Developing Indicators and Analysis Technique for Gender-Responsive Budget Statement

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This paper presents a new analysis methodology that overcomes the limitations of the previous gender-responsive budget analysis methods. The main purpose of this study is to conduct an exemplary analysis through the use of a new analysis methodology and to present its results. The new methodology presented in this paper clarifies the concept of the level of gender equality that accurately reflects the structural gap between the policy needs of men and women, and connects this to the actual development of an indicator for gender analysis. This paper presented a new analysis method that controls for the structural factors that produce the essential differences in the policy needs between men and women. This paper argues that these gender gap factors have been overlooked in the previous studies, and demonstrated that the new analysis method generates significantly different results from those presented by the previous analysis methods.

Keywords: Gender-responsive budget, Gender gap factor, Indicator development.

I. Introduction

According to Holvoet (2007: 275), gender-responsive budget can be defined as “the analysis of the differential impact of government budgets on women and men, girls and boys and to the systematic integration of a gender perspective in budget documents and processes.” Gender-responsive budget also functions as an effective tool for the women’s movement. It clarifies the issues prioritized by the government and also contributes to an equitable distribution of government resources through its emphasis on the policy needs that are not met and on the gap between specific groups. The Korean government, aware of the need for a gender-responsive budget system, introduced and legislated a new law specifying an obligatory gender-responsive budgeting statement in National Planning and Budget Law Articles 27 and 57 in 2006. However, as Ma Kyung Hee et al. (2010) have pointed out, the initial implementation of the new budget system has had limited success as it has not been able to fully reflect the legislative intentions of the new law. One of the most important reasons for this is because of the lack of a systematic analysis technique, a method which takes into consideration the performance objective, an analysis of gender beneficiaries and an analysis of its impact on gender equality. According to Ma et al. (2010), the monitoring of the drawing up of the 2010 Gender-Responsive Budget Statement (the statement itself was completed in 2009 which was the first year it was aggressively implemented) shows that the staff in charge of the actual drawing up of the gender-responsive budget statement are experiencing difficulties in calculating the actual performance indicators and performance goals. This is perceived to be caused largely by the difficulties in quantifying the goals of gender equality. In fact, the advanced countries that initiated the gender-responsive budget have already confronted this difficulty. To be sure, scholars have developed and applied
analysis methodologies for gender-responsive budget, but these methodologies have not provided clear insight into the performance goals and gender equality goals which reflect the structural gender gap. These difficulties experienced by the advanced countries are repeatedly experienced by the Korean government staff in charge of the gender-responsive budget statement.

The purpose of this study is to present a new analysis methodology that overcomes the limitations of the existing gender-responsive budget analysis methods; to conduct an exemplary analysis in various categorical programs by using the new analysis methodology and to present its result. The main goal of the new gender-responsive budget analysis methodology presented by this study is to clarify the concept of the level of gender equality that reflects the structural gap between the policy needs between men and women, and to connect this to the actual development of an indicator for gender analysis. To achieve such a goal, this study will be divided into the following sections. Section 2 will introduce gender-responsive budget and briefly discuss how it has been utilized in the countries around the world, and also how it has been implemented in the case of Korea. Section 3 presents a critical examination of the gender budget analysis methodology of the existing studies. A new stage-by-stage analysis methodology which utilizes indicators will be introduced. Especially, a method to control the structural gender gap factors is explained separately in the cases of single gap factor and multiple gap factors. Section 4 shows an example of how this methodology for gender-responsive budget analysis can be used by demonstrating its application to case studies; the analysis is divided into the cases of single gap factor and multiple gap factors. Section 5 concludes this study by discussing future actions to be taken at the policy level.

II. Gender-Responsive Budget System

1. A Brief History of Gender-Responsive Budget

According to Holvoet’s (2007) definition, gender-responsive budget consists of two concepts in general. First, by performing a gender analysis for the budget in the context of gender equality policy goals, gender-responsive budget reveals the imbalance in the distribution of government resources. It also prevents an imbalance in the distribution of resources and achieves policy goals by systematically integrating gender perspectives into gender-budgeting. Scholars use the term “gender budget analysis” for the former; “gender budgets,” “gender-sensitive budgets”, “gender-responsive budgets” and “women’s budgets” interchangeably for the latter. (Holvoet, 2007; Rubin & Bartle, 2005). However, these two concepts are not independent and mutually exclusive to the other, and depending on whether the gender-responsive budget system is officially implemented or not, they can be set up sequentially. Therefore, gender budget analysis is a crucial part of a gender-responsive budget that specifically integrates gender perspectives into the budget system, and it is absolutely necessary that a gender budget analysis be conducted. In fact, at the preparatory stage for a budget bill, drawing up of gender-responsive budget is the most important part of gender analysis.

The reason why gender analysis is crucial to a gender-responsive budget is because in most cases, budget policy is not gender-neutral. In other words, because men and women experience policy needs, obligations, time distribution, opportunity, obstacle factors differently, the financial policy of the government can have a differential impact on gender or