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## ORIGINAL ARTICLE

**Gender Impact Analysis Assessment in Korea**Hyeran KIM<sup>1)</sup>

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**ABSTRACT**

In 1995, 'The Beijing Women's Conference' agreed to assess the situation of women's policy in each country. And that agreement should be the promotion of the gender analysis of policies in terms of the emergence of the important issue. This approach to mainstreaming of women and women's issue was going to be important for Women's Policy in Korea. Indicators of women's policy development and evaluation, the quality of life for women and the ability of women to achieve equality have been developed.

Gender Impact Analysis Assessment<sup>1)</sup> (GIAA) is not only for a women's policy. GIAA is applicable to all government policies. All government policies considered as a neutral policy could be included in GIAA. A similar concept of GIAA is as follows: gender analysis, gender sensitive analysis, and gender-based analysis, etc.

The purpose of this paper is to examine the status of GIAA system and present alternatives for the development of system.

&lt;Key-words&gt;

Gender Impact Analysis Assessment (GIAA), women's policy, gender analysis

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**I . Introduction**

In 1995, with 'The Beijing Women's Conference' agreeing to assess the situation of women policy in each country, the promotion of the gender analysis of policies emerged as an important issue.

This approach to mainstreaming women and women's issues was believed to be important for Women Policy in Korea. Indicators of women policy development and evaluation, the quality of life for women, and the ability of women to achieve equality have been developed. However, these efforts have been limited only to women policy.

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<sup>1)</sup> In 2012, the law for 'Gender Impact Analysis Assessment' was created. And Gender Impact Analysis(GIA) has been renamed Gender Impact Analysis Assessment(GIAA) since then. In this article GIAA will be used instead of GIA.

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Impacts of general policies of our society on the lives of women have been overlooked. From this viewpoint, the present study is going to focus on women and women's issues and general policies associated with them. It is going to analyze and evaluate the impact on the life of women in society and seek how to improve its quality. Ultimately such efforts will result in the advancement of women's equality in society.

The tools and methods of gender mainstreaming to achieve gender equality are as follows: recognition of the centrality of man, gendered statistics, a vision of the future equality society, gender equality awareness, the system such as participatory democracy etc.. In addition, the women's policy analysis of gender mainstreaming and the content analysis of its effect have been suggested as a tool.

Gender Impact Analysis Assessment (GIAA) of policies is a method which evaluates discriminatory elements in policies, programs, and laws.

In order to understand the GIAA, it is necessary to understand of the concept of gender mainstreaming. Gender mainstreaming means that all the gender perspectives for gender equality spread throughout society. In the 1995 Beijing World Conference on Women, the term of gender and gender mainstreaming was accommodated officially. The Fourth World Conference on Women defined Gender Mainstreaming means the "systematic procedures and mechanisms leaping toward gender equality, and that gender issues should be considered in all decision-making and policy implementation of the government."

Gender mainstreaming, it has been reported, can be achieved through Gender mainstreaming of women which means the expansion of women's participation, both quantitative and qualitative, in all sectors of the community, mainstreaming of a gender perspective integrated into all policy areas and institutions dealing with this viewpoint, and the changing process of mainstreaming through which the existing male-centric government and mainstream area are being reorganized into the gender-cognitive (Corner, 1999).

GIAA is a method which analyzes and assesses the effect of public policy on women, even if it seemingly looks neutral for women. A similar concept to it is gender analysis, which is defined as 'one of the main ways to analyze public policy and a tool through which by taking into account the socio-economic differences within a policy cycle (policy planning and formation, implementation, evaluation), we can understand the impact of gender specific discrimination policies or programs on men and women and determine the appropriateness and the effectiveness of existing policies.'

The benefit of gender analysis is that because it collects the information separated by gender in the whole process of policy, it enables us to understand the impact policy and legislation can have on gender. These concepts are called by the various names. In Canada, gender analysis is called gender-based analysis, gender equality analysis, or Gender Impact Analysis Assessment in accordance with the department, though the meanings are the same.

### 1. Concept of Gender Impact Analysis Assessment

Gender Impact Analysis Assessment (GIAA) is a system in which the government considers the demands and differences with gender concept, not with economic or other criteria, when the government plans and executes the policies,

First goal of GIAA is to reduce the social additional expense caused by unintentional sexual discriminations, exactly analyzing the benefits through gender sensitive review on the objective policies and programs.

Second goal of GIAA is to grasp the impact of policy on women and men differently.

Third goal of GIAA is to improve the policy for equality of gender. In the long run, GIAA is a good tool for equality of women and men.

The background and necessity of GIAA are as follows;

First, it makes the policy satisfaction improved by removing the gender discrimination in policy.

Second, it prepares the substantial policy which guarantees the gender equality by equal participation, equal policy benefit, and equal budget distribution on men and women.

## II . Development of Gender Impact Analysis Assessment in Korea

In Korea, the law for women established in 1995 was 'the Basic Law of the Women's Development'. It was the same year for UN International Women Contest to state the code of conduct for women.

The code of conduct of 4th UN International women contest 1995 was disclosed.

After that, each country introduced several tools for gender mainstreaming, gender-sensitive analysis, that is, GIAA system. Among them, GIAA is very important tool.

We established a new article for that, clause 1, Art 10 of 'the Basic Law of the Women's Development'. The Basic Law of the Women's Development underwent an amendment on 11 Dec. 2002, which was to establish and enforce the gender analysis with Gender Impact Analysis Assessment.

Central and local governments should analyze and assess the impact of the policies which influence the rights and interests and social participation of woman.

Foreign countries introduce 'gender analysis on the policy', that is, Gender Impact Analysis Assessment System.

Organization for Women's policy was enlarged and the system of gender budget was established.

Now, about 40 countries and the international organizations, such as England, Canada, Australia, UN, ILO etc. are conducting the various types of Gender Impact Analysis Assessment System, such as Gender Impact Analysis Assessment in England, Gender analysis in Canada and Gender-sensitive analysis in Australia.

But they are conducted by NGO or local government level, not by central government level like Korea.

In Korea, Ministry of Equity prepared for GIAA<sup>2)</sup> from 2002.

In 2004, it started pilot research on GIAAA, prepared for the introduction of the GIAAA system, and planed statistics data according to men and women, because it's very important for GIAA to product the statistics according to men and women.

In 2005, MOE prepared the guide line and guide book of the GIAA in central and local governments, and made pilot study on several policies.

In 2006, MOE analyzed the report of GIAA pilot studies in 2005. And many government officers for GIAA were educated by gender specialists, because they don't have any gender concept. MOE conducted GIAA for many policies in central and local governments.

In 2007, the middle and long-term roadmap for connecting GIAA to the gender budget system was introduced.

In 2012, the law for 'Gender Impact Analysis Assessment' was created.

And Gender Impact Analysis has been renamed Gender Impact Analysis Assessment since then.

GIAA system would be extended from central and local government to public part such as the public enterprise, to the private part, such as business companies.

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<sup>2)</sup> Ministry of Gender Equality was renamed Ministry of Gender Equality & family in 2005, Which was changed to Ministry of Gender Equality in 2008.

Ministry of Gender Equality was renamed Ministry of Gender Equality in 2010.

&lt;Table 1&gt; Changes of GIAA in Korea

2002	<p><b>Prepare the promotion foundation of the Impact Assessment according to sex</b></p> <ul style="list-style-type: none"> <li>- Enforcement Ordinance Amendent of the Women development basic law and the same law</li> <li>- Include the promotion strategy and the main assignment of the second basic plan of the woman policy</li> </ul>
2004	<p><b>The base formation for the introduction of the system and exhibition business of the Gender Impact Assessment</b></p> <ul style="list-style-type: none"> <li>- Statistics production plan Research according to men adn women and statistics production recommendation according to men and women('01~)</li> <li>- The report meeting to extend the recognition and to forn the sympathy in the governmental department</li> <li>- Designate the assessment department and the person in charge and educate them</li> </ul>
2005	<p><b>The policy reflection through the reflux of the Gender Impact Assessment (Central/wide area's local government)</b></p> <ul style="list-style-type: none"> <li>- Manufacture and distribute the guide of the Gender Impact Assessment</li> <li>- Promote the research service business of the depth assessment of the main policy</li> <li>- Develop and spread the education program of the Gender Impact Assessment</li> <li>- Develop and research the budget education program of the public official's sex recognition</li> </ul>
2006	<p><b>The promotion system of the Gender Impact Assessment and the assessment support/education according to the organ</b></p> <ul style="list-style-type: none"> <li>- Analyze the promoting result of the Gender Impact Assessment 2005 (Selection and prize of the excellent organization/excellent case)</li> <li>- Hold the workshop for the middle inspection and operate the special assessment organization</li> <li>- Educate the educating person in charge(47persons) and the assignment trainee (141persons) 6times 188 persons</li> <li>- Develop and reserch the budget education program of the public official's sex reconnition</li> <li>- Revitalize the Gender Impact Assessment by the connection to the main system</li> </ul>
2007	<p><b>Construction of the production base of the both sex's equal policy</b></p> <ul style="list-style-type: none"> <li>- Prepare the middle and long term roadmap connect it to the budget system sex recognition</li> </ul>

Source: [www.mogef.go.kr](http://www.mogef.go.kr)

### 1. Number of Gender Impact Analysis Assessment in Government

Gender Impact Analysis Assessment conducted in 2005 as a full-scale 39 central government agencies and 16 local governments have a total of 85 projects were carried out rated. In 2011, 2,954 projects in 293 organizations for Gender Impact Analysis Assessment were carried out. Gender Impact Analysis Assessment over the past five years the number of participating institutions and assessment report increased rapidly.

<Table 2> Number of GIAA in Government

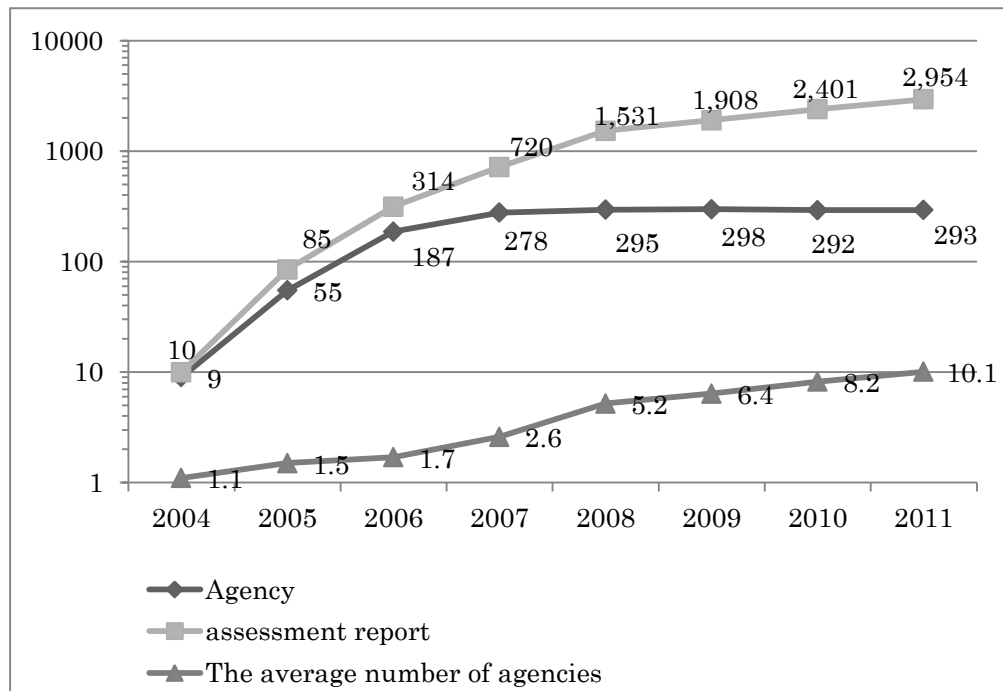
Government	number	Number of subject		
		Total	Depth Assessment	Self Assessment
Total	293	2,954	3	2,951
Central Government	32	129	3	126
Municipal Government	16	440	-	440
City & county	230	2,370	-	2,370
Education Office	15	15	-	15

Source: Ministry of Equality & Family (2012)

<Table 3> GIAA scale participation by year

Year	2004	2005	2006	2007	2008	2009	2010	2011
Agency	9	55	187	278	295	298	292	293
assessment report	10	85	314	720	1,531	1,908	2,401	2,954
The average number of agencies	1.1	1.5	1.7	2.6	5.2	6.4	8.2	10.1

Source: Ministry of Equality & Family (2012)



<Figure 1> GIAA scale participation by year

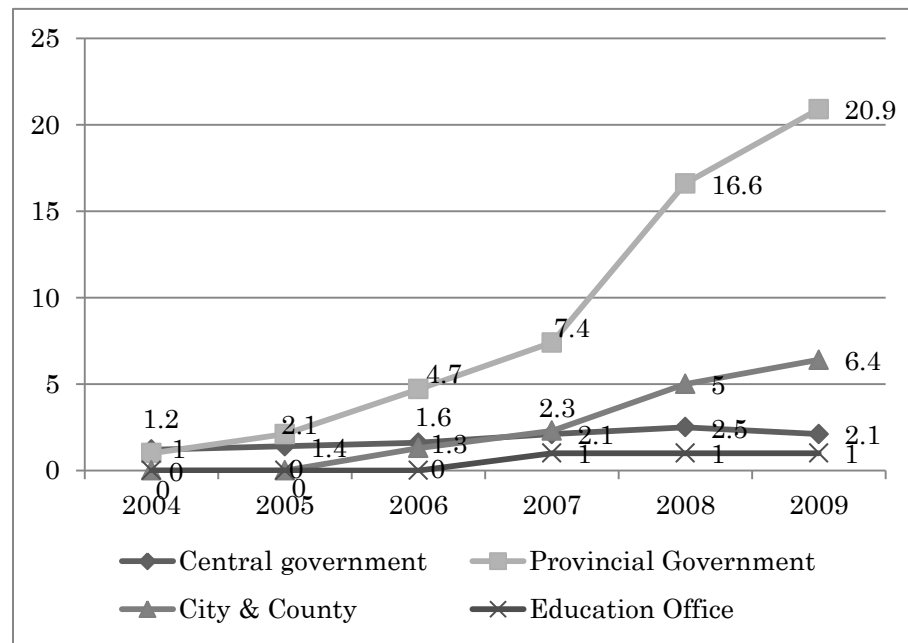
2004 to 2009 was introduced in a pilot project. In the case of Municipal Government in the period 2005 to 2009, average is increase from 2.1 to 20.9. In case of City & County, average 1.3 in 2006 was increased to 6.4 in 2009. Even if the central government increased the average number of assessment report, comparing to the local government, the increment ratio is not large. Since 2006, ' Evaluation Report of National Planning ' demands to a number of institutional GIAA report as a evaluation indicator. That was a major factor which the number of local government GIAA report was increased rapidly.

<Table 4> Agency type, the average change in the number of projects (2004-2009)

Year	2004	2005	2006	2007	2008	2009
Central government	1.2	1.4	1.6	2.1	2.5	2.1
Municipal Government	1.0	2.1	4.7	7.4	16.6	20.9
City & County	-	-	1.3	2.3	5.0	6.4
Education Office	-	-	-	1.0	1.0	1.0

Source: Ministry of Equality & Family (2010)





<Figure 2> Agency type, the average change in the number of projects (2004-2009)

## 2. Application Case of GIAA report

### 1) Korean Case

- Set the table that change the diapers in the toilet of the park in 'construction plan of the Kimpo New city'(2007).
- Increase the toilet for women in building by the revised building code.

### 2) Canadian case

- Reduce the expense of the health care after fining the phenomenon that represent the high rate that the men have the worse diabetes because they do not have the smaller chance to undergo the diabetes tests while the women do them before and after the childbirth.

## 3. GIAA system connected to budget system

Introduced the regulations based on 'the National Finance Act' in 2006. That effected from 2009 with cooperating of the Ministry of Strategy and Finance.

Gender Budget is preparing for the budget plan of the Gender-sensitive and promoting the exhibition application.

### 1) The budget system of the gender analysis

- Submit the gender budget report to the assembly, which in advance analyze the governmental budget with gender- sensitive perspective.
- Introduced the regulations based on 'the National Finance Act'(2006) and be enforced from 2009.

#### 4. Organization of GIAA system

##### 1) The promotion of GIAA

System is as follows: Ministry of Gender Equality & family. Each government agency and GIAA centers. Ministry of Gender Equality & family is responsible for the operation of the GIAA and the agency performing the evaluation. GIAA centers are responsible for supporting the information necessary to perform a GIAA and education about gender perspective, the consultancy.

##### 2) Ministry of Gender Equality & Family

GIAA system is operated by Ministry of Gender Equality (MGE). MGE's function is to support the GIAA. The function is as follows.

First, prepare guide line for GIAA, educate government officers and provide the consulting for gender analysis. In order to that, operate of the educational course, promote the related further research.

Second, for improvement of the system MGE take a feedback of the GIAA result.

Third, analyze the GIAA results and provide the incentive for the good GIAA report.

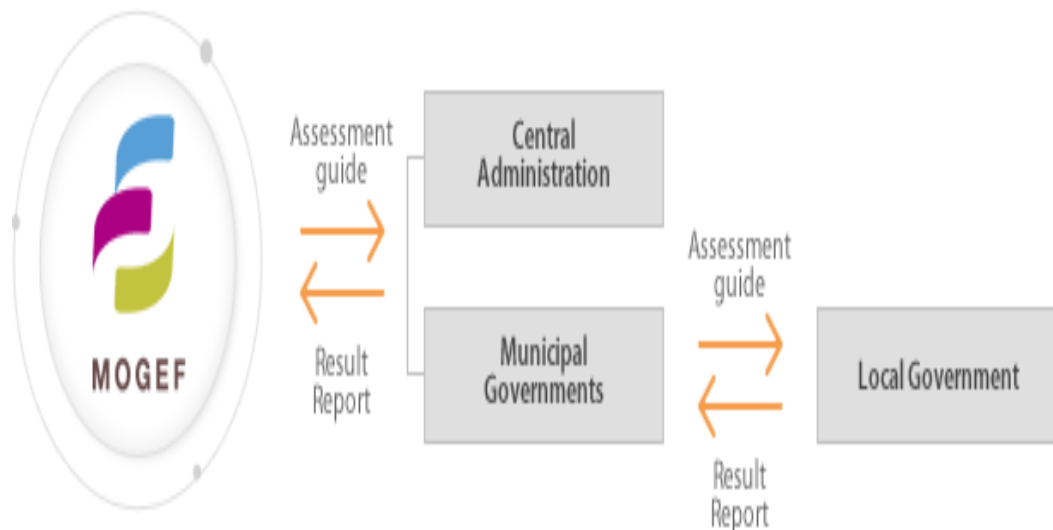
##### 3) Central Administrative Agency and Local Government

Establish the GIAA promotion plan per year and make the result report.

Policy is improved through the feedback of the GIAA results.

Education of GIAA.

Production and collection of Gender separation statistics.



Source: [www.mogef.go.kr](http://www.mogef.go.kr)

<Figure 3> System of the Gender Impact Analysis Assessment in Korea

Agencies responsible for the evaluation divided into executive departments and assessment departments. According to GIAA manual, department of women's policy is responsible for the executive departments. If there is no department of women's policy, department of policy evaluation can be responsible for that.

**4) Executive Departments**

GIAA Manual distribution

Education of GIAA

Selected policy for GIAA

Connection support associated officials and consultants

**5) Assessment departments**

GIAA report

Execution policy improvements

Creating performance improvement policy

**6) GIAA center**

Consulting for associated agency and associated policy

**5. Assessment system and Assessment Indicators of GIAA**

GIAA is for all policy of government. But that is very difficult and cost. So there are several selection standards to choose policy needed GIAA.

The standard is as follows:

First, the policy that implies gender differences, e.g. creating the job, nurture and health etc.

Second, the policy in which the budget scale is big and which has the important national interests, e.g. social policy such as national pension, welfare policy etc.

Third, the policy that the recipient group of policy benefits is large and the policy's effect is big, e.g. all kinds of policy related to taxes (See below).

GIAA system is established will in Korea. That system is going to get gender equality in Korean Society.

&lt;Table 5&gt; The selection standard of the assessment object policy

Standard	Policy Case
The policy which have gender differences in the related statistics or would be have gender differences in future.	<ul style="list-style-type: none"> <li>• Support business that create the job</li> <li>• Business that foster the farming successor</li> <li>• Business related to talent rearing</li> </ul>
The policy that the budget scale is big and has the national interest matter.	<ul style="list-style-type: none"> <li>• Information business</li> <li>• All kinds of fund business</li> <li>• Policy related to social safety net such as national pension, etc.</li> </ul>
The big policy that the receiving sphere is large and the effect is big.	<ul style="list-style-type: none"> <li>• Policy that prepare the low childbirth</li> <li>• Policy related to irregular job</li> <li>• All kinds of policy related to taxes</li> </ul>

&lt;Table 6&gt; Examples of the prior assessment object policy

Field	Sphere of the Assessment Object Policy
Administration and Policy decision	<ul style="list-style-type: none"> <li>• Amendment of the law related to the election</li> <li>• Training system of public officials, Personnel management policy, improvement of the business environment</li> <li>• Personal Communication of the public officials, Dispatch system, etc.</li> </ul>
Economic activities and Employment	<ul style="list-style-type: none"> <li>• All kinds of system related to taxes such as income tax, property tax, consumption tax, etc.</li> <li>• Price stabilization policy, consumer policy, Improvement of the market economy system</li> <li>• Unemployment of youth such as creation of the social job</li> <li>• Protection of the irregular workers, etc.</li> </ul>
Education	<ul style="list-style-type: none"> <li>• Development of the human education of elementary and middle school and the books for subjects</li> <li>• Educational welfare policy</li> <li>• The policy for teachers</li> <li>• Brain Korea business (BK21)</li> <li>• Four insurances, all kinds of the health and health care policy, Improvement of the Social welfare delivery system</li> </ul>
Welfare	<ul style="list-style-type: none"> <li>• Welfare of the old persons and the disable persons, Protection and nursing of children and adolescents</li> <li>• Operation of the basic living security system, Support of the</li> </ul>

<Table 6> Examples of the prior assessment object policy

Field	Sphere of the Assessment Object Policy
	minimum cost of living · Preparation policy of the low childbirth
Culture · Society · Environment	· Support of the artistic and cultural activities, revitalization of living physical exercise and tourism rearing business · Pollutant prevention of water, living sewages, poisoned materials and resource's recycling policy · Volunteer policy
Others	· Relief business such as the damage of storm and mountain fire · Defense Policy · Law and policy related to set up of the facilities,

<Table 7> Indicator of the Gender Impact Analysis Assessment according to the policy step and checking point

Section	Assessment Indicator	Checking Point
Common Iteam	①Production and revitalization of gender statistics	· Are the related law and the personal statistics divided by gender criteria? · Do the policy plan and the resulting report use the personal gender statistics? · Do the statistics in the government plan, report, analysis and announcement reveal the view of the Gender perspective?
<1st Step> Policy plan and making	②Comprehension of the gender relation	· Are the different reality and demands related to the policy reflected comprehensively in the plan? - examine the demands of the citizens' groups and the differences of the satisfaction according to the statistics · Do the law, guide and basic plan

		<p>related to the policy have a bias in gender?</p> <ul style="list-style-type: none"> <li>- When preparing the alternative of the policy, Is the gender criteria considered as the main variable?</li> </ul>
	③ Gender equality in Policy decision processes	<ul style="list-style-type: none"> <li>• How is the rate of women in government committee?</li> <li>- Does the rate of the women is more than 30 percent?</li> </ul>
	④ Gender equality in government budget	<ul style="list-style-type: none"> <li>• Is the government budget considered with the gender criteria?</li> </ul>
<2nd Step> Policy implement	⑤ Gender equality in the delivery system of the policy service	<ul style="list-style-type: none"> <li>• Is policy service according to the service delivery system different in gender perspective?</li> </ul>
	⑥ Gender equality in the Policy publicity	<ul style="list-style-type: none"> <li>• Is the Gender recognition about the policy service well given publicity to people?</li> </ul>
<3rd Step> Policy evaluation	⑦ Receiving Policy (gender equality including the result of the budget distribution)	<ul style="list-style-type: none"> <li>• How is the gender rate of the recipients of the policy compared to the policy object population?</li> <li>• Isn't there any variation of the gender in the funding of the budget?</li> <li>• Does the rate of policy satisfaction represent the gender equality?</li> <li>• If there are the gender differences in the recipients and the rate of satisfaction, Is that reasonable?</li> </ul>
	⑧ Gender equality of the Policy Impact	<ul style="list-style-type: none"> <li>• Does the result of the policy implement contribute to the improvement of gender equality?</li> </ul>
	⑨ Feedback of the policy evaluation or assessment results	<ul style="list-style-type: none"> <li>• If the gender bias exists in the assessment results, is there feedback in the policy improvement for the gender equality?</li> <li>- Laws, guide plans, distribution of the budget, etc.</li> </ul>

Source:www.mogef.go.kr

### III. Conclusion

For Gender Impact Analysis Assessment to be carried out smoothly, the following points have to be supplemented.

First, coordination with other departments is required. In the case of the Gender Impact Analysis Assessment of special challenges, its success or failure is determined particularly depending on cooperation with relevant departments.

Second, the combination of gender budgeting and auditing is required. Through the Gender Impact Analysis Assessment of institutional business as well as the Gender Impact Analysis Assessment of the special challenges, the basis on gender budgeting can be provided. It is not until Gender Impact Analysis Assessment is made, the gender budget is organized based on it, and even an audit of the budget implementation is made that the goal of gender mainstreaming can be achieved.

Third, the development of Gender Impact Analysis Assessment system is needed. In the case that The Ministry of Gender Equality and Family tries Gender Impact Analysis Assessment of special challenges related to systems and policy practices, GIAA specialists with the gender cognitive view in the area are needed. Accordingly, the development of Gender Impact Analysis Assessment system has to be taken into account.

Fourth, the development of the methodology is required. A variety of methodology and approaches for Gender Impact Analysis Assessment are actually being used. In case of Gender Impact Analysis Assessment, chart-type methodology of the form of survey has been main stream so far, which is because the methodology is not easy to develop. However, to systematize Gender Impact Analysis Assessment in the future ,in addition to these simple injection technique, not only methodology as the Delphi technique, tracking techniques, but also a variety of analytical methods such as decision-making analysis methodology, policy capturing, regression analysis, simulation, factor analysis, path analysis, etc. are required to be developed. For this, the development of a gender statistics is essential and has to be preceded.

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