

# Korea: Raising questions about women-related policies

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Table 4: Selected Indicators for Korea

<i>Indicator</i>	<i>Year</i>	<i>Number</i>
Population	2000	45,985,000
% of population which is female	2000	49.8%
% of population which is urban	1999	9.0%
Gross domestic production (GDP) per capita(US\$)	1999	15,712
Human development index (HDI)	1999	0.875
Gender development index (GDI)	1999	0.868
% of total budget funded by donors	2002	0
% of national parliamentarians who are women	2000	5.9%

## Introduction

### Korea's first gender budget project

During 2001, the Korean non-governmental organisation (NGO) WomenLink carried out a gender budget analysis of seven local governments. WomenLink had been established in 1987 to promote grassroots women's participation in eleven regions of the country. Today it is one of the largest and most active Korean women's NGOs and works in the areas of family and sexuality, labour rights, media action, environment and political empowerment. The gender budget work is part of its political empowerment focus. The analysis was undertaken over nine months, from April until December, and was the first time that women's policies were analysed from this perspective in Korea.

The concept of gender budgeting is not yet well known in Korea beyond a few researchers. This has resulted in insufficient specialists in this area, a lack of development of methods and a shortage of instruments. Given these conditions, WomenLink began the analysis of budgets by studying the gender impact of women-related policies.

The project was named “Establishing a new paradigm for local governments’ women policies and budget analysis” and was implemented in local governments where WomenLink’s head office and branch offices are located. These included two large-unit local governments in Seoul City and Kangwon province, and five basic-unit local governments in Wonju City, Goyang City, Jinju City, Dobong Gu and Yangchon Gu in Seoul. The project drew a lot of attention and interest from women’s groups, civil society organisations, local governments, local assemblies and the Ministry of Gender Equality.

The project was implemented by activists and members of WomenLink together with researchers, and was supported by funds from the Ministry of Government and Home Affairs. Under the 1999 Civil Society Organisation Support Act, this Ministry is responsible for allocating funds to NGOs for specific thematic projects. All the participants worked as volunteers with no compensation.

### The First Basic Plan on Women’s Development

The adoption of gender mainstreaming as one of the nation’s policies in 1995 had a significant influence on the systematisation of Korea’s women-related policies. In 1995-the government passed the Framework Act on Women’s Development. This law states that the aims of women’s policies are to (a) promote equality between men and women; (b) expand women’s social participation; and (c) increase women’s welfare. It was under this law that the first Basic Plan of Women Policies (1998–2002) was established. The plan consisted of six key strategies, 20 policy goals and 144 specific goals. The key strategies and policy goals are shown in Table 5. The law requires that the national and local governments take appropriate measures to implement the First Basic Plan.

Table 5: First Basic Plan of Women Policies

<i>Key Strategy</i>	<i>20 Policy goals</i>
Reform laws, systems and customs and women’s representation	<ol style="list-style-type: none"> <li>1. Change gender discriminatory laws and preconceptions</li> <li>2. Expand women’s participation in the policy decision-making process</li> </ol>
Support and stabilise women’s employment	<ol style="list-style-type: none"> <li>3. Build a foundation for gender equal chances in employment</li> </ol>

	4. Support women's employment
	5. Establish a system to support work and household management
	6. Improve working conditions for women
Establish an educational system that facilitates women's competitive advantage	7. Create conditions for gender equal education
	8. Educate women professional human resources
	9. Support lifetime education for women
Develop welfare services for women and families	10. Improve women's health and balance the gender ratio
	11. Expand and improve the child-care system
	12. Support the interests of women agricultural workers
	13. Enhance the degree of welfare for women needing care
	14. Increase welfare for elderly women
	15. Eradicate violence against women
Build a foundation for women's cultural and social activities	16. Expand women's cultural activities
	17. Support volunteer and civil movements
	18. Support the activities of women's organisations
Expand women's participation in international cooperation and the unification of Korea	19. Strengthen international cooperation among women
	20. Contribute to the unification of Korea

### Establishment of women's focal points and a gender ministry

The Kim Dae-jung administration took office in February 1998 and established the Presidential Commission for Women's Affairs under the direct authority of the President. The Government also set up so-called Women's Focal Points in six ministries, namely the Ministries of Justice, Labour, Health and Welfare, Agriculture and Forestry, Education and Human Resources, and Government and Home Affairs. The mandate of these gender experts is to build a cooperative system with other departments in their respective ministries to deal with women-related policies.

In 2001, the government extended and reformed the Presidential

Commission for Women and established it as the Ministry of Gender Equality. The Government charged the new Ministry with developing an administrative system for mainstreaming women-related policies. The local provincial governments also established or reformed the departments of women-related policies. Under the Framework Act on Women's Development, the central and local governments are required to report annually on their plans for and implementation of women-related policies to the Ministry of Gender Equality.

As a result of this law, both the central and local governments increased their interest in policies concerning women and established (admittedly small) Women's Development Funds in order to support women-related projects in their region. There has thus been a positive change. However, there has been no evaluation of the implementation of women-related policies due to the absence of evaluation standards and the lack of an ability to evaluate.

Furthermore, officials' understanding of gender issues is weak. Despite the implementation of a gender sensitivity training programme, many officials in charge of women-related policies are not familiar with the concepts of gender mainstreaming and gender budgeting. Insufficient recognition on the part of officials and the absence of an evaluation system are affecting women-related policies as well as more general policy and budget decision-making processes both directly and indirectly.

### **An inadequate gender-specific budget**

Gender mainstreaming was selected as a key strategy in the national policy and administrative system for women-related policies. However, the budget allocation provides evidence of several problems. In the case of the central government, the budget for the Ministry of Gender Equality for 2001 was only 0.003 per cent of the total general account. Further, the total budget allocated for the Ministry of Gender Equality, as well as women-targeted programmes in seven ministries and the Small and Medium Enterprises Department, was approximately 0.28 per cent of the national general account.

Several women's organisations pointed out that, because of the small budget, many projects could not achieve their targets. Women's organisations also criticised the insufficient budget and inefficient women-related policies as 'budget wasting' and demanded stronger authority for the Ministry of Gender Equality and women's bureaux in

local governments as well as expanded budget and human resources. Moreover, they urged the government to consider establishing Women's Focal Points in all ministries.

WomenLink undertook the gender budget project as a first step in coming up with specific grounds for raising problems around the fairness and efficacy of women-related policies. The organisation also saw the project as providing the basis for counterproposals. This chapter looks at the process of this gender budget project and briefly examines the results of the analysis of women-related policies through a case study of one local government's gender-specific budget. Common results of the analysis of the budgets of other local governments are summarised later in the chapter as well as WomenLink's future plans.

## Process: Training, Analysis and Feedback

### Workshops and courses

Staff and members of WomenLink's head and branch offices analysed the budget and policies. In order to provide education to participants about the concept of gender mainstreaming, gender budgets and methods of analysis, several workshops were held. Women members of local assemblies and specialists participated in the workshops while staff and members of WomenLink played a central role. Advisory groups were set up, consisting of members of local assemblies, university professors, activists of civil budget inspection groups and lawyers.

Three workshops were held. The first workshop included a lecture and discussion about the basic tools of gender budget analysis. At the second workshop, participants presented their interim reports on the analysis of each local government's budget and policies. At the third workshop, participants presented the final results and drafted a written request to the government to introduce a gender perspective into their policy and budget-making processes.

Education courses of between four and eight sessions were also provided for local teams. Participants included staff and members of WomenLink who were to work on the analysis, activists from local women organisations and civil society groups. Subjects included the concept of gender mainstreaming, women-related policies and gender budgets, and the importance and method of budget analysis.

## Assessing the health of current policies

All the members of WomenLink who participated in the analysis were organised under the name of 'Women's Group for Healthy Politics'. The group's name was abbreviated to 'Saengkang Women's Group'. The abbreviation 'Saengkang' has the same pronunciation as the Korean word for ginger, which is a common ingredient in Korean cooking and is supposed to eliminate bad smells, prevent colds, heal inflammations, facilitate blood circulation and relieve thirst. The name symbolises the function of the organisation.

The organisation, which had 40 members, undertook to engage in the following activities:

- ◆ analysing the local government's women-related policies and budget, and presenting a counterproposal every year,
- ◆ monitoring local assembly meetings, and
- ◆ meeting with heads and members of local self-governments to discuss gender budget demands.

Each branch of the Saengkang Women's Group invited local officials and members of the local assembly to a forum after they had done the analysis. Participants, who included members of women's organisations, civil society groups, the local assembly and other officials, had a lively discussion. They showed interest in the results, which were probably new for them. The national and local press reported on the forums.

Members of the Saengkang Women's Group of each branch office attended the assembly accounts and budget deliberation process for 2002. They handed over a short message with suggestions about women-related policies and budget planning as well as a flower symbolising encouragement. Reactions to the visit and the message were different in each area. In one local assembly, councillors accepted the results of the data analysis as requested and subsequently incorporated the suggestions in the budget for women-related policies of 2002. However, there were other local officials who did not accept the results and failed to take further action.

## Disseminating the findings

The results of the analysis were published and distributed to women's organisations, civic groups, the Ministry of Gender Equality, heads of

local governments, members of local assemblies, female members of the National Assembly and others. Each branch of WomenLink published a special paper, 'Local management by local citizens', which contained summarised results of the gender budget analysis of their local government's budget. The papers were distributed to local citizens, officials, members of the local assembly and the local press.

The results of the gender budget analysis of seven local governments together with common points were presented in a plenary session at a public forum, where a counterproposal was also suggested. Officials of central and local governments and specialists were invited as a panel and more than 100 people attended the discussion. Participants included members of women's organisations, civil society groups, officials of central and local governments, researchers and members of the press.

In order to further disseminate and share the results, WomenLink was involved in several meetings with civil groups and women's organisations. It also worked with the Budget Inspection Civil Group Network. Further, WomenLink presented a case study at several meetings including a local election candidate's workshop, where it discussed women-related local policies for the future. In addition, a discussion about the process of local government budget analysis was held with ten other local women's organisations.

WomenLink delivered the results of the analysis to the Government and presented them at a forum organised by the government's women's policy research institution, the KWDI. WomenLink also unofficially requested government bureaucrats to adopt the gender budget, develop methods of analysis, create educational programmes for activists from women's organisations and officials, and refer to the results of the analysis when establishing the Second Women's Development Plan (2003–2007). In the Ministry of Gender Equality's White Paper on Women-related Issues of 2002, the concept of gender budgeting was introduced for the first time and the budget amount for women-related policy was stated. The paper also stated that developing the budget from a gender-sensitive perspective would be necessary in the future.

## Gender Budget and Policy Analysis

### Methodology

WomenLink applied the following methods to evaluate the goals and contents of women-related policies using the gender budget concept.

- ◆ *Data about population and social conditions of local governments.* We collected basic data and statistics about population and women-related policies. These data provided a measure of women's demands and the range and number of beneficiaries.
- ◆ *Goals and focus of women-related policies.* We researched the goals and detailed programmes of women-related policies, what kind of projects are implemented and how they strive to pursue the goal in each local government.
- ◆ *Administrative system to enforce women-related policies.* We did research on the administrative system for women-related policies, its authority and the number of officials in charge to find out if the administrative system is suitable for implementing women-related policies efficiently. This aspect included the percentage of women officials and their distribution by rank, the percentage of women participating in each local government committee, and the regulations relating to women and the Women's Development Fund.
- ◆ *Analysis of budget and expenses.* We checked if the amount of the budget allocated for women-related policies was appropriate and if the budget was efficiently used. In particular, we looked at the proportion of the total budget allocated for women, then analysed items related to the goals of women-related policies and specific projects.
- ◆ *Funding and regulations.* We investigated whether regulations related to women existed and the amount of the Women's Development Fund.
- ◆ *Analysis of women-related policies and budget from a gender-sensitive perspective.* We researched the contents of women-related policies and the use of budgets for all women. In doing this, we found certain projects that violated the principle of gender equality.

## Weaknesses and strengths

In our analysis we used data sources such as local government statements of accounts of tax revenue and expenditures, a white paper about women-related issues, documents about policy plans and the implementation of women-related policies by different departments, women-related statistics and detailed interviews of beneficiaries of the policies. Collecting the data was difficult because officials were reluctant to release this and were unresponsive to public requests for information. As a result, the information was collected through unofficial routes.

Our approach created complications with officials in some regions. When there were members of the local assembly or officials who understood the activities of the women's movement, the collection of information was easy. In some other cases, the data collection process took longer than the analysis. In the absence of gender-disaggregated data it was nearly impossible to carry out any substantial gender budget analyses.

We mainly analysed the parts of the budget classified as 'women policies' and then added other projects targeting or affecting women. As a result, the gender-specific aspects of the budget had priority in the analysis and other projects that were relevant to women-related policies were only selectively analysed. The analysis therefore does not give a full picture of the gender impact of the budget. An additional weakness was the lack of sophisticated methods of analysis.

The strength of the analysis was its ability to find out the gender impact of women-related policies and the implementation of women-targeted budgets. In addition, we learned about many aspects of the projects: whether they reinforced gender equality or solved the problems of gender-biased views and culture; whether the range of beneficiaries was appropriate; and whether the projects were effective in the long-term or should be revised.

The analysis also provides some pointers to whether the local governments' women policies and the budget were implemented properly and if budget planning was efficient. However, the project was limited to the analysis of budget and policies for women only, so that it provides insufficient analysis of the gender aspect of other budgets or policies.

## Common Findings of the Analysis

- ◆ *Absolute shortage of budget.* In 2001, the budget for women-related policies of the seven local governments studied was very low, ranging between 0.1% and 2.3% of the general account. The allocations for the Women's Development Fund, which was provided for in the 1995 Basic Law of Women's Development, were also very small.
- ◆ *Lack of gender-dissaggregated statistics.* Since there were almost no gender-dissaggregated statistics, analysing the effect by gender was difficult and only a few programmes could be examined.
- ◆ *Insufficient gender perspective in budget and policies.* Usually the women-targeted budget was merely one component of broader social or family welfare programmes. Although the programme titles were similar to those of the central government and the Framework Plan on Women's Development, and exhibited a level of gender sensitivity, in reality many programmes did not really fulfil the purpose of gender equality promotion.
- ◆ *Weak administrative standardisation.* The authority, system, function and scale of the department in charge of women-related policies was different in each local government, as was the classification system of budget items. Although not problematic *per se*, these different administrative systems made the process of our analysis more difficult.
- ◆ *Planning based on the concept of 'marginalised women'.* The concept of 'marginalised women' is still officially used in Korean local governments. Since many women-related policies specifically target women who need protection, not all women are included in the policies.
- ◆ *Weak authority of women's policy departments.* The women-related policy implementing departments had small budgets and limited human resources and authority. However, we also learned that the relative influence of these women's policy bureaux depended partly on the political will of respective local government heads.
- ◆ *Low representation of women in the bureaucracy.* The percentage of women officials in local government is small and most remain in low ranks. Additionally, few women are members of local assemblies or advisory committees. This situation makes it difficult to establish

a foundation for gender-sensitive women-related policies and budget planning.

Table 6 shows the percentage of women officials in each of the seven local governments studied. This is never higher than 30.3 per cent for women public officials of all ranks, 31.0 per cent for women members of ministerial advisory committees, and 5.3 per cent for women public officials in grades 5 and above, i.e. those in decision-making positions.

Table 6: Representation of women among public officials and appointed civilian members in local government bureau advisory committees (%)

Category	Seoul	Kangwon Province	Wonju City	Goyang City	Seoul Yangchon-Gu	Seoul Dobon-Gu	Jinju City
Bureaucrats	23.3	23.8	25.7	n/a	30.3	26.4	25.6
Grade 5 & higher	5.0	3.2	4.9	3.4	5.1	5.3	3.8
Members of advisory committees	31.0	19.9	30.3	17.8	21.7	11.0	8.6

As noted previously in the discussion of data collection, the officials in charge of women-related policies had a limited understanding and were often not willing to cooperate with civil society groups undertaking budget analysis. Some women-related policies demonstrated, or even strengthened, gender-biased views. The examples are:

- ◆ In Wonju City there was a special lecture at a 2001 Women's Fair entitled: 'A happy wife and a successful husband'. There was also a high school graduation preparatory training for girls involving make-up and skin care.
- ◆ In Jinju city the women's welfare budget funded a food bank project, a traditional food festival and women's education focusing on etiquette and family rituals.
- ◆ In Kangwon province there was a 'harmonious couple' award, the Shinsaim-dang award (see below) and an award for 'proud woman in Kangwon'.
- ◆ In Goyang City there was a 'Miss Flower' beauty contest

WomenLink in cooperation with two local NGOs is currently investigating budget wastage as well as discriminatory practices such as

requesting beauty contest winners to serve as hostesses at meetings with important functionaries involved in the contests. According to our research there are approximately 100 such contests held nationally! We will hold a local hearing about these issues in July 2002.

## Case Study of Kangwon Province

### Background

Kangwon province is one of the 16 provincial and metropolitan city governments of Korea. The population is 1,556,979, of whom women represent just under 50 per cent. The percentage of women aged 65 years or older is 11.0 per cent, which is higher than the national average of 8.2 per cent (Department of Statistics, 2000).

Women's economic activity participation rate in Kangwon Province is 46.4 per cent, which is lower than the national average of 49.2 per cent, and considerably lower than men's: 70.9 per cent. However, the population of working elderly women is high, at 32 per cent of the total population of women engaged in economic activities. About three-quarters (73%) of women engaged in economic activities have only a primary or high school education. Approximately 16 per cent of the total female population is involved in agriculture.

The structures in charge of policies for women are the women-related policy office, which is directly responsible to the provincial governor, and the women's welfare section, which is part of the environment and welfare department. The women policy office is responsible for developing, managing and organising women-related policies. The women's welfare section operates women's welfare facilities, benefits for marginalised women such as prostituted, low-income or homeless women, and child-care support. This office and section use women's institutions as business centres. Some 48 officials, 24 men and 24 women, work for the department.

Women officials represent 21 per cent of all officials in the province. This is lower than the national average of 30 per cent, which is also the government's recommendation. The percentage of women officials who are at level 5 or higher is 3.1 per cent, which is much lower than the national average of 8.1 per cent.

The establishment of Regulations of a Special Committee for Women Policies in 1998 led to the formation of a Special Committee for

Women-related Policies which is an advisory structure for the provincial governor. There are also several regulations such as Regulations of Establishment and Operation of Funding for Women's Development (1997) and Shinsaim-dang Regulations (1987). The Regulations for Women's Development, which were based on the Basic Law of Women's Development are not active yet. The Women's Development Fund had accumulated 30 billion won by 2000. The Shinsaim-dang award is presented to a woman every year to pay tribute to Shinsaim-dang who is the symbolic figure of a sacrificing mother. The award emphasises the traditional female figure.

### Goals and focus of women-related policies

The overall goals of Kangwon's women-related policies are to promote greater respect and opportunities for women, to improve the competitiveness of the women in Kangwon as important human resources and to create synergy between women and men in the 21st century.

More specifically, the goals are:

1. to promote policies to improve women's status and quality of life;
2. to reform gender discriminatory systems and customs;
3. to improve women's abilities and interests;
4. to encourage women's participation in society and social organisations;
5. to build a foundation for women's welfare;
6. to develop child-care services; and
7. to support the development of women agricultural workers and expand women's role.

We used these goals in analysing the budget, as shown below.

In evaluating the policies we found that:

- ◆ Programmes such as the protection of maternity, development of abilities and encouragement of social participation do not affect all women. Instead, they are focused on women and children who need protection. In addition, not all women are included as beneficiaries for capacity-building policies.
- ◆ Although a lower percentage of women than men are economically active, there are no policies to enhance women's employment. In addition, there are no specific goals in respect of the low

employment of female college graduates. Practical policies for women agricultural workers are also lacking.

- ◆ Child-care plans are considered only for low-income families and children in need of protection. General measures for managing family and working conditions are insufficient.

### Looking at the budget

The gender-specific budget includes allocations for women-related policies, women's welfare, children's welfare and the operation of women's institutions and training centres. The budget for women is part of the social welfare budget, which represented 6 per cent of the total budget for the year 2001. Within the social welfare budget, the budget for women-related policies was 0.1 per cent of the total, women's welfare was 0.1 per cent, child-care support 1.9 per cent, women's institutions 0.1 per cent and women's training centre management 0.0 per cent.

In terms of the first policy goal, enhancing women's social status and quality of life, five plans were proposed:

- ◆ To institute basic regulations to assure women's advancement,
- ◆ To increase women's participation in various committees,
- ◆ To increase the Women's Development Fund
- ◆ To review and evaluate women's policies and offer incentives
- ◆ To promote women's policy research and host discussion sessions.

The Women's Development Fund showed a slight increase from the year before. However, the outcomes of women's policy studies and conferences were not widely shared with Kangwon women's organisations or the female public at large. And it remains unclear how these research results are reflected in women's policies.

The introduction of a women's policy evaluation and an incentive system risks widening the gap between Kangwon and other local governments in terms of the implementation of women's policies. Another concern is that it could lead to an excessively competitive atmosphere in terms of handling projects. If the administration is to provide rewards to local governments which perform, the budget for that purpose should be allocated to programmes that have wider benefits for overall women's policies developed by all local or city governments.

In terms of policy goal 2, spreading equality by addressing gender-discriminatory institutions and practices, many projects did not have a budget. Where there were budgets, they were often too small, making the projects just 'feel-good' lip-service.

One of the programmes, Women's Sarangbang (guest room), is a venue to provide counselling to female public servants. Initially, the name was Equality Sarangbang. The new name obscures the purpose. The name change may have been brought about by a negative reaction to the term 'equality'.

In another programme, events organised during Women's Week have been only for small, government-friendly pockets of women's organisations. In the future, Women's Week should come up with activities to involve ordinary citizens regardless of their gender. Moreover, all the events need to be organised and led by women's organisations rather than by the government.

There were almost no projects in terms of policy goal 3, development of women's capabilities and empowerment. Further, the existing projects often had no budget. Women's continuing education projects were mostly designed for the leaders of women's organisations rather than for the general female public. Projects to 'uplift Kangwon women's spirit' were aimed at developing and disseminating an exemplary female role model, but the Shinsaim-dang Award may backfire by strengthening traditional stereotypes of women (see below).

There was not a single project in terms of the fourth policy goal, promotion of women's participation and revitalisation of organisations. The only item involved conversation sessions between women leaders, and education and events for volunteers. Projects such as the Millennium Renaissance Symbolism project, Winter Olympics and Kind, Orderly, Clean People Movement mainly concerned provincial government's activities. These activities are far removed from the policy goal of women's social participation.

Policy goal 5 involves women's welfare and sound child-rearing. Most of the interventions under this goal were for women in need of social protection. But the inclusion in 2001 of preventive programmes such as counselling courses and education programmes to prevent sexual assault are welcome.

A large proportion of the budget went into the construction of

women's centres. In Kangwon Province, 14 centres are in operation with six more to be built so that all 18 cities and counties will have one. However, given the trend of district or county administration offices being transformed into 'local citizens' centres', it would be more desirable to utilise existing facilities for welfare service purposes. This will prevent squandering of financial resources.

When planning and implementing programmes for low-income single parents or women in need of protection, policy makers should consider the convenience of beneficiaries. With combined responsibilities of job and child-rearing, they can not easily participate in long-term, retreat job training courses. They need reimbursement for their participation in job training as well as convenient conditions that would enable them to go to the class. An increased budget is needed to support after-class activities for low-income single parent families. In addition, the sharp increase in single parent families points to the need for programmes such as counselling services.

There are 561 child-care centres, which between them can accommodate 23,257 children. This represents 55 per cent of a total of 42,398 children in need of child-care services. The number of national, public or company facilities is only 57. Thus, on average, each city or county has only three child-care centres provided by public institutions.

## Evaluating specific projects

### *Women's education: limited beneficiaries*

Those who received training and education were mostly leaders or members of women's organisations. Education programmes targeting ordinary female employees were only held at the Kangwon Women's Adult Education Centre. Since this was Korea's first video conferencing system education programme, it attracted a lot of attention. However, given the situation of ordinary women and their daily lives, it is questionable whether a 12-week, lecture-oriented video conferencing programme can ever be effective. Moreover, an excessively large budget was allocated to the programme. It would be far more cost effective and useful if women study-related lectures were organised in each city or county, or if women's education programmes were provided by local private women's organisations with government support.

*Awards that may strengthen stereotypical gender roles*

The 'Harmonious Couple' award is given to a couple "who represent a model case in line with Kangwon peoples' moral standards and sentiment, and who have made a democratic and good family through mutual respect and cooperation". The title of the award was originally 'Equal Couple' but some people protested that the term 'equal' was not appropriate for husband and wife relations and so the name was changed. The first awardee was a couple from a traditional family. Although they were not a well-to-do family, the husband and wife supported their parents, brothers and sisters and raised four children successfully and happily. They have separate bank accounts and use honorific words to address each other. More weight, however, was placed on the woman's traditional virtues as daughter-in-law, wife and mother than on sharing household chores, equal decision making or sharing properties.

The Shinaim-dang award is named after a woman of that name who was from Kangwon Province and remains the symbol of 'Korean mothers with sublime wifely virtues'. Again, the woman is acclaimed for her virtues as mother and wife rather than as an individual with commendable virtues. This strengthens traditional gender stereotypes. Last year's awardee was a wife with seven sisters and brothers-in-law, who has served her mother and father-in-law well and raised her son to become a dean of a graduate school.

The 'Proud Kangwon Woman' award is for women who have 'made valuable contributions to women becoming part of the mainstream'. The 2001 award was given to a woman entrepreneur actively engaged in business activities, who had passed the bar exam with the highest scores.

## Accomplishments and Limitations

WomenLink's analysis of seven local government budgets illustrates current problems in budget allocation as well as spending related to women-specific issues. It also shows the importance of gender-sensitive policy-making. Through the project, the need for gender-sensitive budget allocation and women's policy analysis was widely shared. The capacity to participate in women's policy making was also improved.

WomenLink members taking part in this analysis became more confident in their capacity to deal with regional women's policy-

making processes. They formed women's groups under the name of 'Women's budget participation movement' or 'Local assembly monitoring movement' in their respective regions. Through case study presentations and discussion, the members shared information with other local citizens and women's organisations. Via these channels, regional branch offices of WomenLink began weaving a network, connecting civic and women's organisations for the analysis and monitoring of local government budgets.

WomenLink's activities captured the attention of the central government and local assembly members. Members demanded that the government and local assembly lawmakers take into consideration the results of their analysis in their policy-making, and drew attention to the importance of gender-sensitive budget and policy development. In 2002, the Ministry of Gender Equality announced that the development of tools to provide gender-sensitive budget analysis is an urgent need.

In addition, before the 2002 June local elections WomenLink and several civic groups distributed questionnaires about budget plans to Seoul City government candidates. WomenLink asked questions about their gender budget component. After analysing the responses to these questionnaires, they plan to pressure the successful candidates to keep to their pre-election promises.

One limitation, however, is that to date, the analysis has only covered gender-specific budgets and women's policy. It has stopped short of comprehensive gender-sensitive budget analysis. A lack of analytical tools and gender-dissaggregated statistics did not permit a full analysis.

## Future Plans

WomenLink sees pressure for gender budget analysis gaining nationwide momentum. Members will conduct analyses every year. In 2002, the plan is to expand their gender budget analysis to the central government level. In particular, the focus will be on the maternity-leave related budget of the Ministry of Labour.

In order to continually improve our analytical tools, WomenLink plans to form a network with experts and other women's groups. We will conduct training programmes for women activists on gender budget analysis, and pressure government agencies to provide sponsorship for these training sessions. We will carry out activities

demanding gender budget measures by the central and local governments in cooperation with other women's groups and undertake lobbying activities to encourage the government to create a budget planning process that facilitates broader women's participation.