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A Study for the Systematic Operation of Gender Equality Training

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Contents

| | |
|---|----|
| I. Introduction | 1 |
| 1. Purpose of the Study | 1 |
| 2. Research Contents | 2 |
| 3. Research Methods | 4 |
| II. Main Findings | 5 |
| 1. Concept of Gender Equality Training | 5 |
| 2. Institutional Systems for Gender Equality Training and their Implementation | 7 |
| 3. Analysis on Gender Equality Training from the Participants' Perspective | 12 |
| 4. A Review of Measures for Improving Gender Equality Training | 24 |
| III. Policy Suggestions | 32 |
| References | 38 |

Tables

| | | |
|-----------|---|---------|
| 〈Table 1〉 | Directions for Improving Gender Equality Training | · · 32 |
| 〈Table 2〉 | Summary of Proposed Targets of Gender Equality Training Programs by Type | 33 |
| 〈Table 3〉 | Revisions to the Gender Equality Training System | ···· 34 |
| 〈Table 4〉 | Revisions to the Gender Sensitivity Training System | · 35 |
| 〈Table 5〉 | Revisions to the Violence Prevention Training System | · 36 |

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I . Introduction

1. Purpose of the Study

One of the key aspects of gender equality policy is the promotion of gender egalitarianism and awareness among the public, with gender equality training being one of the most useful policy measures to achieve this goal. Based on this recognition, gender equality training has widely been expanded in various policy areas. Although there is a common goal of promoting gender egalitarianism among the public, the policy on gender equality training in Korea has been implemented in a segmented manner without comprehensive consideration of policy and institutional systems. Accordingly, this study attempts to critically consider the limitations of the current gender equality training system and its operation from the perspective and framework of the overall gender equality policy, and to propose institutional measures for gender equality training that can reduce learning fatigue while guaranteeing the

effectiveness and quality of training.

2. Research Contents

The study is organized around two main axes. The first axis is to diagnose the present reality of gender equality training, and the second axis is to develop improvement measures for the gender equality training system based on the diagnosis. According to this framework, this study focused on the following contents:

First, we reviewed the concepts and definitions of gender equality training and relevant learning theories. Notably, various definitions of gender equality training in Korea and global society were reviewed, and at the same time, the scope and characteristics of the concepts of gender equality training were examined.

Second, we looked into the current conditions of institutional systems on gender equality training and its implementation. Categories of gender equality education conducted for the general Korean public according to the national policies are gender equality training, violence prevention training, and gender sensitivity training, with each of these categories having been developed through different contexts and institutional backgrounds under the relevant national policy. This study examined the institutionalization process of gender equality training while comparing different training fields from an educational perspective, focusing on training contents, target groups of training, training methods, etc. and contemplating the limitations of the existing institutional system. In addition, we looked at the implementation status of gender equality training. First, outcomes of gender equality training were reviewed using a variety of secondary data, and at the same time, an overview of the

program contents for gender equality training and learning topics was made based on the recognition of the importance of training contents in gender equality training.

Third, we attempted to discern the status of implementation in education settings that cannot be understood based on the current conditions of the institutional system on gender equality training. In particular, the study looked at whether the purpose and intention of the gender equality training system were fully expressed in training settings, what were the problems and difficulties in the implementation process, how gender equality training was considered in training settings, and which improvements were demanded. As the scope of the target groups for gender equality training and policy spectrum in the study was quite broad, we intended to review them from diversified perspectives including those of learners, instructors, and educational facilitators to identify the status of operation of gender equality training comprehensively from various angles.

Fourth, systematic consideration was made for a new design of the gender equality training system and policy. First of all, limitations and loopholes in the current system were examined in light of the status of the operation of gender equality training, and we attempted to identify avenues for revisions and alternatives to improve them. In this process, opinions of experts in various fields related to gender equality training were collected for systematic analysis using objective methods. Notably, we aimed to understand the actual conditions of gender equality training and develop improvement measures from an educational perspective, focusing on training purposes, contents, and methods as well as the training targets, qualifications of instructors, etc.

Fifth, possible improvements for the systematic operation of gender

equality training were proposed based on the analysis results. This study intended to derive realistic issues of gender equality training and possible improvements for the training system under the recognition that the limitations of the system and loopholes of its operation are based on the segmented institutional design. Possibilities of the redesign of gender equality training led by the government were discussed through literature analysis and collection of opinions from diverse interested parties and experts, and a variety of improvement measures were laid out. The relevant legal structure, which is the most fundamental hindrance to the improvement of gender equality training, was examined and, as a result, possible ways for facilitation of gender equality training were proposed regarding training contents and methods as well as instructor management.

3. Research Methods

To accomplish the purpose of the research, a variety of research methods were used including literature review, focus group interview (FGI), Delphi survey with experts, and consultative meetings (including written consultation).

Various domestic and foreign literature on the concepts of gender equality training were reviewed for consideration from the perspective of learning theory. To clearly understand the limitations of gender equality training, the institutionalization process of gender equality training as well as the contents and limitations under the current system were examined in terms of training purpose, training targets, training methods, instructors and operation management; the status of implementation of different types of gender equality training was

observed; and the composition of contents was considered to assess whether the training contents were appropriate for the training purpose, targets, etc. The actual conditions of gender equality training, which can hardly be understood through literature review alone, were examined in education settings.

To reflect the viewpoints of a variety of groups on gender equality education, focus group interviews were carried out on learners, instructors, training managers, and local policy facilitators. Interviewees comprised 46 individuals in 11 groups from private, public, and government sectors, reflecting the broad spectrum of training targets. A Delphi survey with experts (20 persons) was also conducted to gather professional opinions on various aspects of gender quality training policy and possible improvements. The survey was attempted to understand the reviews of experts on the design of the current gender equality training system and to develop their consensus on the improvement of the system. Lastly, four consultative meetings were organized to examine the direction, contents and results of the study and to listen to experts' counsel.

II. Main Findings

1. Concept of Gender Equality Training

Upon examining domestic and foreign theories on the concept of gender equality training, we found the following characteristics:

First, the ultimate purpose of gender equality training is the accomplishment of a society based on gender equality, and gender equality training is considered to be the strategic means to realize this purpose. The domestic definition and the definition by international

organizations consistently held ‘achievement of the society based on gender equality’ as the final goal of the training. This means that gender equality training is considered a means for promoting and achieving gender equality in our society rather than as an educational subject in itself. Thus, gender equality training is positioned as a part or sub-item of the higher objective of promoting gender equality.

Second, the concepts of change and transformation are heavily emphasized in order to realize the above goal. Researchers stress that gender equality training should not just aim at accumulation of knowledge or information, but should be offered to bring changes, however small they are. These changes largely signify changes at the individual level as well as at the level of institutional systems, and can encompass changes on these levels as well as multiple layers of social changes as suggested in *UN Women* (Ferguson, 2019:16). From another perspective, change and transformation can be seen as the output and outcome of gender equality training.

Third, gender equality training covers a vast extent and various categories. In fact, the five types of gender equality training presented in *UN Women* (Leghari & Wretblad, 2016) cover virtually all types of gender-related training. In consideration of the changes in the awareness and attitude toward the achievement of the society based on gender equality, domestic studies also define gender equality training as a concept that incorporates violence prevention training, gender sensitivity training, and sex education. *UN Women* (Leghari & Wretblad, 2016:16) even includes women’s vocational training as a part of gender equality training, showing a much wider scope. Not only the scope of contents but also the scope of learning are very broad. Gender equality training as a ‘transformative process’ as defined by UN Women (Ferguson, 2019)

is related to Mezirow's transformative learning and the consideration of gender equality training as 'change in life' in some domestic studies expands the scope of gender equality training to that of informal learning. In this context, gender equality training cannot be limited to specific topics, scopes, means, or targets, and may instead be defined as 'all kinds of learning attempted for the purpose of promoting gender equality.'

2. Institutional Systems for Gender Equality Training and their Implementation

Concerning the institutional systems relevant to gender equality training, system designs of different types of training were compared in terms of implementation system, training purpose, training contents, training methods, management system, and training of instructors. Furthermore, the limitations of current systems were examined. In addition, our study looked into the conditions of implementation of different types of training, and examined the contents of each type of training presented on the institutional level to discern the composition of contents for gender equality training. The details can be summarized as follows:

First, gender equality training led by the government is implemented separately according to the types of training based on different laws and development processes. Violence prevention training, which is offered in an integrated way at present, is based on four separate applicable acts that respectively regulate sexual harassment prevention training, sex trafficking prevention training, sexual violence prevention training, and domestic violence prevention training. Regulation by separate laws according to the types and characteristics of training may be appropriate

considering the characteristics of education settings and the effectiveness of training. However, the regulations by each act appear to result in large disparities in institutional systems depending on the type of training, and the lack of a consistent direction and relevant basis in the larger framework of gender equality training led by the government hinders the implementation of gender equality training under a more systematic policy.

Second, we identified instances where the purpose of gender equality training was not properly described or completely absent. In the case of violence prevention training, a rather obscure expression of “cultivation of healthy gender values” is repeatedly used in the prevention training against sexual harassment, sex trafficking, and sexual violence; this appears to need reconsideration. Concerning legal provisions on violence prevention training, they include some abstract concepts and terms. For example, expressions such as “healthy attitude towards sex and gender culture,” and “other matters necessary for enhancing healthier values toward sex and the prevention of sex trafficking” are used in the content for sex trafficking prevention training, while expressions like “healthy sexual awareness” and “healthy sexual values” repeatedly appear in sexual violence prevention training. Also, expressions including “matters concerning leading a normal domestic life, and maintaining and developing relationships among family members” and “other matters necessary to promote a sound value system for a normal domestic life” are used in relation to domestic violence prevention training. In addition, the effect of sexual harassment prevention training is described as “creation of an organizational culture of caring for others” - which diminishes the issue of sexual harassment to the level of consideration of others and risks equating the issue with the problem of workplace

bullying – and this requires reconsideration. Gender sensitivity training is described highly extensively using the expression of “promotion of the ability to perceive impact of various laws, policies, customs, institutional systems, etc. in all areas of society on women and men.” Gender equality training is described with the expression “promotion of gender egalitarianism,” indicating a de facto absence of a definite purpose of the training.

Third, it appears that training contents are not properly applied for different types of training, and sometimes the specified training contents are not sufficiently explored. In violence prevention training, the concepts of and legal provisions on gender-based violence are sufficiently addressed, while there are insufficient contents on the fundamental power relationship based on gender inequality, the social structure based on gender discrimination, gender sensitivity, etc. Integrated training from a gender equality perspective has been carried out since 2014, but most of the contents are still related to legal provisions and handling of cases without sufficient connection to the reality of gender violence and the social structure based on gender inequality. In prevention training against sex trafficking, sexual violence, and domestic violence, contents on the improvement in the awareness of individuals and social culture are included in the respective enforcement decree, although briefly. However, in the case of sexual harassment prevention training, only the contents on legal provisions and handling of cases are specified. Regarding gender sensitivity training, the enforcement decree specified contents on the enhancement of competency for gender sensitivity in general, such as gender relevance of policies, understanding of legal provisions and policies related to gender equality, and understanding of society and culture based on gender equality, but the training contents

appear to fail to cover these issues properly.

Fourth, it is questionable whether the targets for compulsory training have been designated appropriately. At present, violence prevention training has the broadest designated targets for compulsory training. Most of the training programs target state and local government workers and public organization employees, but in the case of students, different programs are offered to different targets in terms of school levels. Considering the reality of gender violence in our society, sexual harassment prevention training is required for teenagers who are frequently exposed to hate speech, while domestic violence prevention training is needed at daycare centers and kindergartens in view of increasing instances of child abuse. In the case of sex trafficking prevention training, college students are excluded although it is likely to be more effective to target college students. Meanwhile, it appears that the revised Framework Act on Education suggests the responsibility of university presidents to offer gender equality training, but no efforts seem to be made to obligate gender equality training for university students.

Fifth, revisions should be made regarding the incongruence between the title and targets of gender sensitivity training. Gender sensitivity training as part of job training for all government workers is lacking, whereas gender sensitivity training as part of basic training is actually not differentiated from gender equality training in terms of content. However, the term ‘gender sensitivity training’ is largely understood to target government workers, and this deserves to be pointed out. In Korea, the target of gender sensitivity training has been limited to government workers, and thus the training is considered the gender equality training for government workers. This is seen to limit the meaning of gender

sensitivity training in a certain way.

Sixth, implementation standards and management systems have not been systematically established for some types of compulsory training. Gender sensitivity training is required for government workers, but there are no criteria for how much training should be offered. It is hard to stimulate on-site training due to the lack of specification for training hours and implementation standards, and this is likely to reduce the effect of gender sensitivity training. This tendency can also be found in gender equality training. Currently, gender equality training is compulsory for students, but it is simply specified as the school heads' responsibility without any specific details. However, the newly revised Framework Act on Education requires compliance with “the guidelines set by the Minister of Education,” and as its implementation started early this year, there is a possibility for the development of detailed guidelines in the future.

There is also a similar problem with the management system. Violence prevention training is carried out under the violence prevention policy and according to a relevant management system, but concerning gender sensitivity training and gender equality training, it remains unclear whether training is actually implemented at all. In schools, the recent revision opens the possibility of establishing the management system through guidelines in the future. However, regarding gender sensitivity training, institutional efforts to support the revised provisions, which expanded the target of training to all government workers in 2018, does not appear to have been actively implemented. To promote actual implementation of these training programs, it is necessary to present the implementation standards for the training first and then develop management measures accordingly.

Seventh, the process of professional instructor training on the central level seems to have been developed systematically under appropriate standards for training process, monitoring, etc., but the biggest loophole seems to be the lack of an independent category of professional gender sensitivity training instructors. To guarantee the expertise in gender sensitivity training and to cultivate the competency for gender sensitivity among government workers, training and retention of professional gender sensitivity instructors are essential, even if they may be limited in number. In addition, it is necessary to examine how fully these training programs targeting various groups are being learned. In the training process of professional instructors, they need to be instilled with the expertise needed for customized training targeting diversified groups, in addition to the analysis of these groups.

3. Analysis on Gender Equality Training from the Participants' Perspective

1) Issues from the Learners' Perspective

Focus group interviews were conducted with learners to identify the methods and contents of gender equality training from their perspective and to examine how they feel about the training they received. The findings are summarized as follows:

First, the outcomes of the training taken by the participants of the interview for the last four years indicate that there are clear differences between the types of training for different organizations according to the scope of compulsory training, and in most cases, required training hours are properly observed. Learners in private companies receive sexual harassment prevention training and those in public organizations and

government-owned companies receive integrated training, while those in central government ministries and local governments receive most types of training except sex trafficking prevention training and domestic violence prevention training.

Second, concerning the operation methods of gender equality training by organizations to where the FGI participants belong, they carried out various face-to-face training programs such as collective training for all employees, small group training, and training for specific divisions and ranks in 2019 before the COVID-19 pandemic. Since 2020, all the FGI participants received gender equality training online, and there has been no reversion to face-to-face training. Online training was mostly conducted using online training sites that allow learners to take part in the programs individually.

Third, as gender equality training is being offered online, we confirmed that the level of participation by learners has markedly decreased. Work is prioritized over training and taking the training is considered negligence of duty, leading participants to simply click on the training video without concentrating on the contents of the training. Therefore, all learners who participated in the interview demanded a return to face-to-face training for the effectiveness of gender equality training.

Fourth, learners called for training based on discussions with instructors and colleagues rather than taking online training programs individually or passively by listening to one-sided lectures. The interviewed learners suggest small group training or role-playing training methods that take into consideration the characteristics of participants including their ranks, tasks, and gender, which will enable active discussion and participation.

Fifth, the negative opinions of the learners who participated in this study's FGI show that the same contents are being repeated each year and that they are difficult and uninteresting. Some participants found the training interesting but superficial and others found certain contents too provocative that they felt uncomfortable or felt as if they were being sexually harassed.

Sixth, the main contents of sexual harassment prevention training retained by learners were those with information centered on cases and handling processes (punishment). Thus, after going through true or false quiz questions without explanation or understanding of gender violence, they simply retain instructions such as 'avoid body contact,' 'do not compliment people for their looks,' and 'be careful about your words and actions,' and this reinforces the Pence rule that leads men to avoid anything to do with women including speaking to them.

Seventh, content is insufficient for the promotion of gender egalitarianism or gender sensitivity in general, and gender sensitivity training was not properly conducted for government workers. There are high interconnections among different types of gender-based violence including sexual harassment, sexual violence, sex trafficking, and domestic violence. However, companies are only focused on sexual harassment prevention training that is required by law, and understanding of gender-based violence and gender sensitivity is not included in the contents of training at public organizations, government-owned companies, ministries, and local governments, either.

Eighth, as training tends to concentrate on the determination of sexual harassment and sexual violence cases, there is less focus on their causes from the viewpoints of witnesses, interested parties, etc., handling processes, and details related to secondary victimization. Ultimately, the

emphasis should be put on contents that can resolve misconceptions and help internalize gender egalitarianism through in-depth training on gender conflicts and gender inequality, and this suggests the necessity of specialized in-depth training for different targets and step-by-step gender equality training.

Ninth, the promotion of expertise and quality of training should be pursued by strengthening the requirements for instructors. FGI participants tended to prefer lawyers experienced in sex offense cases or field experts who provide counsel and support to relevant victims. There are suggestions on the support for small companies that assign their employees as instructors due to financial problems, training of in-company instructors suitable for the characteristics of organizations, and assignment of exclusive instructors for specific organizations.

Lastly, some have called for incentive support that exempts training in the following year if the quiz or test results are above a certain level to reduce learning fatigue, development of step-by-step training contents based on employment tenure, mandatory gender equality training for employers and additional training for certain job categories such as sales personnel.

2) Issues from the Perspective of Training Facilitators

The experiences and perception of gender equality training by training managers in central and local governments, public organizations, and private companies can be summarized as follows:

First, gender equality training was carried out with a focus on legally required training in all organizations to which participants belonged. Central and local governments conducted violence prevention training

and gender sensitivity training, while government-owned companies and public organizations administered violence prevention training and private companies offered workplace sexual harassment prevention training. Training hours were maintained at levels that observed legal requirements.

Second, gender equality training in central and local governments where FGI participants worked was conducted by separate divisions according to the types of training. Gender equality training was carried out by the gender equality policy officer or women's policy division, violence prevention training was implemented by divisions that deal with women's rights, and gender sensitivity training was conducted by divisions related to gender mainstreaming; the cooperation between these divisions was limited to the coordination of training schedules.

Third, concerning the training methods, whereas face-to-face collective training had been pursued in principle before the COVID-19 pandemic, this was mostly replaced by online training after the spread of the virus. Face-to-face training was usually held in public organizations by inviting outside instructors, but in private companies, personnel management officers served as instructors or carried out training based on video materials. In the case of online training, some organizations conducted real-time training but in most workplaces, employees were instructed to passively watch instructional videos.

Fourth, gender equality training is conducted using the same contents and methods on all members of public organizations and private companies, except high-ranking officials, new employees, and grievance counselors who are required to take separate training or practical training for gender impact assessment and gender sensitivity budgeting.

Fifth, training managers recognized that the current gender equality training was conducted perfunctorily and repetitively, increasing learning fatigue and having little meaningful effect. Notably, training managers in the public sector where longer training hours are required by law reported high learning fatigue and animosity toward gender equality training in the workplace, and indicated the necessity to reduce repetitive training and learning fatigue by improving training contents, training hours, and the management system. More specifically, they proposed the reduction of training hours for violence prevention training, exclusion of training with little relevance to public organizations (domestic violence, sex trafficking), and diversification of training contents repetitively used every year according to learners' lengths of employment and ranks by introducing step-by-step training.

Concerning gender sensitivity training, it is considered to be similar to gender awareness training or violence prevention training, but is found to elicit higher learning fatigue and resistance, though not being actively implemented as violence prevention training. In relation to these problems, interview participants say that specific targets and contents of gender sensitivity training should be more clearly defined in the future, and it is necessary to further divide gender sensitivity training, which is currently emphasizing promotion of gender sensitivity and fostering a gender-equal culture, into gender awareness training and gender sensitivity policy training and strengthen gender mainstreaming training to reveal the purpose and characteristics of training more clearly.

In the case of the prevention training against workplace sexual harassment, there was higher dissatisfaction with perfunctory and repetitive training than with learning fatigue. Legally required training contents focus on the concepts and cases of sexual harassment, legal

provisions, handling procedures, etc., and thus tend to be repetitive without much change. In relation to this, training managers in private companies comment that knowledge on sexual harassment does not guarantee an understanding of gender equality or gender-discriminatory social structures, and called for prevention training against workplace sexual harassment that includes training for the improvement of gender sensitivity and more opportunities to receive a wider variety of gender equality training programs in the private sector. In addition, considering the importance of executives' interest and willingness for effective workplace sexual harassment training in private companies, they felt that policy support is needed for the promotion of gender egalitarianism among company executives.

Sixth, we found that the resistance to feminism and gender equality training is actively being expressed in the training operation process, especially in the public sector, thus presenting major difficulties for training managers. In this connection, interview participants suggest the implementation of gender equality training through the National Human Resources Development Institute that supervises overall training for government workers, rather than through the women's policy divisions to reduce resistance and improve the effectiveness of training.

Seventh, we identified a demand for support related to the difficulties in the implementation of gender equality training. More specifically, there have been suggestions for contents development and recruitment of instructors following the introduction of compulsory training for high-ranking officials, expansion of relevant training course following the introduction of compulsory training for grievance counselors, and strengthened support for training managers including prior training and consulting support.

3) Issues from the Perspective of Professional Instructors

Experiences and perceptions regarding gender equality training among professional instructors who deliver gender equality training for government workers and employees of public organizations and private companies can be summarized as follows:

First, concerning job availability, they face little difficulty in finding jobs as instructors because a majority of them have worked as instructors for long, belong to relevant associations, and have steady jobs. However, in the case of instructors of gender sensitivity training or gender equality training that is less in demand than violence prevention training or workplace sexual harassment prevention training, some instructors have had to persuade organizations to initiate training. In particular, new instructors were found to experience difficulty in entering the training jobs and thus, have had to find organizations where they could offer training on their own.

Second, the operation of trainings was usually handled by instructors, who organized them based on the standard training plans while including contents they focused on and adding other contents as requested from the host organization. However, according to interview participants, more organizations are requesting specific contents or cases recently, and some appear to provide training plans they developed for instructors to follow.

Third, training hours by type of training program were four hours per year for violence prevention training, one hour per year for gender sensitivity training targeting government workers, and one hour each for gender equality training and workplace sexual harassment prevention training. With regard to violence prevention training, organizations tended to fail to observe training hours after the implementation of

integrated training.

Fourth, concerning training methods, the spread of online training after the COVID-19 pandemic appears to have diminished the effectiveness of training. Violence prevention training and workplace sexual harassment prevention training are managed with a focus on the completion rate, so organizations and training managers appear to prefer online training which is ‘much easier and cheaper,’ and this leads to training operation that merely ‘fulfills legal requirements by turning on the instructional video.’

Fifth, according to the instructors, violence prevention training after being conducted as integrated training is overly focused on sexual harassment / violence prevention training or general introduction (gender sensitivity), such that detailed contents of different areas are not given sufficient attention - with the end result of such training turning into gender sensitivity training. Concerning gender sensitivity training, its target has been broadened to all government workers but the contents remain rudimentary gender sensitivity training, without the development of contents specialized for government workers. Gender equality training also appears to be provided based on ‘free’ interpretation according to the interests of different training settings due to the lack of specialized contents as in the case of parent training or character education. In the case of workplace sexual harassment prevention training, repetitive training on the concept of sexual harassment, legal provisions, internal handling procedures is made with instructors merely adding the newest cases and useful tips for dealing with issues based on their own judgment. Such training centered on the handling of cases and issues tends to be preferred and strengthened recently, with the emergence of sexual harassment issues within various organizations.

Sixth, we noticed an awareness of problems in the current training process for integrated training instructors. Some instructors fail to deliver sex trafficking prevention training or domestic violence prevention training even after obtaining the integrated training instructor license, and in relation to this, there were comments about the problem of blind spots in training and the problem of instructors who are competent in some areas but not sufficiently competent in others. Interview participants commented that these problems arise because implementing training courses - which previously took four to five years - within just a year prevents instructors from fully internalizing the contents.

Some participants felt that the emphasis of the current integrated instructor training process on producing basic-level instructors leads to the lack of specialized instructors who can meet the demands of diversified training targets and training settings. In this regard, they proposed the development of specialized instructors for different target groups, such as high-ranking officials, farming and fishing villages, and private companies, among instructors with a certain amount of experience.

It was also mentioned that the current instructor training process is inaccessible for experts with steady jobs like labor attorneys and lawyers. In relation to this problem, participants suggest that it is necessary to lower the qualifications required for instructors in the case of experts with relevant experience and other official qualifications through a special appointment process or a short-term training course and to provide continued support for the development of instructors' competency.

Seventh, discussions were held regarding the problem of instructors lacking gender perspective or the ability to develop their own training

curricula. The interview participants commented that such discrepancies among instructors are caused by indiscriminate issuance of instructor licenses in the private sector as well as the lack of sufficient competency development for instructors within the current integrated training process. In relation to this, they proposed the reinforcement of instructor competency through introducing personalized competency development program according to the qualification levels of instructors and strengthened in-service training as well as the development of an instructor qualification management system led by the Korean Institute for Gender Equality Promotion and Education.

Eighth, experts called for strengthened management and supervision by the Ministry of Employment and Labor and promotion of supervisors' gender sensitivity. According to the participants, workplace sexual harassment prevention training is usually conducted as part of marketing efforts in insurance companies and consulting companies in the private sector, with not much supervision by the ministry. With regard to this, one participant commented that most supervisors at the ministry lack gender sensitivity, and proposed the development of policy support to promote their gender sensitivity for better implementation of workplace sexual harassment prevention training.

Finally, concerning the future direction for the implementation of gender equality training, the participants felt that gender equality training currently being carried out with a focus on the public sector should be expanded to the general public including those in private companies; and to this end, called for the development of training contents and methods suitable for different life cycle stages.

4) Issues from the Perspective of Training Managers at Local Gender Equality Centers

Experiences and perceptions regarding gender equality training among training managers at local gender equality centers who conduct gender equality training for the public center and the general public at the local community level are summarized as follows:

First, gender equality training currently being carried out in local gender equality centers consists of gender sensitivity training targeting public servants and public organization employees in the local communities and gender sensitivity training targeting various types of local residents. According to the interviewees, although gender sensitivity training for public servants is legally required, they had to explain the need for the training and persuade organizations to implement the training constantly, with the exception of some organizations where responsible-minded divisions requested the training. For gender sensitivity policy training, they also needed to persuade responsible officers all the way from the process of target task selection. In relation to this, the participants called for the need to enhance the effectiveness of gender sensitivity training by tying it to evaluation systems such as the combined evaluation of local government, management evaluation indicators, and performance assessment for public servants, and by improving the management of contents either through integrated implementation with violence prevention training or providing a basic course on gender sensitivity and advanced courses on different policy areas separately.

Second, regarding gender sensitivity training for the general public, experts reported great difficulties in the exploration of targets and

contents for differentiation from other existing training programs. Concerning this problem, participants said that the planning and implementing of gender equality training were wholly at the discretion of individual organizations, as the purpose and guidelines of the local gender equality program were unclear and there is no standardized model. They suggested that, as the local gender equality training program covers a wide range of targets, the central government needs to develop training contents for different targets and training systems for instructors specialized in different targets and areas. They also proposed that, for better implementation of local gender equality training programs, a support system for management personnel should be established, including more staff, establishment of stable employment status, in addition to competency development, etc.

4. A Review of Measures for Improving Gender Equality Training

In establishing and implementing a gender equality training system, it is most important to arrive at a consensus regarding the goals of training, designating the training targets, and the training content / methodologies intended for each group. Thus, we consulted a panel of experts to derive a consensus regarding how to adequately assess the relevance of the gender equality training system and measures for improving the system.

1) Training Goals

Our panel of experts commented that the purported goal of gender equality training - 'strengthening awareness on the equality among both genders' - was vaguely defined, thus pointing to the need to specify and concretize training goals around achievement metrics. They also pointed

out that the expression ‘equality among both genders’ could be misconstrued as a quantitative, mechanistic sort of equality among men and women, recommending changing the wording to ‘gender equality.’ According to the 2nd round of the Delphi survey, the panel of experts voiced the need to further emphasize the logical connection and practical capacity regarding awareness of a discriminatory social structure and strengthening gender equality awareness. The final revision was worded as, ‘Instilling awareness of gender equality and practical capacity for furthering a gender-equal society.’

Regarding the goals of gender sensitivity training, our panel of experts commented that the goals outlined in Article 18 of the Framework Act on Gender Equality differed from the generally accepted definition in current gender sensitivity training. As this gives rise to much confusion in actual training, experts recommended renaming the current gender sensitivity training to ‘public servant competence training’ and to specify goals accordingly. Regarding the title of the training subjects, the panel of experts commented that it was unnecessary to limit the training only to public servants, as training could be administered to various other public sector workers. Regarding the training goals, as was the case with gender equality training, they voiced the need to emphasize practice. As a final revision, the title of gender sensitivity training was changed to ‘training for strengthening gender sensitivity competence’, with the stated goal of ‘Understanding Korea’s laws, institutions, and customs from a gender-sensitive perspective, and instilling the ability to apply such understanding in the implementation of policy.’

Regarding integrated training for violence prevention, the panel of experts voiced the need to set training goals that recognize how the violence mentioned in the training refers to gender-based violence, which

stems from social and structural contexts, while also emphasizing instilling practical capacity. They also pointed out that expressions such as ‘healthy values’ and ‘strengthening proper awareness,’ as stated in the training goals, were excessively vague.

Furthermore, regarding the goals of domestic violence prevention training, experts called for reflecting violence that occurs among family and acquaintances. In view of this, the wording of the goal of integrated training for violence prevention was revised to “Understanding the contexts of gender-based violence that may occur within various spheres, and instilling the preventative capacity to address and eliminate violence.” The goal of sexual harassment prevention training was revised to “Understanding the concept of sexual harassment and how it structurally occurs from the perspective of gender equality, and instilling the preventative capacity to address and eliminate sexual harassment,” while that for sex trafficking prevention training was revised to “Understanding the concept of sex trafficking and how it structurally occurs, and strengthening gender equality awareness so as to instill the will and practical capacity to establish a culture against sex trafficking.” The goal of domestic violence prevention training was revised to “Understanding the unequal gender relations structure that underlies familial relationships, and instilling the capacity to address and prevent domestic violence”, while that for sexual violence prevention training was revised to “Understanding the concept of sexual violence and how it structurally occurs, and instilling the capacity to address sexual violence and the preventative capacity to stop sexual violence.”

2) Training Contents

Regarding the contents of gender equality training, experts recommended concretizing the contents to focus on effecting attitudinal changes in learners, while also adding materials related to understanding unequal / discriminatory gender power relations and practical instructions about gender sensitivity and gender equality. Regarding the contents of gender sensitivity training, experts pointed out that the differences between gender equality training and gender sensitivity training were not well-defined, pointing to the need to add instructional content aimed at strengthening gender sensitivity among public servants. Finally, with regards to the contents of violence prevention training, our panel of experts commented that whereas the ultimate purpose of such training was prevention, the current instructional content was focused on ‘after-the-fact measures.’ They pointed to the need to add instructional content regarding the gender-discriminatory culture and social structures that give rise to sexual harassment, sex trafficking, domestic violence, and sexual violence, as well as content for preventing secondary victimization. Experts also pointed out the inadequacy of expressions such as ‘healthy’ and ‘normal’ as mentioned in domestic violence prevention and sexual violence prevention training.

Furthermore, we looked into key instructional content that needed to be addressed in each type of gender equality training. In conclusion, we derived several common content elements such as ‘critical understanding of stereotypical gender roles,’ ‘awareness of gender-discriminatory culture and social structures,’ ‘understanding of equal gender relations,’ ‘understanding of gender equality and human rights,’ and ‘willingness to practice gender equality.’ We also established the validity of providing gender equality training as a common or ‘core’ element of all types of

gender equality training. We finalized the revision to the specialized instructional content for each type of violence prevention training as follows: ‘case studies of building gender-equal organizational culture,’ ‘the concept of sexual harassment and how it structurally occurs,’ ‘laws and regulations regarding sexual harassment, and response measures,’ ‘supporting victims of sex trafficking and the prevention of secondary victimization,’ and ‘various case studies for the elimination of sex trafficking.’ We also found that ‘the concept of sexual violence and why it occurs,’ ‘laws and regulations regarding sexual violence, and response measures,’ ‘supporting victims of sexual violence and the prevention of secondary victimization,’ ‘policies and practical case studies for the prevention of sexual violence,’ and ‘types of digital sexual violence and response measures’ as valid specialized instructional content for sexual violence prevention training. Finally, we finalized the revision to include ‘concept of domestic violence and why it occurs,’ ‘laws and regulations regarding domestic violence, and legal penalties,’ ‘supporting victims of domestic violence and the prevention of secondary victimization,’ ‘case studies for the prevention of domestic violence and fostering a gender-equal familial culture,’ and ‘the various types of domestic violence that occurs within familial relations, with case studies’ as the specialized instructional content for domestic violence prevention training.

3) Scope of Compulsory Learners

Our panel of experts found the scope of compulsory learners being targeted by each type of gender equality training inadequate. Analyzing expert opinions gathered through open-ended questions, we found that their views were varied. As such, in our finalized revision we designated

students of all ages from pre-school to university to receive compulsory training on gender equality and sexual violence prevention, while also making it compulsory for public servants working in central / regional governments, other public organization workers, and employers to receive training on gender equality and sexual violence prevention. We suggested that gender sensitivity training be compulsory only for public servants working in central / regional governments and other public organization workers. Domestic violence prevention training is to be compulsory for students of all ages (except preschoolers), public servants working in central / regional governments, and other public organization workers. Sex trafficking prevention training is to be compulsory for middle school students or older, public servants working in central / regional governments, other public organization workers, and employers. Also, sexual harassment prevention training is to be compulsory for high school students or older, public servants working in central / regional governments, other public organization workers, and employers.

Furthermore, groups to be newly designated for compulsory training, for which at least 80% of the experts agreed, included those working in legal and medical professions in the case of training for sexual harassment prevention, sexual violence prevention, and gender equality. Experts also found that occupations working with young children should take compulsory training in gender equality and sexual violence prevention. In the case of training for sexual harassment prevention, sexual violence prevention, gender sensitivity, and gender equality, many experts felt that those most in need of compulsory training included ministers, organizational heads, and lawmakers.

4) Operation Method for Gender Equality Training

Assessing the validity of the training methods for each type of training as stipulated by current laws and regulations, our panel of experts found that overall methods were inadequate. However, aside from the need for stipulations regarding gender equality training, the experts were unable to arrive at a common consensus regarding methods. As such, we revised the recommendation for gender equality training to “although various methods may be applied depending on the characteristics of the learner, participatory (debates, workshops, etc.) and small-scale instruction are advised.” For gender sensitivity training and preventative training against sex trafficking, domestic violence, and sexual violence, we finalized the revision to read “while prioritizing, depending on the characteristics of the learner, face-to-face, participatory (debates, workshops, etc.), and small-group instruction, various instructional methods may be utilized depending on circumstances.” As sexual harassment training is currently based on ordinances under the ‘Act on Equal Employment and Support for Work-Family Reconciliation’ and the ‘Framework Act on Gender Equality,’ it was deemed appropriate to specify the instructional method to be stipulated for each. Respectively, they were revised as follows: “while prioritizing face-to-face, participatory, and small-group instruction, various forms of training including staff training, assemblies, meetings, Internet and other online methods may be used depending on workplace size and characteristics” and “while prioritizing, depending on the characteristics of the learner, face-to-face, participatory (debates, workshops, etc.), and small-group instruction, various instructional methods may be utilized depending on circumstances.”

Experts’ views were very varied with regard to the specific training hours for each type of gender training. Some felt that because too much

training was being provided in a repetitive manner, organizations should be able to autonomously determine training durations (beyond a certain mandatory number of hours). Others advised providing training twice a year with alternating instructional methods, and allotting at least twice the number of hours (relative to face-to-face instruction) if training was to be provided via online methods. As the result of the second round Delphi survey, consensus was maintained for “allotting at least 2 hours per session if administered in an integrated form” in the case of integrated training for violence prevention. Hours for other types of training were rejected and left for further discussion.

Regarding stipulated operational regulations, our panel of experts generally felt the need for systematic operation. In the case of gender equality training, for which no operational regulations are stipulated, experts called for stipulations on an item-by-item basis. As such, in our final revision, we found that regulations for all items were necessary for violence prevention training, gender sensitivity training, and gender equality training. Items included the following: ‘setting and implementing annual plans,’ ‘reporting results to the Ministry of Gender Equality and Family,’ ‘training professional instructors,’ ‘developing and disseminating training programs,’ ‘reviewing MoGEF measures,’ ‘additional measures for attached organizations,’ ‘reflecting findings on organizational assessments,’ ‘releasing results to the media,’ ‘notification of presidential decrees regarding the content and method of training,’ ‘designating consigned / support organizations,’ and ‘supporting intermediary organizations with instructional materials and personnel.’

III. Policy Suggestions

Based on these analysis results, we suggested possible measures to improve the systematic operation of gender equality training. In the study, it was argued that various gender-related training programs that the government implements need to be incorporated into a single institutional framework under a single purpose. However, the integration of gender equality training programs with a variety of different laws and institutional systems is not quite realistic; thus, measures aimed at enhancing the effectiveness of training within the current framework were suggested. Specifically, we reviewed the legal framework that presented the greatest obstacle to the improvement of the current gender equality training practices. From this, we derived various measures for promoting gender training, training including training contents and methods, as well as instructor-related policy. The key suggestions for improving gender equality training are as follows:

〈Table 1〉 Directions for Improving Gender Equality Training

1. Gender equality training is a general concept signifying gender-based training programs carried out by the government, and this indicates that all gender-based training programs should be implemented based on the perspective of gender equality.
2. The ultimate purpose of gender equality training is the accomplishment of a gender-equal society, and
3. The goals of gender equality training are 1) cultivation of gender egalitarianism among the public and 2) practice of gender-equal attitudes in daily life and society.
4. Gender sensitivity training should form the mandatory core of all gender equality training programs, and should be required for everyone subject to compulsory gender equality training.
5. Despite the premises mentioned above, there shall not be a separate training system for gender sensitivity training, and relevant training hours, methods, and management system shall be determined within individual compulsory training programs.
6. Regarding violence prevention training programs, the existing training system based on the four major types of violence and relevant regulations shall be abolished and an integrated platform for violence prevention training shall be established.

7. The target, hours, methods, and management system for violence prevention training shall be determined and operated within the integrated violence prevention training platform.
8. Target groups subject to violence prevention training shall be expanded.
9. 'Gender sensitivity training' shall be renamed as 'competency training for gender sensitivity' to reflect its intention and purpose.
10. Targets of competency training for gender sensitivity shall be expanded to public organizations.
11. Training hours for competency training for gender sensitivity shall be determined.
12. Management system for competency training for gender sensitivity shall be strengthened.

Based on such principles and directions, in this study, we propose the following institutional reform. First, we propose designating the targeted learners of compulsory training as follows:

〈Table 2〉 Summary of Proposed Targets of Gender Equality Training Programs by Type

| Targets of compulsory training | Current | | | | | | Revision plan | | | | | | Other | |
|---|---------------------|-----------------|-------------------|-----------------|-----------------------------|-----------------------------|---------------------|-----------------|-------------------|-----------------|-----------------------------|-----------------------------|-------|------------|
| | Violence prevention | | | | Gender perspective training | Gender sensitivity training | Violence prevention | | | | Gender perspective training | Gender sensitivity training | | |
| | Sexual harassment | Sex Trafficking | Domestic violence | Sexual violence | | | Sexual harassment | Sex Trafficking | Domestic violence | Sexual violence | | | | |
| Preschoolers | | | | ○ | | | | | | | ○ | | ○ | Yearly |
| Elementary school students | | | ○ | ○ | | | | | | ○ | ○ | | ○ | Yearly |
| Middle school students | | ○ | ○ | ○ | | | | | | ○ | ○ | | ○ | Yearly |
| High school students | | ○ | ○ | ○ | | | | | | ○ | ○ | | ○ | Yearly |
| College students | | | ○ | ○ | | | | | | ○ | ○ | | ○ | Yearly |
| National and local public servants | ○ | ○ | ○ | ○ | ○ | | | | | ○ | ○ | | ○ | Yearly |
| Employees of other public organizations | ○ | ○ | ○ | ○ | | | | | | ○ | ○ | | ○ | Yearly |
| Employers | ○ | | | | | | | | | ○ | ○ | | ○ | Yearly |
| Medical professionals | | | | | | | | | | ○ | | | ○ | Five years |
| Legal professionals | | | | | | | | | | ○ | | | ○ | Five years |

Second, we propose renaming the title of current gender equality training to ‘gender sensitivity training,’ and revising the training system as below:

〈Table 3〉 Revisions to the Gender Equality Training System

| | Current | Revision plan |
|--------------------------------|--|--|
| Title | Gender equality training | Gender sensitivity training |
| Applicable act | Article 36 of the Framework Act on Gender Equality | Article 36 of the Framework Act on Gender Equality |
| Aim | Promotion of gender egalitarianism | Cultivation of gender egalitarianism and practical competence to promote a society based on gender equality |
| Contents | Unspecified | Critical understanding of gender role stereotypes Awareness of gender discrimination in culture and social structure Understanding of equal gender relationships Understanding of gender equality and human rights Fostering willingness to practice gender equality |
| Targets of compulsory training | Unspecified | Preschoolers Elementary school students Middle school students High school students College students National and local government workers Employees of other public organizations Employers Medical professionals Legal professionals |
| Training hours | Unspecified | Implementation within violence prevention training and competency training for gender sensitivity |
| Training method | Unspecified | |
| Management system | Unspecified | Implementation within violence prevention training and competency training for gender sensitivity with separate specification of the support for training and education program for professional instructors |

Third, as the current gender sensitivity training programs require reinforcement of government workers' competency training regarding gender sensitivity, we propose changing the title of the training to 'competency training for gender sensitivity' and revising the training system as below:

〈Table 4〉 Revisions to the Gender Sensitivity Training System

| | Current | Revision plan |
|--------------------------------|---|---|
| Title | Gender sensitivity training | Competency training for gender sensitivity |
| Applicable act | Article 18 of the Framework Act on Gender Equality | Article 18 of the Framework Act on Gender Equality |
| Aim | Promotion of the ability to perceive impact of various laws, policies, customs, institutional systems, etc. in all areas of society on women and men | Understanding of laws, institutional systems, customs, etc. in our society from the gender sensitivity perspective and cultivation of the competence to apply the understanding to policy implementation |
| Contents | <ul style="list-style-type: none"> • Contents necessary for improvement of competency for gender sensitivity • Understanding of gender sensitivity perspective such as gender relevance of policies • Understanding of laws, policies and institutional systems related to gender equality • Understanding of gender-equal society and culture • Other contents acknowledged by heads of national or local government agencies to be necessary in relation to gender sensitivity | <ul style="list-style-type: none"> • Inclusion of contents on competency training for gender sensitivity (Article 22.2 of the Enforcement Decree of the Framework Act on Gender Equality) • Understanding of the concept of gender mainstreaming and related policies • Understanding and analysis of institutional systems related to gender sensitivity • Other contents acknowledged by heads of national or local government agencies to be necessary in relation to gender sensitivity |
| Targets of compulsory training | State and local government workers Employees of other public organizations | State and local government workers (separate training for employees of other public organizations, ministers, heads of organizations, lawmakers) |
| Training hours | Unspecified | Within a year after employment or promotion to a higher rank At least once every five years (two hours) |

| | Current | Revision plan |
|-------------------|--|---|
| Training methods | Lectures, audiovisual training, training using Internet webpages, etc. | Prioritizing face-to-face , participatory (debates, workshops, etc.), or small group training according to target groups, with utilization of various teaching methods depending on circumstances |
| Management system | Unspecified | Implementation on a similar level with violence prevention training |

Fourth, we suggested to introducing new legal provisions to integrate applicable legal provisions regarding the four major types of violence (sexual harassment, sex trafficking, domestic violence, sexual violence) and revising the training system accordingly as below:

〈Table 5〉 Revisions to the Violence Prevention Training System

| | Current | Revision plan |
|---|--|---|
| Applicable act | Article 30.2 of the Framework Act on Gender Equality | Article 30 of the Framework Act on Gender Equality or Article 19 of the Framework Act on Prevention of Violence against Women |
| Aim | Promotion of gender egalitarianism and fostering a safe society and culture | Understanding of gender-based violence that occurs in various spheres and fostering the ability to respond to or prevent violence |
| Contents | <ul style="list-style-type: none"> ※ Common training contents unspecified ※ Contents according to the four types of violence specified | <ul style="list-style-type: none"> Understanding of the mechanism of how gender-based violence occurs Understanding of sexual self-determination Understanding of sexuality (and gender-based violence) from the gender equality perspective |
| Operation of violence prevention training | Minimum of one hour training per year, for each of the four types of violence | <ul style="list-style-type: none"> Minimum of two hours every three years of separate training for each of the four types of violence applicable to individual groups Additional training suitable for the needs of individual organizations within the overall framework of violence prevention training |

| | Current | Revision plan |
|---|---|---|
| Targets of compulsory training and training hours | ※ Different contents for different groups ※ Yearly training hours Preschoolers: 1 hour Elementary school students: 2 hours Middle school students: 3 hours High school students: 3 hours College students: 2 hours Government workers: 4 hours Employees of public organizations: 4 hours | ※ Different contents for different groups ※ Yearly training hours Preschoolers: 1 hour Elementary school students: 2 hours Middle school students: 3 hours High school students: 3 hours College students: 4 hours Government workers: 4 hours Employees of public organizations: 4 hours Medical/legal professionals: 2 hours |
| Training methods | - Various methods such as lectures, audiovisual training, training using Internet webpages and face-to-face training | Prioritizing face-to-face , participatory (debates, workshops, etc.), or small group training according to target groups, with utilization of various teaching methods depending on circumstances |
| Management system | Different according to the four types of violence | Operation by integrating the existing management systems for the four types of violence |

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