가자				논의사항		
○ 뉴욕 유엔 본부 ○ 주 유엔대표부 -박은하(외교통상부 참사관) -강병조(외교통상부 1등 서기관) ○ 참가자(정부대표단) -이진희(여성가족부 국제협력 사무관) -박유리(외교통상부 인권사회과, 2등 서기관) -전해선(노동부 여성고용팀 사무관) -김혜정(서울시 민간활동지원팀장) ○ YWCA(미국 뉴욕 퀸즈 지부) -김경숙(General Secretary, YWCA of Queens) -Leslie Wright(UN Representative, Virginia Gildersleeve International Fund) -Kay Fusano(Vice Representative, Japan Women's Watch) -민금복(Vice President, North Fork Bank)				- 여성지위 및 성평등에 관한 새로운 현안, 동향 및 문제의 접근법 - 한국사회에서 성평등 발 전을 위한 재정지원 제도화와 개선방안		

상세한 업무처리 및 세부내용은 별도 불임

2008. 3. 31.

출 장 복 명 자 : 김경희 연구위원

# 해외출장 결과 보고서

제 52회 유엔 여성지위위원회  
회의 참가

2008. 3. 31 .

보고자 : 김 경 희  
(GM 본부 성별영향평가센터, 연구위원)

<본문>

**1. 회의명 : 제 52차 유엔여성지위위원회**

**2. 참가 목적**

- 가. 국제사회의 성평등 발전과 여성의 역량강화를 위한 재정지원에 관한 동향과약
- 나. 한국 NGO 대표단 주최 세션 참가 및 주제 발표(한국의 성인지 예산 제도화 과정)
- 다. 성 주류화 및 여성정책 분야 국제교류 및 협력 강화

**3. 참가자 규모 : 총 4명**

- 김경희(본원 연구위원)
- 이진희(여성가족부 국제협력 사무관)
- 박유리(외교통상부 인권사회과, 2등 서기관)
- 전해선(노동부 여성고용팀 사무관)

**4. 회의일정**

일 시	내 용
2/24(일)	인천 출발, 미국 뉴욕 도착
2/25(월)	-개회, 의제채택(의제2), 일반토의(의제3) -고위급원탁회의(의제 3.i).
2/26(화)	-전문가 패널(의제3.a.i) -전문가 패널(의제3 c)
2/27(수)	-일반토의(의제3) -패널토의 -일반토의(의제3)
2/28(목)	-일반토의(의제3) -전문가 패널(의제3.b)
2/29(금)	-한국 NGO 대표단 주최 세션 주제발표 -비공식협의(의제3.a.i)
2/29-2/30(토-일)	미국 뉴욕 출발, 인천 도착

**5. 주요내용**

**가. 고위급원탁회의 : 양성평등 및 여성역량강화를 위한 재정지원**

- 캐나다는 성분석(Gender Based Analysis)이 모든 정부기관이 펀드 프로그램을 운영할 때 젠더이슈를 고려하도록 요구하고 있음. 중앙기획기관과 전국여성기구는 이 과정에서 상호 연계하며 협력함. 그 결과 여성프로그램 기금과 캐나다 여성지위국의 총 예산이 증액되었

음. 향후 정부는 여성들의 경제적, 사회적 지위향상과 민주적 참여를 통해 개발방안을 만들어갈 것임.

- 또한 평화와 안보, 여성을 위한 유엔안전보장이사회의 결의안이 이행되도록 모니터링할 수 있는 메커니즘을 요구하고 이와 관련하여 성별분리 통계의 수집을 요구함.
- 유엔은 성평등 발전과 여성의 역량강화를 위해 중요한 역할을 해 왔음. 핀란드는 성평등 발전을 위해 유엔활동을 강화하도록 요구하는 각국의 제안을 지지함. 성 주류화는 기회의 평등을 측정하는 핵심이 될 수 있음. 성평등 발전과 여성의 역량강화를 위해서는 성별을 고려한 예산할당이 요구됨.
  - 2007년 핀란드 의회는 성 인지적 관점이 예산과정에 통합되도록 하고 법 제정 및 사업의 시작단계에서 적용하도록 하였음. 보건사회부의 성평등국은 재정부와 함께 성인지 예산을 발전시키는데 협력하고 있음. 정부의 각 부처들은 예산 요구서에서 젠더 관련성을 설명할 수 있어야 함. 정부는 2008년 예산과정에 젠더 관점을 통합하기 위한 새로운 가이드라인을 준비하고 있음.
- 성평등을 실현하기 위해서 두가지 전략이 필요함. 첫째, 모든 정책과 정치적 결정에서 성 인지적 관점을 주류화하는 것으로 이 전략을 통해서 장기적으로 지속가능한 변화를 만들어갈 수 있음. 성별 통계의 수집과 성분석이 필요함. 둘째, 긴급한 조치를 필요로 하는 분야에서 성 주류화 전략을 실천함. 스웨덴 정부의 성 평등이 예산이 4백만 유로에서 4천만 유로로 증가하였음.
  - 성 주류화를 실천하는데 있어서 지방정부의 역할이 중요함. 지역 주민의 일상에 직접적으로 영향을 미치며 아동보호, 건강사업 등과 기본적인 서비스를 담당하는 역할을 하기 때문임.
- 정부는 성평등이 실현될 수 있는 경제적 공간을 만들어 내야 할 것이며 경제성장은 여성과 남성 모두의 복지와 일자리 창출로 연결되어야 함. 성 인지적 예산은 정책의 모든 단계에서 적용되어야 함. 노르웨이 여성들의 경제적 독립은 성평등 정책의 핵심으로 여성과 남성 모두 유급노동과 개인의 삶을 결합할 수 있어야 함. 노르웨이는 성적 소수자의 권리를 지지하며 여성이 안전할 권리와 낙태를 스스로 결정할 권리를 존중함.
  - 2008년 1월 이후 공공부문과 국가기관의 각 영역에서 여성위원이 최소 40% 이상을 차지하도록 정하는 법안을 마련하였음.
- 여성은 정부자금의 접근성, 재산상속 등에서 여전히 차별받고 있음. 덴마크 정부는 여성의 경제적 역량강화를 위한 조치를 취하고 있음. 글로벌 MDGS 캠페인 - 여성의 역량강화와 성평등을 지향하며 빈곤퇴치를 위한 전 지구적 노력의 중요한 부분으로 경제적 역량강화를 강조-을 벌이고 있으며 네트워크를 구축하려고 함.
  - 덴마크 정부는 2008년에서 2010년까지 성평등 발전과 여성의 역량강화를 위한 재정지원을 두배로 늘리기로 했음. 성 주류화를 위한 법률, 캠페인 활동, 자원배분, 성별 통계와 모범사례를 공유하기 위한 도구를 개선시켜 왔음.
- 정책과 예산과정에 성 인지적 관점을 통합하면서 뉴질랜드 정부는 정책 이슈를 정하는 시

작단계에서부터 젠더를 고려하도록 하고 있음. 모든 정부기관은 성 분석을 하도록 되어 있음. 여성부가 성 주류화 관련 업무를 주도하고 있음.

- 네덜란드 정부는 World Bank의 'gender action plan'을 환영하며 이 계획이 경제정책에 성 인지적 관점을 통합하는 역할을 할 것이라고 기대하고 있음. 최근에 정부는 MDG3 기금을 만들고 시민사회 활동을 통해서 성평등을 개선하고 있음.
  - 정부는 '여성에게 더 많은 기회를'이란 타이틀로 성 평등 정책을 실행하고 예산을 증액하고 있으며 인프라 구축과 함께 지자체간의 연계와 혁신적 네트워크를 지원하고 있음.
- 아이슬란드 정부는 성평등법에 기초해서 성평등에 대한 모니터링을 하는 기구의 역량을 강화하도록 하였음. 또한 성 주류화의 실행을 공공부문과 사적 부문 모두에서 개선하도록 하였음. 남녀 모두가 부모휴가를 사용하도록 하여 아버지의 90% 이상이 부모휴가를 전부 또는 부분적으로 사용하고 있음.
  - 성 인지적 관점을 정책에 통합하면서 문맹층, 빈곤층 중에서 가장 빈곤한 여성한 여성들에게 주목해 왔음.

#### 나. 전문가 패널(의제3.a.i) : 양성평등 및 여성역량강화를 위한 재정지원 주요정책과 이니셔티브

- 개발원조위원회(DAW; Development Assistance Committee)의 회원과 각국의 후원자들은 그들의 원조활동을 OECD CRS(Creditor Reporting system)에 보고하고 있음. 일반적 보고규정과 기준은 국제적 수준의 데이터 비교가능성을 보장하고 있음.
- 성평등 향상은 인간발달을 위한 기회를 확장시키며 MDGs(Millennium Development Goals)이 부딪히는 많은 장애물을 제거할 수 있게 함. 성차별은 여성과 남성 모두의 인적 개발을 제한하고 빈곤감소와 발전을 저해한다. 성평등과 성 주류화는 경제적으로 도움이 되지만 여성 개발을 위한 정책이나 사업에서 자원의 배분이 불충분함.
- 아시아개발은행(ADB)은 아시아와 태평양에 위치한 지역 기구들이 성 주류화 역량을 구축하고 강화하는 것을 우선순위에 두고 있음.
  - 1998년 성평등정책을 채택한 이래, 아시아개발은행은 성 차별 해소를 위한 기금을 증가시켰고, 대출과정에서 성 인지적 관점을 활요했 왔다. ADB 대부금 가운데 약 40%가 성 인지적인 것으로 평가되었음.
- 성인지 예산의 도입에도 불구하고 많은 국가에서는 정부예산이 여전히 '중립성'을 표명하면서 여성과 남성이 동등한 경제적 행위자이고 평등한 수혜자인 것으로 보고 있음. 수리남(Suriname)에서는 90년대 중반 이후 국가통화의 가치가 낮아졌고 일자리가 감소했음. 여성들은 소득감소와 고용불안의 완충역할을 해 왔음. 절
  - 2000년부터 성인지 예산을 도입하고자 했고 '국가 젠더 행동강령 2000-2005'의 전략으로 성인지 예산이 채택되었음. 지난 10년간 젠더 전문가들이 여성기구, 공무원, 정부관계자들을 위한 젠더훈련과정을 주도해 왔음.

- World Bank는 1980년대 초반부터 교육과 건강사업에 젠더 이슈를 통합해 왔음. 대출 서류와 사업 검토를 하는데 있어서 성평등의 실행 여부를 주시하고 있음. 2007년 1월에 여성의 경제적 기회를 확대하기 위해 경제영역에서 젠더 이슈의 적용을 은행 업무에 통합함으로써 성 불균형을 시정하고자 노력하고 있음. 새천년개발목표 세 번째 목표(Goal 3)에서는 여성이 시장에서 경쟁력을 갖도록 지원하고 있으며 GAP(Gender Action Plan)을 벌이고 있음. 성 주류화 전략은 MDG3를 달성하는데 중요함.
- 양성평등 및 여성 역량강화를 위한 국제적 공약이 국가적 차원에서 이행되기 위한 자원의 배분에 관해서는 제한된 평가가 있어 왔음. 새천년개발목표(MDG) 가운데 양성평등 및 여성역량 강화를 추구하는 세 번째 목표(Goal 3)를 달성하는데 있어 저소득 국가에서는 2006년 86억 달러에서 2015년 238억 달러에 이르는 재정적 격차가 있음이 측정된 바 있음.
- 유엔 여성지위위원회는 성인지 예산을 권고할 뿐 아니라 여성의 권리와 성평등 향상을 위한 자원 운영에 기여하는 방향으로 활동하는 행위자로 자리매김하고 있음. 제23차 특별총회에서 유엔총회는 각국 정부에 모든 예산의 수립 및 집행과정에서 성 인지적 관점을 도입할 것을 요청하였으며, 예산의 적절한 분배는 성평등 및 여성 역량 강화를 지원하게 될 것이며 이를 감독·평가하기 위한 분석적이며 방법적인 도구들의 개발로 이어지도록 하고 있음.
- 개발재원 국제회의에서 채택된 몬테레이 컨센서스(Monterrey Consensus)는 지속가능한 성 인지적이며, 인간 중심적인 개발을 위한 자금마련을 위해서 각국 내부간 국가간 및 조직간 도전과제에 대해 전체적 관점에서 접근할 것을 강조하고 있음.
- 북경 행동강령 이후 이 강령의 실행을 위해 적절한 자금지원이 요구되었고 지원국은 원조 프로그램이 성 인지적 관점에서 운영되도록 하는 한편 그 효과를 평가하고 개선할 수 있는 분석방법을 요구해 왔음. 비정부기구와의 연계, 시민사회와의 파트너쉽 구축이 강조되어 왔음.

**다. 전문가 패널(의제 3 c) : 양성평등 및 여성역량강화를 위한 재정지원 관련 국가정책과 프로그램의 개발, 이행, 평가과정에 성 주류화 도입을 위한 역량 강화**

- 성 인지적 관점은 고용기회 창출, 미시재정 및 신용, 연금 체계 등의 다양한 주요 분야에서 확인되고 해결되어야 하며, 이는 거시경제적 정책이 양성평등과 여성 역량강화에 기여할 것이며, 이로 인해 충분한 국내 자원이 활용될 것임. 몬테레이 컨센서스는 성 인지 예산 정책에 있어 국가적 기여가 확충되어야 함을 재확인했음.
- 고용기회 창출은 국내 자원의 활용에 있어 주요한 기제로서 주목되고 있음 여성들은 경제 발전과 빈곤 퇴치에 큰 역할을 수행하고 있음. 특히 노동집약적 중소기업에 적절한 정책 및 대출을 제공하는 것은 여성의 고용을 증대시키는 데 필수적임.
- 도로나 수로 공급과 같은 기반시설에 공적 투자가 늘어나는 것은 여성들의 시간적 부담을 감소시켜 줄 것이며, 유급 노동시장으로의 진입을 도와줄 것임.

- 몬테레이 컨센서스는 재정분야에서의 사회 경제적 영향 증대를 위한 소액금융 및 기업대출의 중요성을 확인하였음. 북경행동강령의 이행에 관한 검토해 본 결과 대출, 특히 소액대출이 여성역량 강화에 긍정적 영향을 주었음이 확인되었음. 신용대출 프로그램은 여성들을 위해 세심하게 고안될 필요가 있음. 프로그램이 가정이나 지역사회에서 여성에 대한 고정관념을 탈피하지 않거나 여성들의 작업량을 줄이지 않는다면, 여성들의 역량강화에 도움이 되지 않음.
- 여성들이 자신들의 소득에 완전히 접근할 수 없거나 여성들의 가사노동 소득이 남성들의 소득으로 대체되는 상황은 여성들의 역량을 약화시킬 것임.
- 젠더 관점을 개발 관련 자금에 통합하기 위해서는 경제와 사회정책의 연관성을 고려해야 할 것임. 정부는 성 인지적 관점을 공공 재정시스템에 통합하고 재경부는 여성정책기관과 긴밀하게 협력해야 함. 공공 재정에 성 인지적 관점을 통합하기 위한 지표를 개발하고, 개발원조국은 여성 역량강화와 성평등 향상에 노력해야 할 것임. 여성기구들의 자율성과 독립성을 구축하고 여성기금은 여성운동과 여성의 권리 향상을 위한 재정지원을 목적으로 운영되어야 함.
- 예산 책정 과정에서의 효율성, 투명성 및 책임성을 개선하기 위한 공적 재정 개혁은 투입량에 초점을 둔 아이템별 예산에서 산출에 기초한 성과중심 예산으로 방향을 바꾸었음. 이런 경향은 성평등적 산출 지표를 도입함으로써 예산 책정 과정을 보다 성 인지적인 과정으로 만들어 줄 것임. 감독과 책임성을 강조함으로써 보다 성 평등적인 자원의 분배가 가능한 환경을 조성하게 될 것임.
- 여성차별철폐위원회는 여성의 정치적, 사회적 경제적, 시민적, 문화적 인간으로서의 권리를 포함하고 있음. 여성차별철폐협약 규정에 의하면 국가가 성차별을 줄이기 위해 ‘모든 적절한 수단과 방법을 사용’하도록 하고 있음. 성 평등 향상과 여성의 역량강화를 위한 재정지원은 ‘적정한 방법’ 중의 하나임.
- 성인지 예산을 위한 조치들은 주로 지출부분을 강조한 반면 세입에 있어서는 제한된 관심을 보여 왔음. 조세 체계는 성불평등을 지속시킬 것임. 세금은 임금과 가처분 소득에 영향을 줌으로써 여성과 남성이 그들의 시간을 공식적, 비공식적 및 무급 노동에 할애하는 방안에 영향을 줄 것임. 부가세나 소비세와 같은 간접세는 빈곤 여성에게 큰 부담을 줄 것임. 이는 여성들이 가족의 건강, 교육 및 영양에 도움을 주는 물품이나 서비스를 구매하는 경향이 있기 때문임.
- 성인지 예산의 이행에 도전이 되는 과제들은 주요 이해 당사자들 사이의 대화 부족, 방법이나 도구 및 전문성의 결여, 성별분리 자료의 주목도 포함됨. 성별 차이에 관한 자료의 수집, 지표의 개발은 국내 자원의 배분에서 어느 정도 개선되었는지를 측정하는데 중요함.
- 시장 접근에 초점을 둔 양성평등과 생필품 수입 자유화의 영향에 대한 관심이 부족한 상황임. 무역정책은 성평등을 위한 재정 자원에 대해 다양한 효과를 가질 수 있음. 이는 기회가 되기도 하고 제약이 되기도 함. 이러한 정책들은 노동 집약적 상품을 수출하는 국가의 여성

들에게 고용기회를 제공해 줄 수 있지만 수입 가격의 하락으로 내수 시장의 붕괴나 인원 감축으로 인해 여성들의 실업을 초래할 수 있음.

- 관세 및 기타 무역 장벽의 제거는 정부 세입을 감소시킬 수 있으며 이는 사회적 비용을 줄이거나 소비세를 증가시킬 수 있으며 여성에게 불평등한 효과를 줄 수 있음.
- 개발협력은 양성평등 및 여성역량 강화를 위한 주요한 기제임. OECD-DAC 국가들의 2004-2005년 지표를 살펴보면, 2005년 양성평등을 위한 지원은 1%-82%의 분포를 보였음. 새로운 지원 양상을 보면, 지원기관들이 프로그램에 기반해 접근할 때 성 인지적 관점을 투입할 전문성이나 도구가 부족하며, 국가적 기관과 재정 부처 사이에 효과적으로 협력하지 못하고 있으며 성별분리 자료들이 부족한 것으로 평가되고 있음.
- 지원국들이 이런 과제들을 극복하기 위한 전략에는 성평등을 위한 수요에 부응하기 위해 지역 민간 기구들과 파트너십을 강화하고, GAP(Gender Action Plan)의 개발을 도모하며, 다른 지원국들과 빈곤 감축을 위해 협력하며, 성인지 예산을 도입하는 등의 방법이 있음.

#### 라. 전문가 패널(의제 3.b) : 기후변화에 대한 성인지적 관점

- 기후변화정책은 유엔 내부에서 성 인지적 관점을 통합하지 못하고 있음.

#### 마. NGO 대표단 주최 세션 : 한국사회에서 성평등 발전을 위한 재정지원

##### <발표논문>

### **Financing Development for Gender Equality in Korean Society: Focusing on Institutionalization of Gender Responsive Budgeting**

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#### **1. Introduction**

The South Korean government made a number of legislative efforts to facilitate socio-economic empowerment of the Korean women and it has attempted to improve gender equality by

reinforcing the implementation process of women's policies with the establishment of Ministry of Gender Equality and Family. However, despite its effort, the rate of Korean women's participation in economic activity still remains low (only 54.8 percent) and influence women exert in a decision making is much lesser than that of men. As of 2007, women take only 10 percent of administrative, managerial positions and the proportion of female lawmakers is just 13.4 percent in the Korean National Assembly.

Gender Mainstreaming (GM) is a strategy for promoting gender equality by ensuring that gender perspectives and attention to the goal of gender equality are central to all activities. In line with this initiative, the Korean government implemented Gender Impact Assessment (GIA) in the year 2004, by which it mainstreams a gender perspective in government policies and national programs. With the introduction of Gender Responsive Budgeting (GRB), the Korean government started seeking operational tools for the achievement of Gender Mainstreaming.

Gender Responsive Budgeting became a key policy agenda after the Platform for Action stemming from the Fourth World Conference on Women held in Beijing in 1995 highlighted Gender Mainstreaming as a key strategy for promoting gender equality. Since then, gender-responsive budgeting analysis has been introduced among European countries such as France and Great Britain and this initiative was more accelerated after a goal of promoting all of countries in the world to adopt Gender Responsive Budgeting by 2015 was set at a conference held in October 2001 co-organized by international bodies such as EU, OECD, and UNIFEM.

The Korean government started working on gender budget analysis from 2000, under the pressure of women's groups which demanded the introduction of Gender Responsive Budgeting. A resolution for the implementation of responsive budgeting was passed in the National Assembly in November 2002 and the Ministry of Gender Equality and Family included gender budget initiatives into its second Women's Policy Basic Plan, which started from 2003. In recent, an attention to GRB is being rekindled as an underpinning legislation was passed. It is a National Finance Act revised in October 2006 that provides a ground of GRB and makes Ministry of Planning and Budget responsible for carrying out an assessment of gender mainstreaming in budget and planning processes starting from the year 2010. In addition, it makes digital accounting devices available to operate programs relevant to gender budget. As a result, the interests on GRB have been increasing and embryonic debates are going on about the definition of gender budget, how to implement it, and the extent to which program is applicable.

Gender Responsive Budgeting are tools and processes designed to mainstream gender perspective in all forms of national, local policies and activities, along with Gender Impact Assessment and Gender Segregated Statistics. However, Gender Mainstreaming strategy including GRB has gained a paucity of public awareness. In this context, this paper will explore the flow of resource allocation for promoting gender equality, focusing on institutionalization process of gender budget. I will also provide suggestion on the future direction of GRB on the basis of the examination of the institutionalization process of gender budget in Korea, its key concepts and types of gender-sensitive expenditure, and case studies on domestic programs involving Gender Impact Assessment.

## **2. Definition of Gender Responsive Budgeting**

Gender Responsive Budgeting is a process designed to mainstream gender perspective into budget and planning processes. Budget process of South Korea constitutes planning, deliberation, expenditures, and accounting, which takes place over three years; planning and deliberation in the first year; expenditures in the second year; and accounting in the third year. By carrying out gender-sensitive analysis of 3-year process, the government attempts to analyze its budget according to its impacts on women and men.

‡ **GRB under National Finance Act**

National Finance Act that was revised in October 2006 has several articles that are related to gender budget. Article 16 says the government's responsibility for implementing gender analysis on national budgeting, article 26 makes it mandatory to submit gender budget statement, and article 57 makes it mandatory to submit gender budget settlement.

‡ **National Finance Act's Articles Related to Gender Responsive Budgeting**

\* Article 16 (principle of planning)

Clause 5. The government should carry out gender analysis on budget and planning process and make an effort to reflect the result of analysis into budget planning.

\* Article 26 (on gender budget statement)

Clause 1. The government should submit a statement that carries out gender analysis on budget and planning before budget spending.

\* Article 57 (on gender budget settlement )

Clause 1. The government should submit a statement that examines whether the impact of spending was equally distributed to men and women and contributed to narrowing the gap of inequality between men and women

‡ **Ministry of Planning and Budget's 2008 Budget Allocation Guideline**

Ministry of Planning and Budget's 2008 Budget Allocation Guideline says that spending for gender equality policies project and spending for gender impact assessment programs are assigned in gender sensitive budgets. The former indicates programs initiated under the second Women's Policy Basic Plan, and the latter were the government policies or activities that have been subject to Gender Impact Assessment (GIA) from 2004 to 2006. For those which had GIA before, the guideline orders that they should reflect the result of the assessment in the formulation of budget planning in next year, whereby attempting to associate GIA with gender budget.

**2008 Budget Allocation Guideline**

III. Guideline on How to Make Planning Report in 2008

1. General Guideline

1-3 Expenditure

- When you believe that the concerned program is necessary to have GIA, you can add expenditures considering GIA .

2. Guideline for Gender Budget Allocation

2-1 Target Programs

- Gender Equality Promotion Programs

: Programs initiated by the second Women’s Policy Basic Plan

\* List of sub-programs will be separately submitted to Ministry of Gender Equality and Family

- Gender Impact Assessment Programs

: Programs that were subject to GIA from 2004 to 2006

2-2 How to Make

- When forming program description materials (form 4), note whether concerned programs is included in gender equality promotion programs or gender impact assessment programs (check it in the blank of 5. Consideration List-(4) Programs under gender budget)

: When some parts of programs are subject to gender budget, enter the concerned amount separately

: For programs that had GIA from 2004 to 2006, you should summarize the result and give plan how to reflect the result into budget planning

[Form 4] Explanatory Note for Programs Involving Expenditures

(4) Programs Subject to Gender Budget

\* Check whether concerned programs are Gender Equality Promotion Programs (separately report it to Ministry of Gender Equality and Family) or Gender Impact Assessment Programs (which underwent GIA before)

\* Enter the amount of expenditure with specific information about sub-programs (if there is expenditure of details within sub-programs, enter amount clearly)

<List of Details>

(unit: million won)

classification

’06 Budget

’07 Budget

(A)

’08 budget Proposal

(B)

Difference

(B-A)

- Title of Sub-Programs

:details of gender budget

## 2) **Categorical Standards of GRB**

According to the international bodies' standards in categorization of gender budget, the gender-specific expenditures, expenditures promoting gender equity, and mainstream expenditures are explained as gender budget. The mainstream expenditures refer to other general budgets except gender-specific expenditures, and expenditures promoting gender equity. In order to examine the different impact of the government resource allocation into men and women, UNDP points gender budget as 'gender-specific expenditures,' expenditures for promoting gender equality in public service,' and 'mainstream policies.' In case of South Korea, gender-specific expenditures and expenditure for promoting gender equality only account for less than 1 percent of the government budget in total. If we classify gender budget to budgets for women, the gender budgeting is likely to be accepted as peripheral concept. Therefore, it is very important to make mainstream policies subject to gender-sensitive budget analysis (Lee, 2001:5). . Meanwhile, according to standards that were proposed by a gender budget special TF team within Special Committee on Budget and Accounts of National Assembly of Republic of Korea, South Korea's gender responsive budgeting are composed of the expenditure for gender equality policies and mainstream expenditure (Special Committee on Budget and Accounts of National Assembly, 2006: 11-17). The 2007 Budget Allocation Guideline of Ministry of Planning and Budget also provide similar standards. However, while the former includes the expenditure of the programs initiated under Women's Policy Basic Plan and other gender equality policies into the scope of the expenditure for gender equality policies, the latter only includes Women's Policy Basic Plan programs in this category. Therefore, under the mandate of Ministry of Planning and Budget's guideline, South Korea's gender budget is composed of expenditure for gender equality policies that covers programs under Women's Policy Basic Plan and mainstream expenditure. The mainstream expenditure is targeted into the government's policies and activities which have been subject to Gender Impact Assessment, which has a potential that can contribute to mainstreaming gender perspective in general budgeting activities.

In terms of the categorization of gender budget, there is a little difference between South Korea and international communities. The gender-specific expenditures are assigned to the government policies or activities that support particular sex; for example, pregnant women's check-up service, single-mother shelter service, low-income fatherless family welfare service, and low-income motherless family welfare service. The expenditures promoting gender equity go to the government policies and activities that promote equal opportunity of both sexes such as child-care service. In Korea, since both of expenditures are included in the category of expenditure of gender equality policies, the three categories of gender budget adopted in international communities reduce into two categories, namely expenditure of gender equality policies and mainstream expenditures in South Korea

## 3. **Institutionalization Process of GRB**

The issue of GRB firstly received an attention from the government officials and lawmakers

in early 2000 when women's groups called for the implementation of gender analysis in the government's budget and planning process. In years of 2005 and 2006, as the issue of gender budget was often addressed in parliamentary debate, the effort for institutionalization of GRB started to gain momentum. Besides, as National Finance Act that orders the implementation of gender analysis in budget and planning process came into effect in October 2006, the gender budget has been legally protected. It was women's group such as Korean Womenlink and Korean Women's Association United that initiated gender budget movement. Starting from year 2001, the Korean Womenlink firstly carried out analyzing women's budget of local government. The Korean Women's Association United also called for the expansion of GRB by pointing it as one of major goals of the group's activities in 2003. Following Korean Womenlink's implementation of analysis on women's budget of local government in 2001, the Korean Women's Association United sent in a petition to the National Assembly in 2003, calling for creating policies that could facilitate GRB in the government budget and planning. Encouraged by the women's group activities, lawmakers of Gender Equality Committee of National Assembly submitted a resolution to call for the implementation of GRB in the forth meeting held in October 24, 2002. This resolution stressed that gender perspective should be reflected in the formation of national budgeting and National Assembly's deliberation, so as to facilitate activities and policies that focus on narrowing gap of gender inequality. It also called for all of ministries to submit relevant materials to Ministry of Gender Equality. Ministry of Gender Equality was expanded into Ministry of Gender Equality and Family in June 2005. This paper will use a term that was used at the time being concerned, Gender Equality Committee of National Assembly, and Special Committee on Budgets and Accounts (Gender Equality Committee of National Assembly, 2002).

Following such initiative in National Assembly, the Korean government also announced several plans to facilitate gender budget. For example, GRB program was included in the second Women's Policy Basic Plan, which started from year 2003. This program was made for "creating favorable conditions for gender budget, producing gender analysis guideline, and developing human resources training programs." At the same year, the Ministry of Gender Equality and Family also called for actions to mainstream gender perspective in budget and planning process and argued for the expansion of opportunity of women's social participation, development of family policies that promote gender equality, and reflection of gender perspective in the formation of budgets and planning, and 'increasing budgets for policies related to women.' To provide legislative grounds for gender budgeting, continuous effort has been made by legislature. Since 2003, the issue of GRB was often addressed in National Assembly mostly led by Gender Equality and Family Committee, Steering Committee, and Special Committee for Budget and Accounts. There were several events organized by lawmakers such as forums, seminar, and discussion to develop ideas about how to institutionalize gender budget. As a result, in January 2006, a gender budget special research TF team within Special Committee on Budget and Accounts was formed and it produced several research works. In year 2006, National Finance Act that orders the implementation of GRB finally came into effect, and gender budget became supported by law.

According to 'Report on Result of Parliamentary Inspection on Administration in 2004,' the Ministry of Planning and Budget were asked to develop budget allocation guideline that facilitates mainstreaming the gender perspective in budget and planning process. This report

says that Ministry of Gender Equality and Ministry of Planning and Budget work together to develop a process that reflects gender perspective in budget and planning process on the basis of the examination of resource allocation flow on women's policies. As a result, the budget allocation guideline made by the Ministry of Planning and Budget in 2007 and 2008 says that 'if you think that the concerned program requires Gender Impact Assessment (GIA), the budget for this program should include the result of GIA.

The most outstanding achievement of GRB is that gender analysis was expanded from budgeting of women's policies into budgeting of other mainstream policies. In 2001 when women's groups firstly asked for the institutionalization of GRB, only women's policies were targeted. Besides, Ministry of Gender Equality and Family just saw the government expenditure of women's policies as a target of gender budget. However, gender budget should deal with both of women's policies and mainstream policies. In fact, we have seen research works that, without carrying out gender analysis on mainstream policies, just pick up one ministry as a trial and analyze its budgets according to categories that was provided by international bodies such as gender-specific expenditures, expenditures for promoting gender equity, and mainstream expenditure. However, since 2004 when GIA was started by national and local governments, both of the women's policies and mainstream policies became subjected to gender budget. Given the fact that budget and planning activities became carried out with the reflection of gender perspective through GIA, we can say that GRB has made some contributions to narrowing gender inequality by analyzing the government's mainstream budget according to its impacts on women and men

#### **4. Gender Responsive Budgeting Analysis Cases in South Korea**

##### **1) Case Studies of Gender Equality Promotion Programs**

Even though gender budget analysis in South Korea has been carried out in accordance with standards and tools developed by international community, analysis process that took place in early time was just focusing on budgets of women's policies. For example, the gender analysis on budgeting carried out by women's group in 2001 just provided information about local governments' expenditure of women's policies, specifically about ratio of budgets between women's policies and mainstream policies, and the nature of programs that were operated by financial support of women's policies budgets. At last, they claimed that programs irrelevant to the promotion of gender equality were financed under the name of gender equality promotion expenditures.

Meanwhile, a report on 'Gender-sensitive budget analysis of Ministry of Health and Welfare' which was conducted in the same year, says that ministry's gender-sensitive budget is composed of three categories (Gender-specific expenditures, expenditures for promoting gender equity, and mainstream expenditure)

- a. Gender-specific expenditures: budgets that target a specific sex either men or women (ex. Women's health, women income support, low-income motherless family support, protection for women).

- b. Expenditures for promoting gender equity: budgets that are spent in policies that promote gender equality (ex. Childcare service, supporting service for the elderly)

- c. Mainstream expenditures: Ministry of Health and Welfare's budgets except gender-specific expenditures and expenditures for promoting gender equity (ex. National pension, health insurance, and health protection), and analyzed the flow of budget allocation from 1991 to 2000, and

the ministry's budget and planning process including expenditure and accounting in the year of 1995, 1997, and 1999. The report revealed that from 1991 to 2000, over 90 percent of the ministry budgets was spent in mainstream expenditures, 5-9 percent was spent in expenditure for promoting gender equity, and about 1 percent was spent in gender-specific expenditures(Lee et. al, 2001).

As gender budgeting draws a great deal of attention in recent years, the amount of women's policies budgets in the government ministries have rapidly increased as well. According to Ministry of Gender Equality and Family's data about the amount of women's policies budgets from 2003 to 2006, the amount in 2003 was 376.9 billions won, which increased to 520.3 billions won in 2004, to 690.6 billions won in 2005, and to 956.2 billions won in 2006. While the Ministry of Gender Equality and Family that charges in the most of women's policies marked the biggest spending, other ministry allowed very small amount of budgets for women's policies. As of 2006, women's policies expenditures of 20 ministries of Korea just account for 0.49 percent of total expenditures.

## **2) Case Studies of Mainstream Programs Analyzed by GIA**

The Korean government started Gender Impact Assessment (GIA) in the year of 2004, and has used this tool as a way of achieving gender mainstreaming over 4 years. Through Framework Act on Women's Development, the GIA in Korea is legally protected. Public attention to the GIA was raised at the end of 2004 when national and local governments firstly implemented GIA in 10 national and local programs. In addition to researchers' in-depth analysis on GIA, local and central government officials began evaluations on their own assessment starting from 2005. This development required training programs for government officials and it further accelerated the institutionalization of the GIA. The majority of GIA programs such as agricultural human resource development programs, job training service of employees, and cancer prevention service are closely associated with gender budget. Followings are some of GIA programs that are analyzed with gender-sensitive perspective.

### **! Science and Technology Human Power Development Programs (Ministry of Science and Technology)**

Gender budget includes the expenditure of GIA programs. After carrying out GIA in the individual/small-size research supporting service under Ministry of Science and Technology's Science and Technology Human Power Development Programs, we found out that while the number of research projects headed by female researchers accounted for 18.25 percent of entire number of projects financed by this programs, the amount of expenditure female researchers headed projects spent just accounted for 11.7 percent of entire expenditure. In other words, female researchers received less amount of budget, compared to that of male counterparts. In addition, there was gap in allocating budgets in specific sectors of research according to gender. Young Scientist Research Supporting Programs also shows that while male researchers received 80 millions won per cap as research subsidy, female researchers only received 47 millions won.

<Table 1> Gender Composition of Individual/Small-Size Research Supporting Service

category	research projects		projects head by the female	
	number of project	expenditure (million won)	number of project (%)	expenditure(%)
Primary Research Works in Specific Sector	2,585	187,072	127(4.9)	9,539(5.1)
Training Leading Scientist	129	10,956	2(1.6)	170(1.6)
Educating Promising Scientist in Local Universities	2,453	50,402	176(7.2)	3,669(7.3)
Young Scientists Research Supporting Programs	125	9,991	17(13.6)	809(8.1)
Research for Training Capable Female Scientists	631	12,227	631(100.0)	12,227(100.0)
Reinforcing Competitive Power of Promising Female Scientists	150	5,819	150(100.0)	5,819(100.0)
Total	6,073	276,467	1,103(18.2)	32,340(11.7)

Note: Above figures is the average of projects carried out under financial support of the individual/small-size research supporting service from 2001 to 2003

Source: Gender Equality Committee of National Assembly (2005), *National and International Trends of Gender-Sensitive Budgets and Its Challenge*, a source book of the 1st expert talks.

#### ‡ Local Government Officials Training Programs (Province of Chungcheongnam-do)

Gender analysis on Chungcheongnam-do provincial government officials training programs revealed that the longer training period is, the lower the participation rate of female officials is. In one-week programs, female officials' participation rate was 29.6 percent. However, the rate drops in 18.8 percent in the case of two-week programs. One-year training programs only showed 11.3 percent participation rate of female officials. Even though there was little difference in terms of training expenditures per cap between men and women, since the longer training requires more money to spend, women get lesser benefit from this program than men.

<Table 2> Gender Composition of Local Government Officials Training Programs

Training Period	Number of Participants		Training Expenditure (thousand won)			Participation Rate (%)
	women	men	women	men	per cap	
One week	389	922	550,992	1,305,950	1,416	29.6
Two weeks	52	224	105,278	453,506	2,025	18.8
One year	6	47	334,809	2,622,675	55,802	11.3

Source: Ministry of Gender Equality and Family (2006), *Handbook on GIA Best Practice Award Ceremony*.

‡ Creating Job Opportunity Program for the Elderly (Province of Jeollanam-do)

Gender Impact Analysis on Creating Job Opportunity Program for the Elderly of Jeollanam-do in 2006 revealed that even though the women's participation rate is higher than that of men, the women enjoyed lower benefits than men from this program. There are 306,000 residents in Jeollanam-do whose age is over 65; men account for 37.6 percent and women account for 62.4 percent. Despite higher proportion of female residents, the women's participation rate was slightly higher than men; there were 7,969 individuals who participated in the program which was composed of 44 percent of men and 56 percent of women. Given much higher proportion of female resident in this area, women got lesser benefit than men from this program.

<Table 3> Gender Composition of Creating Job Opportunity Program for the Elderly

	Numbers			Percentage (%)		Expenditure (million won)	
	women	men	total	women	men	Women	men
Number of residents over 65	191,000	115,000	306,000	62.4	37.6	-	-
Participant	4,464	3,505	7,969	56	44	6,651	5,226

Source: Ministry of Gender Equality and Family (2006b), *Report on the Results of GIA of Each Government Bodies: Focusing on Local Governments*, pp 679-681

## 5. Conclusion

The Korean society has made a continuous effort over the past 20 years in the level of policy formation, in order to enhance women's social status, amid dynamic socio-economic change in the world. It has made legislations to legally support the implementation of Gender Impact Assessment, Gender Segregated Statistics, and Gender Responsive Budgeting starting from the year of 2000. By institutionalizing Gender Mainstreaming strategy, the Korean society has improved gender equality and women's development. We believe that if we earnestly implement Gender Responsive Budgeting that is a process designed to mainstream gender perspective into budget and planning processes, including planning, deliberation, expenditures, and accounting, the speed of the improvement is more accelerated. Since National Finance Act says that the Korean government's gender budgeting starts from 2010 and ministries should submit gender budget statements to the National Assembly for deliberation starting from the year of 2009, we have two years to prepare the implementation of gender budget. For this, there are several tasks left to us now which are very necessary for the successful implementation of gender budgeting.

Firstly, we should build a strong partnership among government officials, legislature, and NGOs to raise public awareness on the importance of GRB. Even though laws guarantee the implementation of GRB, GIA, and Gender Segregated Statistics as important tools for

achieving gender mainstreaming, there is a lack of public awareness on its importance. Therefore, we need to advertise the benefits of gender mainstreaming by publicizing the experience of best practice and other successful stories.

Secondly, gender mainstreaming is not a supplementary action that adds gender perspective in existing government policies and measures, but a comprehensive process that should start in the early stage of policy formation, in order to ensure that gender perspective is reflected when government bodies decide policy goals, strategies and resource allocation (Kim et al, 2006: 21). Therefore, it is important to train those who carry out this gender analysis. Even though Korean Institute of Gender Equality Promotion and Education which charges in a training service attempts to expand the scope into government bodies, local/national assembly, NGOs, the most of the current training programs focus on local government officials. Therefore, there is need to develop training programs that are specialized in accordance with nature and types of bodies and expand the programs into other sectors of society.

Thirdly, there is a need to reinforce the government system to institutionalize gender mainstreaming strategy. Since 2004 when the Korean government started GIA, it has made a continuous effort for successful implementation of gender analysis and has expanded the scope of analysis from national government to local government bodies. In addition, it is seeking a way how to associate the results of GIA to gender budget. However, we don't have government body which is in charge of gender mainstreaming and lack human resources who can operate gender segregated statistics analysis. Therefore, it is very necessary to build mechanisms that ensure efficient implementation of gender mainstreaming and establish a government body which is in charge of the implementation of gender mainstreaming strategy.

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