

Gender Statistics in Korea: Notable Development and Its Implication

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1. Introduction

Statistics is a powerful and an objective tool in the founding, execution, and evaluation of a policy. Gender statistics was first mentioned at the First World Conference on Women, held in 1975 in Mexico City, for its potentiality as a tool for developing women policies. Since then, it has been continuously expanded and developed. For the production of gender statistics to expand, the following have to go hand in hand: 1) continuous and specific requests by women as statistics users and 2) recognition of gender statistics production by the general statistics producing organizations.

South Korea has witnessed an explosive growth in the area of women policies these last 30 ~ 40 years. Along with such rapid development in women policies, South Korea has also accepted international standards and recommendations as proposed by UN Women in the area of gender statistics. Thus, it has experienced both quantitative and qualitative growth for gender statistics.

This paper has inquired into the results of the developments in gender statistics. Specifically, it has sought to answer the following four questions: 1) What are the current legislation and policies in Korea related to gender statistics? 2) What is the level of quality for specific gender statistics outputs? 3) Given that KOSTAT and the Ministry of Gender Equality and Family are jointly conducting gender disaggregate for national statistics, what is the extent of their joint work thus far? and 4) What are the policy implications that rise from efforts for gender statistics? The researcher has searched for answers in these areas to seek how Korea's development case in gender statistics, as an outstanding case, can give certain lessons to other countries.

2. Gender Statistics (GS) related Legislation and Policies

2.1 Framework Act on Women's Development

South Korea's Framework Act on Women's Development (hereafter simply "Framework Act") is the most fundamental legislation in the nation for carrying out women policy. With enactment in 1995, the Framework Act was the first law ever in Korea to mention gender statistics; thus, it became the starting point for policies on gender statistics. Since its initial enactment in 1995, the Framework Act has been amended several times. As for the major details of amendment, the 1995 Framework Act gave the following provisions on inquiries done on women-related issues: 1) "conduct investigations on women-related issues through taking of public-opinion polls and examining of gender statistics" and 2) "provide women-related information through setting up a information system". In 2002, the following clause was added: "When the State and local governments compile population statistics, they shall include distinction of gender as one of major analysis units." Concerning the principal agent of the Framework Act, the following changes have taken place over the years. At its start in 1995, the enforcer of the Framework Act was listed as the "Government." Then, in 2001, the year that the Ministry of Gender Equality was newly established, the main agent for the Act was changed to the "Minister of Gender Equality." Again in 2005, it was changed to the "Minister of Gender Equality and Family." As of the moment, Article 13, Clause 3, of the Framework Act stipulates that "When the State and local governments compile population statistics, they shall include distinction of gender as one of major analysis units." Thus, the production of gender statistics has been made an obligation by law.

<Table 1> Gender statistics related contents in the Framework Act on Women's Development

Article 13 (Investigation, etc. of Women Related Affairs) ① If necessary for developing efficient policies for women, the Minister of Gender Equality and Family shall conduct basic surveys and opinion polls on problems involving women. <Amended by Act No. 9932, Jan. 18, 2010.> ② The Minister of Gender Equality and Family shall strive to provide

information relating to women by establishing information system. <Amended by Act No. 9932, Jan. 18, 2010.>

③ When the State and local governments compile population statistics, they shall include distinction of gender as one of major analysis units.

[This Article Wholly Amended by Act No. 9126, Jun. 13, 2008.]

2.2 Framework Plan for Women Policies

By being stipulated in the Framework Act, gender statistics has been adopted as one of the major policies of the Women's Policy Department. In the "1st Framework Plan for Women Policies (1998-2002)", the following were selected as major tasks and related projects were carried out: "Value assessment of household labor by housewives and institutional applications (Task No. 1-4-2)" and "Development of statistical data based on gender perspective (Task No. 1-6)". A significant project related to the value assessment of household labor by housewives was the "Seminar on Assessment of and Policy-making for Unpaid Labor of Women" co-hosted by the Ministry of Gender Equality together with UNDP and the Korean Women's Development Institute (KWDI). Afterwards, related research was continuously conducted. The research resulted in raising public awareness for the economic value that the domestic labor of housewives has. Specifically, the research had positive impact on raising the share that the wife takes at property division during divorce.

The "2nd Framework Plan for Women Policies (2003-2007)" contains even more detailed contents than its predecessor. It specifies the "production and dissemination of gender statistics (1-2-2)" and has as its major projects the following: "designate (install) a department exclusively responsible for production of gender statistics", "facilitate the production of essential gender statistics index", and "set up new gender items and improve report forms for various types of reporting systems".

Currently, the 4th Framework Plan for Women Policies (2013-2017) is under execution and its contents are as follows. Unlike the first three Plans, what is unique about the 4th Framework Plan is that Statistics Korea (KOSTAT) has been stipulated together with the Ministry of Gender Equality and Family as the responsible entities for carrying out the Plan. Thus, the Framework Plan requires active services from KOSTAT for the Plan to be executed successfully.

The 4th Framework Plan also has greatly expanded the departments responsible for the production of gender statistics as it has included all government departments, cities, and provinces as entities responsible for gender statistics and setting up of monitoring systems. Second, the Plan stipulates for the issuing of statistical publications and provision of web services. Especially for departments in the central government, they are to provide information on gender conditions and level of gender equality for their respective policies. Thus, the Plan has expanded from the primary policy of gender statistics production to more diverse types of policies.

<Table 2> Contents related to production of gender statistics in the 4th Framework Plan

<p>7-1-4 Expansion of gender statistics production and systematic management</p> <ul style="list-style-type: none"> ○ [New] Production of gender statistics / setting up of monitoring systems (KOSTAT, Ministry of Gender Equality and Family, each department, city/province) <ul style="list-style-type: none"> - Each department, and local governments to monitor for gender distinction in nationally approved statistics - Produce gender statistics and disseminate guidebooks on its use ○ [New] Issuing of gender statistics publications and provision of web services by central government departments and local governments (each dept., city/province) <ul style="list-style-type: none"> - Each dept. of central gov. to issue gender statistical reports: provide information on gender conditions and levels of gender equality for respective policies - Local and basic governments to issue gender statistical reports and provide information on levels and characteristics of gender equality for various areas
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Source: Ministry of Gender Equality and Family (2012), 4th Framework Plan for Women Policy (2013~2017), p. 119.

According to the *2013 Development/Improvement Plan for National Statistics: Task Manual* published by KOSTAT, there is an in-house task plan submitted by Ministry of Gender Equality and Family titled, "Gender Statistics Improvement". The contents of that plan are as follows: 1. monitor production of gender

statistics by each agency / promote improvement, 2. continuous operation of task consultancy (with KOSTAT) for facilitating gender statistics, and 3. conduct training for raising awareness and understanding of gender statistics. Additionally, the allotted budget for 2013 on this plan was 47 million KRW (approximately 45,000 USD).¹⁾

2.3 Statistics Act

While stipulating the production and dissemination of gender statistics and while actively executing policies as best as it could, the Framework Act on Women's Development has had a fundamental limitation. First, the office in charge of national statistics is KOSTAT. Thus, the Ministry of Gender Equality and Family was inadequate to directly execute improvement of gender sensitivity for all national statistics. Second, since the Korean statistical system is a decentralized system, offices other than KOSTAT, such as Ministry of Health and Welfare and Ministry of Labor, produce statistics of their own. Consequently, there was difficulty for the Ministry of Gender Equality and Family to directly intervene in the improvement of gender sensitivity for the various types of statistics that different departments were producing.

In 2007, while KOSTAT was in the process of pushing for the revision of the Statistics Act so as to improve the statistical system of Korea, the Ministry of Gender Equality and Family contributed to inserting a clause that would act as the basis for the production and improvement of gender statistics. In other words, Article 18 of the revised Statistics Act stipulate that in the production of all types of national statistics, gender distinction has to be provided for each statistic produced.

Such revision to the Statistical Act served as momentum to bring about significant changes to policies for gender statistics. The major flow of the revision to the Statistics Act at that time was that issues arising from the Korean statistical system being a decentralized system was resolved to some degree. By having the statistical officers of each department be in cooperation with other departments, the limitations posed by individual statistical systems were to be handled. Additionally, statistics quality management system was institutionalized in order to improve the quality of the statistics produced by all

1) 2013 Development/Improvement Plan for National Statistics: Task Manual, pp. 117-8.

departments, including KOSTAT. Moreover, KOSTAT was able to set up a comprehensive database for increasing statistical accessibility to general users.²⁾ KOSTAT was responsible for gender distinction, a partial part of gender statistics. Because the issues arising from a decentralized statistical system were relatively mitigated with the revision to the Statistics Act, the offices in charge of gender statistics was expanded from solely being the Ministry of Gender Equality and Family previously to now include KOSTAT and other departments producing national statistics.

<Table 3> Statistics Act Article 18

<p>Chapter 4 Collection, dissemination and Use of Statistics Section 1 Collection of Statistics</p> <p>Article 18 (Approval for Collection of Statistics) ① In cases where the head of a statistics collection agency intends to collect new statistics, he/she shall obtain prior approval of the Commissioner of the Statistics Korea on the matters prescribed by Presidential Decree, such as name, kind, purposes, subject matters of survey, methodology of survey, gender distinction in the matters of survey, etc. The same shall apply in cases where he/she intends to change the approved matters or to suspend the collection of statistics that have been approved.</p>

When the legal basis for the production of gender statistics was provided by the amendment to the Statistics Act in 2007, other related amendments to the Statistics Act soon followed. In the Amendment of March, 2010, Statistics Act Article 6 (Designation and Management of Staff in Charge of Statistics) regulates the compilation and dissemination of gender statistics as one of the tasks for which the statistics officer is responsible. In other words, the Statistics Act has been amended so that gender statistics could be produced under the supervision of the statistics officer of each agency.

<Table 4> Statistics Act Article 6

<p>Article 6 (Designation and Management of Staff in Charge of Statistics) ① The heads of statistics collecting agencies shall designate and manage a staff</p>

²⁾ KOSTAT(2007), KOSTAT Website, Summarized based on “KOSTAT Press Release”.

member in charge of statistics from among the staff under their control, and have him/her administer overall business in the following subparagraphs concerning the collection, dissemination and use of statistics under jurisdiction. In such case, the scope of a person subject to designation shall be prescribed by Presidential Decree: <Amended by Act No. 20296, Mar. 31, 2010.>

1. Business of integration, coordination and quality control of statistics duty of the statistics collecting agency and an agency under its jurisdiction;
2. Business concerning cooperation with other statistics collecting agencies;
3. Business concerning the collection and distribution of gender statistics classified by gender, if natural persons are included in statistics;

(following contents omitted)

Comparison between the Framework Act and Statistics Act Articles 6 and 18 shows the following differences. First is the difference between the offices that are responsible for the Acts. In case of the Framework Act, the Ministry of Gender Equality and Family is the office that is in charge. Thus, there are limits for the Framework Act to have impact on other departments. On the other hand, the Statistics Act is under the control of KOSTAT, the office mainly responsible for statistics in Korea. Consequently, the Statistics Act can have impact on the statistics production of other departments. Therefore, it appears the sphere of influence has been expanded. Second, the Framework Act lists "the State and local governments" as executors of the Act. Meanwhile, the Statistics Act has the "heads of statistics collecting agencies" as the executors. The "State and local governments" are organizations with no persons specified as executors. Thus, there is the possibility that of institutions which produce national statistics, institutions other than "the State and local governments" be exempted from the Framework Act. On the other hand, the terms "heads of statistics collecting agencies" and "staff in charge of statistics" both offer to individuals. The executors are clearly stated and every agency that produce national statistics can be included. Third, the Framework Act has the phrase "When the State and local governments compile population statistics." However, it does not clearly specify which stage of statistics production it is referring to. The compilation of statistics can refer to a wide spectrum of activities - from producing new statistics to reanalyzing existing statistics. On the other hand, the Statistics Act is

more specific by stipulating that in the case of compiling new statistics, gender distinction should be included in the inquiry items. The following table lists the differences aforementioned.³⁾

<Table 5> Comparison on Clauses related to Compilation of Gender Statistics between the Statistics Act and the Framework Act on Women’s Development

Category	Framework Act Article 13	Statistics Act	
		Article 18 (Approval for Collection of Statistics)	Article 6 (Designation and Management of Staff in Charge of Statistics)
In-charge	Ministry of Gender Equality and Family	KOSTAT	KOSTAT
Executor	State and local governments	Head of statistics collecting agencies	Staff in Charge of Statistics
Application scope	All population statistics	Collect new statistics and change the approved matters	All statistics that include natural persons

Although gender statistics only apply to new statistics in the Statistics Act, the fact that it has been newly included has two significances. First, if till now gender statistics was the reanalysis or reediting of existing statistical data for the user, that is going to change. In the future, a gender perspective will be directly introduced from the beginning - i.e., in the production process of statistics. Although in legal provisions, "gender items" is limited to only during inquiry as of the moment, that clause can serve as the basis to request for gender distinction in data analysis and outcome reports in the future. Even if gender distinction is not done for the analysis and results, as long as the distinction is present during the data collection stage, then other women-related departments or research institutions may conduct necessary tasks later on. Second, though gender statistics have been produced in Korea, the gender statistics produced so far by the Ministry of Gender Equality and Family, KWDI, and other women-related organizations have been limited to special themes related to women such as "Family Survey" or "Survey on Women Employment". However, in the future, the gender perspective will be added on to all types of statistics related to general social issues. Consequently, the possibility is high for the expansion of the scope of gender statistics production.

3) You Kyung Moon (2007), “The Revised Statistics Act and Changes in the Environment of Gender Statistics Production” KWDI, *New Vision for Korean Gender Statistics*, p.18.; Jaeseon Joo (2012), “Current Condition of Gender Distinction in Approved Statistics in Korea and Measures for Improvement”, Presentation Data from 2012 Korean Statistical Society

Looking at the bigger picture, the trend to centralize all statistics towards KOSTAT can be said to be a change in environment which will lead to a more efficient improvement of gender statistics.

2.4 Framework Plan for National Statistics Development

The purpose behind the 1st Framework Plan for National Statistics Development ('13 ~ '17), announced by KOSTAT last October, is to back up the major policies of the newly launched government with no set backs. Two major directions have been proposed. First is the setting up of a timely development/improvement plan for statistics that would support major national affairs such as job-centered creative economics and customized employment/welfare. Second is the two-fold improvement of the statistical system through: 1) expansion of statistical data sharing by cooperation between statistical agencies and 2) strengthening the utilization of administrative data.⁴⁾

In this Framework Plan, contents related to gender statistics can be found in the improvement and development of national statistics, the first major direction. To strengthen statistics for policy-making, the development of "Survey on Needs and Attitude for Women's Policy" is mentioned. In the listing of the main tasks for statistical improvement and development, fifteen kinds of surveys are listed in the area of women and family including survey on economic activities of women who have experienced career discontinuity and survey on international marriages.⁵⁾

The legislation and policies related to gender statistics have been examined up to this point, with emphasis on the Framework Act on Women's Development as legislated by the Ministry of Gender Equality and Family and the Statistics Act as legislated by KOSTAT. In accordance with recommendations from UN regarding the production and dissemination of gender statistics, the Ministry of Gender Equality and Family has always adhered to the position that all government departments should conduct gender distinction for all types of statistics and aid in gender statistics production. However, KOSTAT, the entity of Korea in actual charge of national statistics, and other major departments have been rather passive in their part in gender statistics. As can be seen in

4) KOSTAT (2013), *1st Framework Plan for National Statistics Development ('13~'17)*, p. 1.

5) *Ibid*, p. 7

KOSTAT's Framework Plan for National Statistics, rather than viewing gender statistics itself as a major category, KOSTAT is more interested in the development of statistics which are directly related to main government policies, such as statistics on work-family reconciliation and statistics on sexual violence. How to close this gap between the Ministry of Gender Equality and Family and other government entities will be a critical assignment for the future of gender statistics.

3. Current Situation on Production and Dissemination of Gender Statistics

3.1 Gender statistics publications and DB of KWDI

The publication of *Social Statistics and Indicators related to Women* published by KWDI in 1986 can be seen as the starting point for gender statistics in Korea. This statistical booklet, published once more later in 1993, follows the basic system of social indicators and is composed of statistics that show gender differences. The 1986 edition contains a total of 221 statistical tables in ten areas in both Korean and English. The ten areas include population, family, education, income/employment/ economic activity, health, nutrition, social welfare, housing, social activities, and public safety.

Afterwards, starting in 1994, KWDI began to issue annually the *Statistical Yearbook on Women* to reflect the rapidly changing life of Korean women. After its first issuance, the *Statistical Yearbook on Women* has expanded in the areas and statistical information it covers. In 1994 - 1995, the *Yearbook* contained gender statistics in only eight areas. In the following years, new areas were added including 'international comparison' (1996), 'culture and information' (1998), and 'child care' (2006). As of 2007, a total of 260 gender statistics and indicators in eleven areas were contained in the *Yearbook*. Moreover, in consideration of the diverse range of readers, the types of issuance have also been diversified. In 2003 and 2004, *Statistical Chart on Women* and *Regional Statistics on Women* started to be issued on a biennial basis. Starting 2005, *Women in Korea* has been issued annually along with the *Statistical Yearbook on Women*. Additionally, since 2008, the *Statistical Yearbook on Women* has increased its systematization of indicators and statistics and has been reborn as *Gender Statistics in Korea*.

Gender Statistics in Korea consists of over 500 social indicators and has so far been widely used by researchers on women issues, individuals in charge

of women policies, and the general public. However, as a paper publication, its rather large bulk has been of burden to users. The bulk also posed as an obstacle for distribution, in turn limiting accessibility by many. To overcome such constraints, KWDI started to build up a website for gender statistics from 2006, while maintaining paper publication of its periodicals. Currently, KWDI is operating its own website for gender statistics as well as issuing paper publications.

<Table 6> Publication of Gender Statistics by KWDI

Year	Name of Publication
1986, 1994	Women-related social statistics and indicators
1994 ~ 2007 (annual)	Statistical Yearbook on Women
2003 ~ 2007 (biennial)	Statistical Chart on Women
2004, 2006 (biennial)	Regional Statistics on Women
2005 ~ (annual)	Women in Korea

Gender statistics DB (GSIS, Gender Statistics Information System) has been set up and operated by KWDI. The institute first set up *National GS DB* as a whole back in 2006. Then, in 2007, it set up *Local GS DB*, followed by *International GS DB* in 2008 and *MDG statistics DB* in 2009. Moreover, in 2010, KWDI set up the *Gender Impact Assessment DB* to support statistics projects for gender impact assessment. In 2011, the Institute set up and is currently operating the *Gender Burget DB* for support of gender budget projects. The GSIS created by KWDI is serviced on mobile platforms. Furthermore, all the indicators are also provided in English, allowing overseas users to easily acquire data necessary for research on gender statistics in Korea.



As of 2012, the KWDI website for gender statistics DB provides two versions: general and professional. DB can be searched by theme, name, and topic. Currently, the manpower and management for gender statistics DB is conducted by the Gender Impact Assessment / Statistics Center under KWDI. Three persons are in charge of the DB.

3.2 Gender statistics publications by KOSTAT

Since 1997, KOSTAT has annually published *Women's Live through Statistics*. Along with *Gender Statistics in Korea*, *Women's Live through Statistics* can be seen as the most widely used gender statistics publication in Korea. While some point out the similarity between *Women's Live through Statistics* and *Gender Statistics in Korea*, they do have their differences. First, in contrast to *Gender Statistics in Korea* handling all areas comprehensively, *Women's Live through Statistics* selects important indicators and gives reader-friendly explanations, thus increasing usability by users. Second, while *Gender Statistics in Korea* presents already revealed statistics by KWDI and reanalyzes and reedit the data, *Women's Live through Statistics* presents new statistics from KOSTAT, gender disaggregated. Thus, the publication has an immediacy. As it is the only gender statistics source book published by KOSTAT, if KOSTAT would continuously pay attention and excavate new contents, then *Women's Live through Statistics* will be able to greatly contribute to the production and dissemination of gender statistics.

The other major survey on gender statistics from KOSTAT is the *Time*

Use Survey. This survey was first conducted by the Korean Broadcast System in its initial days. However, there were limits to sample selections and surveys conducted. Since it took over the survey in 1999, KOSTAT has abided by UNSD standards, has conducted the survey every five years, and has presented its results. Of the areas under inquiry in the *Time Use Survey*, the area most used by women-related research is the housework time. Comparisons between the following is greatly contributing to policies for increasing economic activities and quality of life for women: housework time and paid work time of employed women vs. those of unemployed women, housework time of double-income couple vs. that of single-income couple.

3.3 Gender statistics publications by central government departments

With the expansion of departments responsible for women policies, the publication of gender statistics reports are being now done even in central government departments. As early as 1983, when the Working Women Bureau was part of the Ministry of Employment and Labor, the white paper *Women and Employment* was published to provide statistics related to women employment. That publication could be seen as the first step for gender statistics reports by the central government. In 2005 and 2006, the Ministry of Gender Equality and Family published the *Statistical Yearbook on Women and Family*. With the establishment of the Ministry of Gender Equality in 2002, Women Policy Offices were installed in six central government entities. All the offices also started to publish gender statistics. The Ministry of Justice has been publishing *Gender Statistics of Ministry of Justice* on a biennial basis since 2000. The Ministry of Security and Public Administration has published statistics for public officials in their *Women and Public Offices*. After 2005, the Ministry has been issuing statistics on female public officials in local autonomous entities on a regular basis. However, with the launch of the Lee Administration in 2008, the institution of women policy officers was abolished. Consequently, publication of gender statistics by other central government entities are currently low (refer to <Table 7>).

<Table 7> Current status of gender statistics published by central govt. departments

Year	Related Tasks	Entity in charge
1983 ~ annual	Publication of <i>Women and Employment</i> , a statistics-based report	Ministry of Employment and Labor
2000 - biennial	Publication of <i>Gender Statistics: Ministry of Justice</i>	Ministry of Justice
2005	Publication of research report, <i>Study on Restructuring of Gender Statistics System in the Ministry of Justice</i>	
2001	Publication of <i>Women Health and Welfare: Its Present State and Statistics</i>	Ministry of Health and Welfare
2003	Publication of <i>Health Statistics of Korean Women</i>	
2000 - 2003	Publication of <i>Women and Public Offices</i> , a partially statistics handbook	Ministry of Security and Public Administration
2005, 07, 08	<i>Statistics on Female Public Officers in Local Autonomous Entities</i>	
2002	Publication of <i>Study on Welfare Indicators of Female Farmers</i>	Ministry for Food, Agriculture, Forestry and Fisheries
1997 ~ annual	Publication of <i>Women's Live through Statistics</i>	KOSTAT
2005, 2006	<i>Statistical Yearbook on Women and Family</i>	Ministry of Gender Equality and Family

Note: Name of offices are all up to date for unity.

3.4 Gender statistics publications by local autonomous entities

Since the full-fledged launching of local government systems in 1995, local autonomous entities have formed organizations related to women policies and have taken interest in producing women statistics for their regions. In 1997, Incheon started publishing *Incheon Women in Statistics*.⁶⁾ After Incheon, local autonomous entities in Daejeon, Daegu, and Jeju followed suit and commissioned KWDI to publish women statistics reports. Other metropolitan autonomous entities have gone with in-house publication or through other women policy institutions to publish gender statistics reports under various names on a regular basis. Upon entry into the 21st century, primary local governments (cities and counties) also began to generate gender statistics reports. In 2000, Jeonju published the *Statistical Yearbook on Women in Jeonju*. It was followed by Goyang in 2003, Seocho in 2007, Ansan in 2010, Iksan in 2011, and Anyang in 2012, all releasing gender statistics reports of their own. Additionally, more and more primary local governments are joining in the march on generating regional gender statistics reports.

⁶⁾ In 1997, the work was published under the name *Statistics on Incheon Women*.

<Table 8> Gender statistics publication by local autonomous entities: As of July, 2012

Year	Name of publication	Local autonomous entity
2004~2011	<i>Seoul Women in Statistics</i>	Seoul
2005~2011	<i>Busan Women in Statistics</i>	Busan
1998~2012	<i>Daegu Women in Statistics</i>	Daegu
1997~2011	<i>Incheon Women in Statistics</i>	Incheon
1999~2011	<i>Gwangju Gender Statistics</i>	Gwangju
1998~2012	<i>Daejeon Women Statistics</i>	Daejeon
2007,2008	<i>Statistical Yearbook on Women and Family in Ulsan</i>	Ulsan
2000~2011	<i>Statistics on Women and Family in Gyeonggi</i>	Gyeonggido
2008~2010	<i>Gyeonggido Statistics on Family and Women: Cities and Counties</i>	
2003~2012	<i>Gangwon Gender Statistics</i>	Gangwondo
1999~2011	<i>Chungbuk Gender Statistics</i>	Chungcheongbuk-do
1999~2006	<i>Chungnam Women Statistics</i>	Chungcheongnam-do
2003~2012	<i>The Life of Women in Statistics: Daejeon and Chungnam</i>	Daejeon, Chungnam
1999~2005	<i>Jeonbuk Women Statistics</i>	Jeollabuk-do
2004, 2009	<i>Jeonnam Women Statistics, Jeonnam Gender Statistics</i>	Jeollanam-do
2000~2009	<i>Gyeongbuk Women Statistics</i>	Gyeongsangbuk-do
2004~2011	<i>Statistical Yearbook on Gyeongnam Women</i>	Gyeongsangnam-do
1998~2012	<i>Jeju Women in Statistics</i>	Jeju-do
2000	<i>Statistical Yearbook on Women in Jeonju</i>	Jeonju
2003	<i>Goyang Women Statistics</i>	Goyang
2007	<i>Seocho Women in Statistics</i>	Seocho-gu
2010	<i>Ansan Gender Statistics</i>	Ansan
2011	<i>Iksan Gender Statistics</i>	Iksan
2012	<i>Anyang Gender Statistics</i>	Anyang

Note: Names of publications have changed over the years. Thus, the most recent names have been given here.

4. Current Situation of Gender Distinction for Nationally Approved Statistics

As part of the ground work for producing gender statistics, KOSTAT and Ministry of Gender Equality and Family identifies the current status of gender distinction for nationally approved statistics and recommends the gender distinction of undistinguished statistics. Since the insertion of the gender distinction clause in the Statistics Act in 2007, inspections were conducted twice, first in 2008 and second in 2012. The inspections have great significance as they are the first cooperative efforts conducted together by KOSTAT and the Ministry of Gender Equality and Family for gender distinction of statistics, the very basic starting point for gender statistics. National statistics are categorized

into the following three types according to compilation method: survey statistics, administrative statistics, and analytic statistics. In the 2012 inspection, gender distinction was inspected according to the different types of statistics.⁷⁾

4.1 Survey Statistics

Identifying the gender of respondents is critical because it directly leads to the identification of responses by gender. Surveys on individuals or households were inspected for whether they included gender specificity for respondents. Surveys on businesses or institutions were inspected for whether they included gender specificity of the representatives of the organizations under survey. Inspection of gender inclusion in survey statistics showed the following results: inclusion increased from 38.8% in 2007 to 52.1% in 2008, and then again increased to 52.4% in 2012 - a 0.3%P jump from the previous year. Although the number of the types of survey statistics under inspection increased by 44 from 2008, the number of statistics that included gender specificity also increased by 24, thus showing an upward trend in the number of statistics including gender items.

As for the total number of the types of survey statistics, the number decreased from 356 in 2007 to 290 in 2008. Then, in 2012, the number was back up to 334. The number of statistics that included gender items increased from 138 in 2007 to 151 in 2008 and up again to 175 in 2012. The number of survey statistics that included gender distinction was steadily on the rise.

The inspection results of survey statistics of different agencies and their inclusion of gender specificity are shown in Table 9. For central government departments, 81 kinds of the 152 kinds of statistics inspected contained gender distinction, resulting in 53.3% of the statistics identifying the gender of survey respondents. In case of local governments, 62 of the 91 kinds inspected, or 68.1%, identified the gender of the respondents. As for designated agencies, only 32 of the 91 kinds inspected included gender specificity, resulting in 35.1%, the lowest rate of statistics identifying gender of respondents.

7) Ki-Taek Jeon et al (2012), *Analysis and Enhancement on the Production of Gender Statistics for Approved Statistics in Korea*, p. 47.

<Table 9> Inspection of survey statistics of different institutions and their inclusion of gender specificity in surveys

(Unit: Kind, %)

No.	Agency	Inspected stats	No. of stats including gender of respondents	% of stats including gender of respondents
1	Central admin.	152	81	53.3
2	Local government	91	62	68.1
3	Designated	91	32	35.1
Total		334	175	52.4

4.2 Administrative statistics

For administrative statistics, the actual conditions of gender distinction were inspected by observing the report forms and statistical charts. Unlike survey statistics, administrative statistics is unique in that statistics is collected through a standardized form. Therefore, inspection on administrative statistics was conducted differently from inspection on survey statistics in which survey items were inspected. Instead, the report forms and items on statistical charts were inspected to check for gender distinction.⁸⁾

For administrative statistics, a total of 422 kinds were inspected. The total number of items inspected was 265,002; 51.2%, or 135,602 items, were undistinguished. Looking by different agencies, 129 kinds of statistics were inspected for central administrative institutions. The total number of inspected items were 15,494, of which 1,123 were distinguished and 3,762 undistinguished, resulting in 24.3%. For local governments, the most number of kinds were inspected, with 260 kinds being checked. The total number of items was 244,604 of which 20,648 were distinguished and 130,615 undistinguished. Thus, the highest rate with 53.4% was undistinguished in local governments. Finally, for designated agencies, a total of 33 kinds of administrative statistics were inspected. Of the 4,904 items inspected, 1,225 were undistinguished, resulting in 25.0%.

8) p. 53

<Table 10> Inspection of administrative statistics of different institutions and their inclusion of gender specificity

(Unit: kind, item, %)

No.	Agency	Inspected stats	No. of items					% of undist.
			Total	Dist.	Undist.	Partial	N/A	
1	Central admin.	129	15,494	1,123	3,762	85	10,524	24.3
2	Local governments	260	244,604	20,648	130,615	1,515	91,826	53.4
3	Designated	33	4,904	428	1,225	36	3,215	25.0
Total		422	265,002	22,199	135,602	1,636	105,565	51.2

Note: Dist. - distinguished by gender, Undist. - undistinguished.

4.3 Analytic statistics

As for the inspection of analytic statistics, the same inspection method used for administrative statistics was employed. The categories for inspected items and inspection results are identical to those of administrative statistics.

<Table 11> Inspection of analytic statistics of different institutions and their inclusion of gender specificity

(Unit: kind, item, %)

No.	Agency	Inspected stats	No. of items					% of undist.
			Total	Seg.	Undist.	Partial	N/A	
1	Central admin.	17	4,539	1,174	538	0	2,827	11.9
2	Local governments	24	1,878	24	372	0	1,482	19.8
3	Designated	8	403	6	99	0	298	24.6
Total		49	6,820	1,204	1,009	0	4,607	14.8

Note: Dist. - distinguished by gender, Undist. - undistinguished.

A total of 49 kinds of analytic statistics were inspected. Among 6,820 items inspected, 1,009 were undistinguished, resulting in 14.8%. Looking by different agencies, 17 kinds of analytic statistics were inspected for central administrative agencies. Of 4,539 inspected items, 1,174 were distinguished and 538 were undistinguished, resulting in 11.9%. For local governments, the

most number of kinds were inspected, with 24 kinds being checked. The total number of items was 1,878 of which 24 were distinguished and 372 undistinguished. Thus, local governments showed that 19.8% of items was undistinguished. Finally, for designated agencies, a total of 8 kinds of analytic statistics were inspected. Of the 403 items inspected, 99 were undistinguished, resulting in 24.6% which was the highest.

5. Implications

With great developments in the last 30 ~ 40 years, Korea's gender statistics has grown to outstanding levels both systematically and production-wise. The following section will examine the causes behind such developments, look for any limitations, and present improvement cases which have contributed policy-wise.

The first to note is the importance of the government organization in charge of gender statistics. Korea was able to witness drastic development because of a department in exclusive charge of women policies. Starting with the 2nd Office for State Affairs in 1988, the central government had a women's department. Its name is now the Ministry of Gender Equality and Family and it has been a powerful driving force behind women policies in Korea. In the same way, gender statistics was greatly advanced by a women's department who recognized the importance of statistics for women policies. The Framework Act on Women's Development and the Framework Plan for Women's Development also played significant roles in the development of gender statistics in Korea. However, a fundamental limitation exists for the Ministry of Gender Equality and Family; it is not an entity that produces statistics. The Ministry is responsible for only 15 kinds of statistics. The other 900 kinds of Korean national statistics are maintained by KOSTAT, other government agencies, and local autonomous entities. It is impossible for the Ministry of Gender Equality and Family to directly execute improvement of gender sensitivity for all such statistics. Thus, the cooperation of KOSTAT is a must. However, KOSTAT has still a relatively low awareness for gender statistics. Moreover, because of KOSTAT's desire to balance statistical demands from other policies, it cannot put emphasis on gender statistics. Therefore, for a more fundamental improvement to

occur for gender statistics, an organization exclusively in charge of gender statistics would have to be set up under the direct wings of KOSTAT. There are many possibilities such as a planning organization, an organization under the area of population and society, or an organization in a form of a statistics advisory committee. However, more specific details are not covered here. Suffice it to say that if there continues to be a lack of an organization within KOSTAT in charge of gender statistics, organizations related to women issues will have to bear the sole responsibility and current limitations will not be resolved. The following example shows the importance of an organization. In the days when women policy officers were in place, departments had published gender statistics. However, as soon as the officers were removed, the publications stopped.

Second, the researcher agrees in principle with the improvement of gender sensitivity for all statistics production and the gender distinction of all individual statistics. However, because such segregation is exceedingly difficult in reality because of cost factors, there is a need for diverse types of strategies. First, like the "Current Situation on Gender Distinction of National Statistics" that the Ministry of Gender Equality and Family conduct annually together with KOSTAT, the two entities can share basic concepts or standards that run a common theme. During a session where the Ministry of Gender Equality and Family discusses with KOSTAT on the very basic concept of what should be considered as gender distinction, the two organizations may identify their differences and similarities. Consequently, on the premise that the basic concepts have been shared, a cooperative system towards a common purpose can be set in place. Such a system may prove effective for the production and dissemination of gender statistics. Along the same line, the joint task currently conducted by the Ministry of Gender Equality and Family together with KOSTAT for the "Current Situation and Improvement of Gender Distinction in National Statistics" is very important. Second are tasks to show positive effects from new policies. For example, when gender specificity was inserted into the business surveys back in 1997 to assess the gender of business operators, the industrial distribution, operation size, and other characteristics of business owners could be analyzed according to gender. With improvement in the surveys, the provision of basic data necessary data for the fostering of female owner-operators was made possible. Moreover, the change also contributed to the increase of

women participation in economic activities.

Third, the development of gender equality related indicators is important in the production of gender statistics. In the case of Korea, the *Social Statistics and Indicators related to Women* first published in 1986 is important for two reasons. First is the provision of gender statistics. By reediting or reanalyzing previous statistics, the publication produced gender statistics which played a significant role in assessing the position of women in Korea. Second importance is that by developing an indicator system, the publication provided a road sign for which kind of statistics should be produced in the future. Thus, it became the founding block for gender statistics in Korea. Likewise, for the production of gender statistics, the development of an indicator system has to be conducted faithfully beforehand. For Korea, the development of gender equality indicators is done both at the national and local levels. The level of gender equality is being reported every year. Furthermore, through the development of indicators, the range of gender statistics now includes statistics on disabled women and statistics on domestic violence. The range is increasing every year.

6. Conclusion

Thus far, legislation and related policies on gender statistics in Korea have been examined. Policy implications have also been sought. In case of Korea, legislation by the entity in charge of women policies and the entity in charge of statistics both stipulate gender statistics. Various types of gender statistics are being produced. However, there are still many shortcomings. Though the Framework Act on Women's Development adequately reflects the basic position of gender statistics, it lacks in obligation. As for KOSTAT's Statistics Act, its feasibility is higher but because obligation for gender distinction is limited to only newly produced statistics, it lacks in providing the legal basis for improvement of gender sensitivity of existing statistics. To resolve such issues, the Ministry of Gender Equality and Family have to systematically share ideas on basic concepts with KOSTAT, as mentioned above, the two entities will need to start joint tasks together. Additionally, to induce the more aggressive efforts of KOSTAT for development of gender statistics, the reinforcement of manpower and organizations is a must.

Despite such problems, Korea has been able to develop and produce gender statistics not only on a national level but also on local levels. Korea also has improvement cases for gender statistics from planning to production and dissemination. Thus, Korea can undoubtedly be selected as an outstanding case in the international arena for gender statistics.

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