

# KWDI Issue Paper

## Implementation Measures concerning Gender Equality, One of the Sustainable Development Goals (SDGs)

Project Manager:



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### Abstract

- Sustainable Development Goals (SDGs), the development goals that the international community has recently adopted to replace the previous Millennium Development Goals (MDGs), suggest that the international community has new development goals. Differentiating from previous MDGs, SDGs request not only developing countries but advanced countries to make efforts to achieve development goals and to be subjected to monitoring of their implementation.
- In this context, we intend to analyze the meaning of all the targets and indicators of SDG 5, gender equality, and examine the availability of domestic statistics regarding each indicator, thereby grasping its current status. Through this process, a road map for implementation of SDG 5, gender equality, will be suggested and relevant policy tasks will be identified.
- Results of this study revealed that Korea possesses some statistical indicators that correspond to a part of SDG gender equality indicators, and has made considerable progress in some parts of gender-related indicators. But it is also confirmed that there still exists gender gaps in various spheres of Korea. While previous studies did not give sufficient consideration with regard to such indicators that do not fit the sociocultural context of Korea, this paper emphasizes the necessity to establish alternative goals and indicators that reflect the domestic context for positive implementation of SDGs.
- Since this study will build up basic policy data for implementation of SDGs concerning gender equality, they can be utilized in the establishment of a road map for reaching gender equality-related SDGs.
- For domestic implementation of SDG 5, gender equality, a road map consisting of 5-year units is recommended.



Global implementation

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| <ul style="list-style-type: none"> <li>- The 6th IAEG-SDGs Meeting (Nov. '17): Data segmentation and definition</li> <li>- The 6th and the 7th HLPF (July '18 and '19): Review of each of SDGs 6,7,11,12,15/SDGs 4,8,10,13,16,17 separately and examination of VNR by nation</li> <li>- Holding of G20 Summit (End of Nov. '18): SDGs included in the discussion</li> <li>- Drawing up of the final proposal of IAEG-SDGs (Sept. '19): Examination of additional data (End of '17), hosting of an open consultation (End of '18, etc.)</li> <li>- Development of Tier III indicators (until 2020): Completion, complementation and elaboration of methodology, and data collection, etc.</li> </ul> | <ul style="list-style-type: none"> <li>- Five-yearly examination of SDGs implementation and establishment of future plans on the UN or international community level (continued)</li> <li>- High-level International Forum (continued) G20 Summit and HLPF</li> <li>- Follow-up discussion of the final proposal of IAEG-SDGs concerning indicators (continued)</li> </ul> | <ul style="list-style-type: none"> <li>- Five-yearly examination of SDGs implementation and establishment of future plans on the UN or international community level (continued)</li> <li>- High-level International Forum (continued) G20 Summit and HLPF</li> <li>- Follow-up discussion of the final proposal of IAEG-SDGs concerning indicators (continued)</li> </ul> |
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Domestic implementation of gender equality goals

<Building of infrastructure for implementation>

- Establishment of a work group (subcommittee) of gender equality
- Interpretation of each target
- Mapping of indicators and development of alternative indicators for domestic implementation
- Updating of global discussions
- After examination of the 1st implementation by Sept. 2019, establishment of future plans for the next four years

<Implementation, and empowerment for implementation and monitoring>

- Updating of discussions of global implementation of gender equality goals
- Study of overseas examples of benchmarking and monitoring
- Education and training for implementation of gender equality goals

<Monitoring and evaluation>

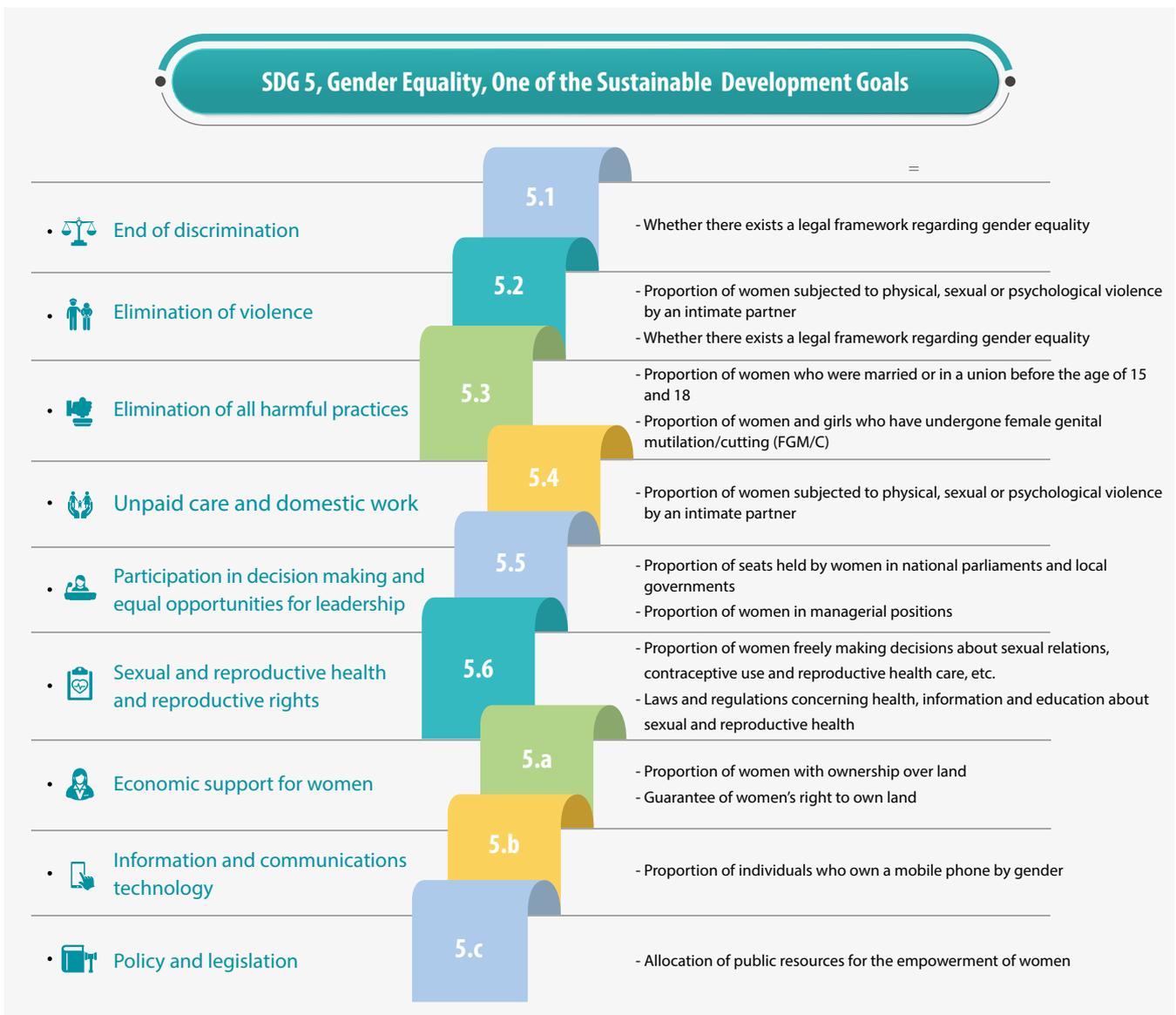
- Monitoring and evaluation of the implementation rate of gender equality goals

**Background and purpose of study**

- ▶ In 2015, international society adopted Sustainable Development Goals (hereinafter, SDGs) as new international development goals that will replace Millennium Development Goals (hereinafter, MDGs). SDGs, scheduled to be achieved by 2030, consist of 17 goals, 169 targets, and 244 indicators (IAEG-SDGs(2017)).
- ▶ As in the case of MDGs, “gender equality and empowerment of women and girls” was adopted as one of 17 goals (Goal 5). Gender-related issues were also cross-cut in other 10 goals.
- ▶ SDGS 5, in particular, has lots of structural issues lined up, pursuing transformative and structural changes. To correspond to such changes, internal analysis of current status concerning gender equality-related indicators, and discussion and brainstorming about the establishment of implementation strategy are required.
- ▶ Watching the current status of global implementation of SDGs, and having a full-scale launch of domestic implementation ahead, this study has the following purposes:
  - First, analysis of the meaning of all targets and indicators of gender equality, one of the SDGs
  - Second, examination of the availability of domestic statistics corresponding to each indicator, and identification of current domestic status in the process
  - Third, suggestion of the road map for future implementation of gender equality, one of the SDGs, and determination of policy tasks

### Analysis of indicators of SDG 5, gender equality

- ▶ Even while gender equality goals of MDGs dealt with maternal health and gender equality, they did not have concern for issues related to women's human rights, including violence against women, unpaid labor, etc., and structural problems in comparison. To overcome such a deficiency, in the discussions for SDGs, a more transformative approach that tackles structural problems hindering gender equality and women's human rights was urged (UN Women, 2013). From this viewpoint, lots of goals designed to change structural problems were included in the process of establishing the targets and indicators of SDG 5. Description of the meaning of targets, available statistics corresponding to each indicator, and status of implementation of goal 5, gender equality, are as follows:



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### **Target 5.1: End all forms of discrimination against all women and girls everywhere**

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- ▶ Target 5.1 aims at ending discrimination against women and girls. This means to exclude or restrict all kinds of discrimination against women, including gender-based distinction, exclusion or restriction for the purpose of hindering or nullifying the awareness, enjoyment or exercising of human rights and basic freedom in political, economic, social, cultural, civil, or other fields regardless of being married or not. This target contains the principles and philosophy that encompass all the other targets below, and suggests as a measuring indicator the existence of a legal framework that promotes gender equality.
- ▶ **Indicator 5.1.1. Whether or not legal frameworks are in place to promote, enforce and monitor equality and non-discrimination on the basis of gender:** Looking at domestic status, overall, relevant legal system, which includes the Constitution, the Framework Act on Gender Equality, the National Human Rights Commission of Korea Act, and the Equal Employment Opportunity and Work-Family Balance Assistance Act, is well prepared. Based on such a legal framework, relevant government branches are installed.

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### **Target 5.2: Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation**

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- ▶ Target 5.2 aims at elimination of all forms of violence against women and girls. Violence against women and girls is a serious violation against human rights and a universal problem found worldwide. The seriousness of this problem is discussed in various international conferences such as Committee on the Elimination of Discrimination against Women (CEDAW) and International Conference on Population and Development Programme of Action (ICPD Programme of Action) on a constant basis.
- ▶ **Indicator 5.2.1. Proportion of ever-partnered women and girls aged 15 and older subjected to physical, sexual or psychological violence by a current or former intimate partner in the previous 12 months:** Indicator 5.2.1 intends to measure the proportion of women and girls aged 15 or older who experienced physical, sexual or psychological violence by an intimate partner in the previous 12 months. This indicator deals with all forms of physical, sexual or psychological violence by an intimate partner, including spouse and date, that can be experienced. The division into two groups of women and girls aged 15 or older suggests the necessity to significantly consider violence against girls in their adolescence as well as violence against adult women.

- ▶ Although we do not have the statistics available for correct measurement concerning Indicator 5.2.1, but the ratio of women in Korea who have experienced physical, sexual or psychological violence by an intimate partner can be estimated through the 「Investigation into Actual Conditions of Domestic Violence」 and the 「Investigation into Actual Conditions of Dating Violence」. However, in the case of 「Investigation into Actual Conditions of Domestic Violence」, although it has statistical reliability as an official statistics, it does not include violence perpetrated by an intimate partner who is not living together. On the other hand, the subjects of 「Investigation into Actual Conditions of Dating Violence」 are aged 18 or older, which means the data of violence against girls aged 15 or older and younger than 18 experience are nonexistent. So, for domestic implementation of Indicator 5.2.1 and national report on SDG 5, development of additional statistical data is required.
- ▶ **Indicator 5.2.2. Proportion of ever-partnered women and girls aged 15 years and older subjected to physical, sexual or psychological violence by persons other than an intimate partner in the previous 12 months:** Indicator 5.2.2 investigates the ratio of women and girls aged 15 or older who experienced physical, sexual or psychological violence by persons 'other than an intimate partner.'
- ▶ As for available statistics concerning indicator 5.2.2., 「National Investigation into Actual Conditions of Sexual Violence」 prepared by the Ministry of Gender Equality and Family can be examined. According to 「2016 National Investigation into Actual Conditions of Sexual Violence」, in the previous 1 year (Aug. 2015 ~July 2016) much higher ratio of women (1.5%) than men (0.1%) experienced sexual violence. Being official statistics, 「2016 National Investigation into Actual Conditions of Sexual Violence」 is reliable, but as it is focused on physical sexual violence, it has its limits of failing to include all forms of physical and psychological violence in a more comprehensive range.

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**Target 5.3: Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation**

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- ▶ Target 5.3 is one of the targets that show SDGs have taken a major step forward compared to the previous MDGs in that it deals with gender-discriminative structural problems. The UN defines harmful practices, including early marriage and female circumcision, as the violation of human rights and violence against women that impedes human rights and freedom of women, such as reproductive health, sexual and reproductive rights, that should naturally be enjoyed.

- ▶ **Indicator 5.3.1: Proportion of women aged 20-24 years who were married or in a union before age 15 and before age 18:** Indicator 5.3.1 is about child marriage and early marriage, referred to as one of the harmful practices. It examines the ratio of women aged 20-24, who have the experience of first marriage or being in a union before age 15, and the ratio of those before age 18.
- ▶ We seem to have some level of available statistics regarding the indicator 5.3.1. There exist the statics of age-specific marriage of Statistics Korea, Korean Children and Youth Panel Survey of National Youth Policy Institute, and Comprehensive Survey of Actual Status of Juveniles' Contact with Environments Harmful to Juveniles of the Ministry of Gender Equality and Family. However, in the case of statics of marriage, data concerning investigation into de facto marriage or being in a union are incomplete, and the statistics concerning the experiences of being in a union or in de facto marriage before age 18 are nonexistent. This calls for production of additional statistics.
- ▶ **Indicator 5.3.2: Proportion of girls and women aged 15-49 years who have undergone female genital mutilation/cutting, by age:** Indicator 5.3.2 is about female genital mutilation, a suggested example of harmful practices, and measured as a ratio of women aged 15-49 who experienced genital mutilation.
- ▶ With regard to the indicator 5.3.2, the previous domestic research noted that female genital mutilation was performed while bound to religious or cultural custom, which does not fit with the Korean sociocultural context, and accordingly application of this indicator is impossible. But deliberation about an alternative indicator that can reflect the meaning of this target as well as domestic conditions and social context is necessary.

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**Target 5.4: Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate**

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- ▶ Target 5.4 contains the content of recognizing the socioeconomic value of unpaid care and domestic work imposed on women according to traditional stereotypes of gender roles, and policy support on a national level in that regard. Lack of proper recognition of the value of care and domestic work, disregarding their social contribution, and unfair distribution of domestic work between gender are linked to problems of the labor market, including unfair participation, wage difference, and gender-based work distribution and discrimination.

- ▶ **Indicator 5.4.1. Percentage of time spent on unpaid domestic and care work, by gender, age and location:** UN Statistics Division defined unpaid domestic work and care as unpaid production activities, which include unpaid labor to produce products and services for self-consumption and volunteer activities performed without pay for community, environment, family, close relatives and others. Method of calculating the indicator is the percentage (%) of time allocated to unpaid domestic work and care out of total time of an individual. In the case of this indicator, it is obligatory to compile statistics separately by gender, age, area (city/province). It is also recommended to collect statistics separately by such classification as marital status, income, whether having a disability, race/people, etc.
- ▶ Domestic statistics corresponding to Indicator 5.4.1 are comparatively well prepared, being classified by action and group down to the time unit of minute. Looking into the 'Average Time Spent on Activities' prepared by Statistic Korea, one of the available domestic statistics, reveals that as of 2014, women spend 3-5 times more time on household care and family care, whereas men spend more time on business (work). This manifestly shows a time-spending pattern that reflects fixed concepts on gender roles.

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**Target 5.5: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic, and public life**

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- ▶ Beijing Platform for Action in 1995 selected expanded participation of women in power structure and decision making as one of 12 critical areas of concern for women's progress. Target 5.5 also repeatedly emphasized the importance of women's decision-making rights and participation in the discussion to establish sustainable development goals. At the 8th session of the UN OWG (Open Working Group), held to establish SDGs, women's full and effective participation and decision-making rights were selected as a priority for achieving gender equality.
- ▶ **Indicator 5.5.1: Proportion of seats held by women in national parliaments and local governments:** This indicator measures the ratio of seats held by women in national parliaments and local governments. In the case of parliament, it is calculated as a ratio of seats held by women in the total seats of unicameral parliament or the lower house. In the case of local governments, it is the ratio of women in the leadership out of the number of total women and men who hold the leadership in local governments. Relevant data about women's leadership in local governments can be collected based on the organization of local governments of each country.

- ▶ To grasp domestic status concerning Indicator 5.5.1, the statistics of elected candidates prepared by National Election Commission can be utilized. The statistics of elected candidates are divided into those of the National Assembly elections and those of local governments. The National Election Commission also provides the statistical data of by-elections, which enables the production of domestic indicator corresponding to Indicator 5.5.1. As in the case of the National Assembly elections, the statistics of the elected for the seats in metropolitan councils and primary councils are provided by the National Election Commission, available to be examined. However, international agreement on the level of position to be regarded as a 'local government' has not been reached yet (UNSD, 2016).
- ▶ **Indicator 5.5.2. Proportion of women in managerial positions:** For Indicator 5.5.2., the ratio of women in the executive branch, the legislative branch, and the judicial branch, and other fields need to be examined.
- ▶ As for available statistics at home, the data of <Women Managers Panel Survey> and the <Survey on Labor Conditions by Employment Type> of the Ministry of Employment and Labor can be referred to. Other than these, 'Women's Lives through Statistics,' prepared by Statistics Korea and the Ministry of Gender Equality and Family, contains most of statistical data Indicator 5.5.2. looks into, such as the ratio of women among public officials of at least Grade IV, the ratio of female National Assembly Members, the ratio of women lawyers, including judges, and the ratio of women managers in public institutions and private enterprises, etc.

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**Target 5.6: Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences**

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- ▶ Globally, women and girls are faced with special difficulties in relation to sexual and reproductive health and reproductive rights. Under the circumstances, international society was obliged to set targets concerning sexual and reproductive health, and reproductive rights to secure the human rights and sustainable lives of women and girls.
- ▶ **Indicator 5.6.1. Proportion of women aged 15-49 years who make their own informed decisions regarding sexual relations, contraceptive use and reproductive health care:** Indicator 5.6.1 emphasizes the importance of making decisions on the personal level with regard to sexual relations and reproduction, and tries to measure how much of women's voluntary intention as well as men's is considered in such a decision making.

- ▶ As for domestic situation concerning Indicator 5.6.1, the results of <National Fertility and Family Health Survey> conducted by Korea Institute for Health and Social Affairs can be utilized. This 3-yearly survey is conducted and developed to understand the behavior of married women in their childbearing age (15-49) regarding marriage, childbirth, and the values and attitude of single men and women aged 20~44 regarding marriage and childbirth. Although a question asking about the decision-making rights in terms of sexual relations is not included, status of decision making in terms of using birth control, and sexual and reproductive health can be inferred from some questions. However, the 'National Fertility and Family Health Survey', in its current status, has its limits to offer a substantial grasp of the level of domestic implementation regarding Indicator 5.6.1.
  
- ▶ **Indicator 5.6.2 Number of countries with laws and regulations that guarantee women aged 15-49 access to sexual and reproductive health care, information and education:** This indicator investigates whether the health, information, and education related to sexual relations and reproduction are guaranteed by laws and regulations on a state level. What it means is that women's health problems, including sexual relations and reproduction, are not limited to women's responsibility but require positive state-level interventions and institutional devices. For now, a methodology internationally agreed upon has not been developed, and accordingly classified as Tier III.
  
- ▶ Looking at domestic status regarding indicator 5.6.2., Korea seems to have relevant laws and regulations comparatively well prepared, which include the Constitution, the Mother and Child Health Act, the Child Welfare Act, the School Health Act, etc. However, since domestic laws and regulations concerning sexual relations/reproduction are scattered in the Mother and Child Health Act, the Child Welfare Act, the School Health Act, etc., a systematic approach cannot be made easily. More than that, for submission of a state-level data for international aggregation, relevant departments need to expand relevant laws, regulations and policies through interdepartmental collaboration, and make additional efforts to raise accessibility of relevant data.

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**Target 5.a: Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws**

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- ▶ Guaranteeing women’s rights to ownership and access to economic resources (land and financial assets, etc.) is due to the fact that such resources can serve as an income source for both individual women and their households, provide capability to respond to possible economic shocks and changes, and thereby effect the enhancement of their quality of life. More than that, by holding the rights to own and control assets, women can be empowered in terms of negotiation and economic independence.
  
- ▶ **Indicator 5.a.1. (a) Proportion of total agricultural population with ownership or secure rights over agricultural land (by gender); (b) share of women among owners or rightsbearers of agricultural land (by type of tenure):** (a) is the ratio of persons (by gender) who have secure rights or ownership over agricultural land of the total agricultural population. On the other hand, (b) signifies the current status concerning one aspect of gender equality, showing the degree of discrimination women are subjected to in terms of rights and ownership over land.
  
- ▶ When this indicator is applied to Korea, it can be applied not just to ownership of agricultural land but to ownership of all kinds of movable assets and real estates. For the present, classification of landownership by gender is not made, but gender classification is scheduled to be applied to the ‘Current Status of Individual Land Ownership,’ an official statistics, from 2018. As another available domestic indicator, ‘Current Status of Individual House Ownership’ can be considered. As of 2017, the percentage of men who owned a house was 56.4% (7.512 million persons), and that of women was 42.4%. Although the percentage of men was about 1.29 times higher, the percentage of women owning a house is on a constant increase.
  
- ▶ **Indicator 5.a.2. (Including customary law) Proportion of countries where the legal framework guarantees women’s equal rights to land ownership and/or control:** A precise definition of this indicator is “The legal framework shall include special measures designed to guarantee women’s equal rights concerning ownership and control over land.” In Korea the right of property of all citizens is guaranteed under the article 23 of the Constitution, and there exist no discrimination by gender. Therefore, ‘equal rights’ in accessing to resources, which this indicator intends to achieve, are deemed to be already secured in Korea.

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**Target 5.b: Enhance the use of enabling technology, in particular, information and communications technology, to promote the empowerment of women:**

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- ▶ Information and communications technology nowadays is utilized in a great number of fields, such as marketing and banking, etc. Mobile phone, in particular, can improve access to information and financial services for residents in farming or remote areas. Positive utilization of such technology is a significant means to empower women.
- ▶ Currently, no official statistics of penetration rate of mobile phone is available. To determine current domestic status, 'Smartphone Ownership and Usage,' an item of content included in the <Survey on the Internet Usage> of Korea Internet Security Agency, that looks into the environment and usage patterns of internet and smartphone users, can be consulted. As of 2016, the ratio of owning a smartphone among men was 87.9% and that among women was 80.6%-the ratio is higher among men than women.

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**Target 5.b: Enhance the use of enabling technology, in particular, information and communications technology, to promote the empowerment of women:**

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- ▶ This indicator shows that government plays an important role in achieving policy results through the distribution of resources to supporting gender equality, and tries to measure government efforts to 1)trace and 2)make public the distribution and spending of the budget for gender equality throughout public finance management cycle.
- ▶ What is required for this indicator are not numbers in statistics but whether there exist a relevant system established. In Korea, we have the Gender Impact Analysis and Assessment Act (enacted Sep. 15, 2011), and the Framework Act on Gender Equality includes a relevant provision, article 16 (Gender Responsive Budgeting), as well as diverse legal grounds in the National Finance Act.

Road map for domestic implementation of SDG 5, the goals for gender equality

► For domestic implementation of SDG 5, the goals for gender equality, a road map consisting of 5-year units is recommended, under which the main task of the first 5 years will be building the infrastructure for implementation, the following 5 years will be focused on the implementation and empowerment for monitoring of implementation, and last 5 years is scheduled for monitoring and evaluation.

<Chart 1> Road Map for Implementation of SDG 5, the Goals for Gender Equality



Global implementation	<ul style="list-style-type: none"> <li>- The 6th IAEG-SDGs Meeting (Nov. '17): Data segmentation and definition</li> <li>- The 6th and the 7th HLPF (July '18 and '19): Review of each of SDGs 6,7,11,12,15/SDGs 4,8,10,13,16,17 separately and examination of VNR by nation</li> <li>- Holding of G20 Summit (End of Nov. '18): SDGs included in the discussion</li> <li>- Drawing up of the final proposal of IAEG-SDGs (Sept. '19): Examination of additional data (End of '17), hosting of an open consultation (End of '18, etc.)</li> <li>- Development of Tier III indicators (until 2020): Completion, complementation and elaboration of methodology, and data collection, etc.</li> </ul>	<ul style="list-style-type: none"> <li>- Five-yearly examination of SDGs implementation and establishment of future plans on the UN or international community level (continued)</li> <li>- High-level International Forum (continued) G20 Summit and HLPF</li> <li>- Follow-up discussion of the final proposal of IAEG-SDGs concerning indicators (continued)</li> </ul>	<ul style="list-style-type: none"> <li>- Five-yearly examination of SDGs implementation and establishment of future plans on the UN or international community level (continued)</li> <li>- High-level International Forum (continued) G20 Summit and HLPF</li> <li>- Follow-up discussion of the final proposal of IAEG-SDGs concerning indicators (continued)</li> </ul>
	<p style="text-align: center;"><b>&lt;Building of infrastructure for implementation&gt;</b></p> <ul style="list-style-type: none"> <li>- Establishment of a work group (subcommittee) of gender equality</li> <li>- Interpretation of each target</li> <li>- Mapping of indicators and development of alternative indicators for domestic implementation</li> <li>- Updating of global discussions</li> <li>- After examination of the 1st implementation by Sept. 2019, establishment of future plans for the next four years</li> </ul>	<p style="text-align: center;"><b>&lt;Implementation, and empowerment for implementation and monitoring&gt;</b></p> <ul style="list-style-type: none"> <li>- Updating of discussions of global implementation of gender equality goals</li> <li>- Study of overseas examples of benchmarking and monitoring</li> <li>- Education and training for implementation of gender equality goals</li> </ul>	<p style="text-align: center;"><b>&lt;Monitoring and evaluation&gt;</b></p> <ul style="list-style-type: none"> <li>- Monitoring and evaluation of the implementation rate of gender equality goals</li> </ul>