

# **THE DEVELOPMENT OF EDUCATION**

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# **I . Educational System Meeting the Challenges of the 21st Century**

## **1. Major Reforms and Innovations to the Education System**

### **A. Organization, Structure, and Management of the Education System**

#### **1) The Organization of the Educational Administration**

The organization of the educational administration is separate from the general administration system. The educational administration in Korea is roughly classified into: the Ministry of Education, Science and Technology, 16 Municipal and Provincial Offices of Education, 182 Local Offices of Education, and schools.

##### **■ Ministry of Education, Science and Technology**

The ministry is in charge of all policies related to education and science at the national level. The Ministry of Education and Human Resources Development and the Ministry of Science and Technology were two independent departments up to 2007, but they have been integrated into the Ministry of Education, Science and Technology since the inauguration of President Lee in 2008. There are two vice-ministers under the Minister of Education and Science Technology each in charge of education and science. The minister receives instructions from the President and Prime Minister.<sup>1</sup>

##### **■ 16 Municipal and Provincial Offices of Education**

There are a total of 16 Municipal and Provincial Offices of Education nationwide. The superintendent of educational affairs who is elected by a local referendum and serves a 4 year term resides as the director of the offices. The offices establish and enforce elementary and secondary school related policies and supervise subordinate local offices of education and high schools in the corresponding region.

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<sup>1</sup> The Ministry of Education and Human Resources Development has been reorganized to the Ministry of Education, Science and Technology in 2008. This report will use the term Ministry of Education, Science and Technology to refer also to its predecessor for sake of uniformity.

#### ■ Local Offices of Education

There are a total of 182 Local Offices of Education under the 16 Municipal and Provincial Offices of Education. The local officer of education is appointed by the superintendent of educational affairs and heads the offices. These offices directly supervise elementary and middle schools.

#### ■ Schools

There are 5,813 elementary schools, 3,077 middle schools, 2,190 high schools, and a total of 11,080 schools across the nation up to date (2008).

## **2) School Ladder System**

The school ladder system, the backbone of the school education system, is a unified structure connecting different school levels. Korea has a single track 6-3-3-4 system. The system's main track includes six years of elementary school, three years of middle school, three years of high school, and four years of university education. The higher education institutions consist of four-year universities and two- or three-year junior colleges.

The school ladder system has undergone several changes in the past. The first system proposed by the Education Law was promulgated in 1949 upon a 6-4-2-4 system. It consisted of six years of elementary school, four years of middle school, and double tracks at the high school level two- and four-year tracks. In the first revision of the school ladder system that shortly followed in 1950, the high school level was unified into a single three-year track. The second revision in 1951 lowered the number of middle school years to three and a 6-3-3-4 system has been the basic track ever since. In sum, Korea's school ladder system has preserved the original form of its single-track system and such a system has played a great role in increasing educational opportunity. The School enrollment ratio for the year 2008 stands at 99% for elementary school, 93.2% for middle school, 90% for high school, and 70.5% for higher education. These numbers demonstrate the continued expansion of elementary-secondary education and access to higher education.

## B. Objectives of Education at each School Level

### ■ The General Curriculum Direction

The objective of Korea's education is aimed at fostering independent, creative citizens who are able to lead the globalization and information age of the 21st century. Based upon this general curriculum direction, the curriculum will encourage ① comprehensive basic education, ② extensive education aimed at developing self-initiative, ③ practice of education centered on the student, and ④ autonomy of the local area and schools.

〈Table 1-2-1〉 General Curriculum Direction

General Direction	fostering independent, creative citizens who are able to lead the globalization and information age of the 21st century
Objective	comprehensive basic education fostering sound values and creativity
Content	developing self-initiative in order to adapt to globalization and the information age
Management	practice of education centered on the student's abilities, aptitude, and career course
System	autonomy of the local area and schools in organizing and managing curriculum

### ■ Objectives of Education at each School Level

The objectives of Education at each school level are as follows.

#### 1) Elementary School

Elementary school education puts emphasis on helping students acquire basic abilities, and habits essential for learning and everyday living. The goals are as follows:

- To provide students with a variety of experience for a balanced development of both mind and body.
- To help students develop the basic ability to recognize and solve problems in their daily lives and to provide them with the ability to express their own feelings and ideas in diverse ways.
- To provide students with a wide range of learning experience conducive to the understanding of diverse working environments.
- To develop the right attitude for understanding and appreciating Korea's unique tradition and culture.

- To develop basic life habits necessary for everyday living and to foster the love of fellow citizens and country.

## **2) Middle School**

Middle school education puts emphasis on helping students acquire basic abilities essential for learning and everyday living, and to help students become democratic citizens based on a successful elementary school education. The goals are as follows:

- To promote a well-balanced development of both mind and body and to provide students with the opportunity to discover their own potentials.
- To help students cultivate the basic and problem-solving abilities necessary for learning and everyday living and to equip them with the ability to creatively express their thoughts and feelings.
- To enable students to attain knowledge and skills in diverse fields so that they can actively explore their career opportunities.
- To foster an attitude of pride in Korea's unique tradition and culture.
- To cultivate an understanding of the basic values and principles of liberal democracy and a democratic lifestyle.

## **3) High School**

With a successful middle school education as a foundation, high school education puts an emphasis on helping students acquire the abilities essential for their chosen career paths and developing the qualifications befitting a world-class citizen.

- To help students develop a well-harmonized character along with a sound body and mind and a mature sense of self-identity.
- To help students develop the logical, critical, and creative thinking abilities necessary for the further pursuit of academics and for everyday living.
- To enable students in attaining knowledge and skills across diverse fields so that they will be able to build a career well-suited to their aptitude and interest.
- To encourage students to work towards developing a distinctive tradition and culture appropriate for the global setting.
- To help students strive to build a national community and develop the awareness and attitude of global citizens.

### **C. Curricular Policies, Educational Content and Teaching and Learning Strategies**

The Korean elementary and secondary education curriculum is developed and presented by the government, and it is designed within a general framework as follows:

- A curriculum that strives to for a national standard in public education and for diversity within regions, schools and individual students
- A student-centered curriculum that encourages and develops autonomy and creativity
- A curriculum that is the collaborative effort of the Ministry of Education, schools, the teaching staff, and the parents
- A curriculum that is geared towards improving the education system of schools
- A curriculum that upholds a high level of quality in maintaining and managing the decision-making process and results of education

Education in Korea was centralized in the past and local governments and schools were required to follow the curriculum, class time, and school management system according to the regulations set forth by the nation. However, in step with the development and diversification of society, the curriculum has changed into a regional, school, and personal conditions and characteristics centered system. Schools and communities have been encouraged to diversify their curriculum and operate independently on the basis of fundamental standards and guidelines, taking into consideration the different needs of each region, school, and students. The Lee Myung Bak administration has transferred most of its elementary and secondary education management authority to the local communities.

The curriculum at the national level aims to provide democratic citizen education, international education aimed at the understanding of diverse races and cultures, sexually equal education, information-oriented education, health education, and safety education for all students regardless of region or social class. Correct use of the Korean language is emphasized especially at the elementary school level. A special curriculum guideline especially for disabled students in special schools is required to be observed.

Personal and group research workouts, integrated curriculum study, and self-initiated learning methods are applied to meet the needs of balancing curriculum content and student interests. Schools are encouraged to offer students in-depth education taking into



consideration each student's unique abilities and aptitude. Utilization of various human and natural resources available in the community is encouraged for effective learning.

The government is broadening the autonomy of individual schools in organizing and implementing its own curriculum and at the same time heightening the responsibilities of schools and communities by performing Municipal and Provincial Offices of Education evaluation, school evaluation, and scholastic achievement assessment.

#### **D. The Legal Framework of Education**

The educational laws were drawn up with the Constitution as its foundation, and in terms of application, they are comprised of the Fundamental Law of Education, the Kindergarten Education Law, the Elementary and Secondary Education Law, the Higher Education Law, the Lifelong Education Law, and The Fundamental Law of Human Resource Development.

##### **① The Constitution**

The Article 31 of the Constitution stipulates equal educational opportunities, the right to a public education as provided by law, the right to a free and compulsory public education, the autonomy of public education, political neutrality, lifelong education for all citizens, and clauses for the enactment of education laws.

##### **② The Fundamental Law of Education**

The Fundamental Law of Education was established on December 13, 1997. It stipulates the fundamental laws on every citizen's right and obligation to a public education. It also specifically puts forward the obligation of the state and the local government in providing public education and the basic structure for a lifelong education system. The state is laying the groundwork for an open education with a consumer-based education system, transparency in the application of educational laws and regulations, the protection of and respect for the rights of learners, ultimately for the further development of each student's individual talents befitting their capability and aptitude.

##### **③ Kindergarten Education Law**

Kindergarten Education Law was established in 2004 as a separation of kindergarten education related articles in the Elementary and Secondary Education Law. The

Fundamental Law of Education presides over the law and holds the nation, state and local government, and guardian responsible for the appropriate education of small children.

**④ The Elementary and Secondary Education Law**

The Elementary and Secondary Education Law was established on December 13, 1997 and concerns elementary to high school education. This law is currently involved in administering the following: the establishment and operations of a school, consultation and encouragement of learning to students, school regulations, school and student evaluation matters, matters dealing with tuition, application of compulsory education, student and teacher matters and etc. In addition, the law regulates matters dealing with curriculum and grade system, promotion and graduation, school textbook and etc.

**⑤ The Higher Education Law**

The Higher Education Law was established in December 23, 1997 under Article 9 of the Fundamental Law of Education. This law concerns all education after secondary education such as 4-year colleges, junior colleges, technical colleges, and so forth. It also regulates establishment and operations of a school, matters dealing with the teaching staff, semester and admission related particulars, and other important topics dealing with higher education.

**⑥ Lifelong Education Law**

The Lifelong Education Law is the enacting law of the Constitution and the Fundamental Law of Education stipulating the state's obligation to advance the lifelong education of every citizen. It was established in August 31, 1999 as a complete revision of its predecessor Social Education Law. The term lifelong education within the law refers to all organized educational activities outside of formal schooling. The goal of this law is to provide all citizens with equal opportunity of lifelong education and to encourage free participation and voluntary learning of learners. The purpose of lifelong education, facilities, and the responsibility of the nation and local government are but a few of the many topics regulated in the law.

**⑦ The Fundamental Law of Human Resource Development**

The Fundamental Law of Human Resource Development was enacted on August 2002. The law is aimed at formulating, supervising, regulating, and evaluating human resources development policies and is designed ultimately to elevate the quality of life and

strengthen national competitiveness. Human resources can be defined as knowledge, skills, and abilities of human being that can contribute to the development of the citizens, society, and nation as a whole. It prescribes the responsibilities of the nation and local government, and matters relating to The National Human Resources Board, self-evaluation of the human resources development project, and certification of outstanding organizations that promote human resources development.

### **E. Goals and Main Features of Educational Reform**

The Lee Myung Bak administration, inaugurated in February of 2008 has, adopted the creation of a vigorous market economy, maximizing the development of human resources, globalizing Korea, actively promoting public welfare, and asserting the government as the servant of the people as its 5 principle policy agendas, while in addition subordinating a total of 192 policy objective (43 core objectives, 63 central objectives, 86 general objectives) under the 5 principle agendas.

Among these policy initiatives, the agenda of 'maximizing the development of human resources' encompasses 18 education reform objectives to be pursued for the next 5 years. They are as follows:

- 5 Principle Core Objectives: 3-stage university admissions liberalization, the refinement of public English education, liberalization of the management of universities, enhancement of research capabilities, and the introduction of a lifelong education account policy.
- 5 Principle Central Objectives: The Diversification of High Schools 300 Project, the establishment of a state-led need-oriented scholarship policy, the strengthening of infrastructure in order to enhance the abilities of teachers, improvement of curriculum and textbooks to meet advanced country standards, the introduction and implementation of the job skill development account policy.
- 8 Principle General Objectives: The consolidation of provincial education autonomy, a basic schooling and upright character responsibility policy, the strategic expansion and enhancement of efficiency in science and technology investment, the cultivation and accommodation of world class science professionals, promoting the morale of people engaged in science and technology, realization of science in technology in

everyday-life, enhancing the lifelong educational function of higher education, and the need-oriented training of industrial technicians.

These educational reform objectives are intended to enhance the level of liberalization and competition in the education system as a whole and promote the effectiveness of education. Further elaboration of these issues in accordance with the educational reform objectives of the new government are as follows:

First, the Ministry of Education and Human Resources has been transformed to the Ministry of Ministry of Education, Science & Technology, thus combining education with science and technology, and many endeavors are being made to transform this traditional restrictive ministry to a support ministry. Therefore, the Ministry of Education, Science & Technology has transferred its operations regarding pending educational issues such as elementary-secondary education and university admissions to provincial branches and self-regulating university organizations, while at the same time concentrating its efforts to the development of future human resources.

Second, the university admissions system has been completely revised and admissions policy and operations has been transferred to the Korean Council for University Education. Therefore, from December of 2012, university admissions, which are currently being supervised by the Ministry of Education, Science & Technology, will be completely liberalized.

Third, in order to achieve self-regulation of elementary and secondary education, educational administration authority will be transferred from the central to provincial government and a multitude of regulations restricting school education will be abolished. Through the 'School Liberalization Measures' adopted on April 15, 2008, a great deal of authority that was once held by the central government's Minister of Education, Science & Technology has been transferred to the provincial superintendent of educational affairs, while additional incremental transfers of authority and measures to promote educational liberalization are planned to be introduced in the future.

Fourth, to help attribute responsibility for school education, it has been decided to introduce the Public Notification of School Information system. The new government has already legislated the 'Special Act for the Public Disclosure of Information Regarding Educational Institutions' (Law #8825) in 2007, and its enactment has been announced in

2008; therefore, starting from 2009, it will be mandatory for all elementary, secondary, and higher education institutions to make public information regarding the school administration committee, meal services, health, environmental and safety measures, occurrences and handling of school violence, scores on national level academic achievement assessment tests, and statistics on college entrance and job placement through the school website.

Fifth, through the Diversification of High Schools 300 Project, the new government intends to establish 150 public boarding high schools (awarding 70% scholarships to students from agricultural, fishery, or small to medium size city areas), 100 self-regulating private high schools (awarding scholarships to 30% of students), and 50 Meister high schools (free tuition). In the case of public boarding schools, 82 schools have been selected in 2008 mainly from the district level in agricultural and fishery areas, each school receiving approximately 3.8 billion won, while in the case of Meister schools, key-location high schools of a given region will be selected among the technical schools located there; a total of 20 schools will be selected and allocated 2 billion won per school. In addition, self-regulation private high schools will be able to decide freely on the selection of students for admission, tuition rates, and selection and management of curriculum. Guidelines and criterion for the selection of self-regulating high schools will be specified by the end of this year and they will start being selected from 2009.

Sixth, in order to enhance university competitiveness, a system to assess, certify and abolish university level educational institutions will be established, budget support for universities according to their job placement rates (universities with higher job placement rates will receive more subsidies) will be attempted, and the incremental corporatization of public universities (to guarantee freedom of personnel management and funding) is planned. Additionally, a need-oriented state-led scholarship system is to be established as a way to construct a need-oriented college student support system, and tax refunds for donations to universities will be implemented to bolster enhanced amounts of university scholarships.

Seventh, in order to strengthen assessments of academic achievement, there will be regular academic achievement assessments for all elementary and secondary school students and limited disclosure of school scores will also be pursued. At the same time, the zero plan of basic-competency deficient students, the guidance for upright character

responsibility policy, policies for the alleviation of interregional, inter-school educational gaps will be initiated.

Eighth, in order to realize the refinement of public English education, the enhanced training and allocation of English teachers, the extension of subjects taught in English, the recruitment of native English teachers, the implementation of an international teacher exchange program, and the establishment of a special area for the internationalization of education is being pursued.

Ninth, in order to establish a need-based school support system, the enhancement of the expertise and competitiveness of teachers, revision towards a future-oriented curriculum, creating a more favorable educational environment, and pursuing regional cooperation in order to support students from lower-class families is to be implemented.

## **2. Policies for Inclusive Education: Achievements and Lessons Learned**

The Korean society has provided a state of equal opportunity in terms of accessibility to education. Korea enjoyed an exclusive history and culture for a long time, and school education has acted as a mechanism utilized in the process of distributing social status in the aftermath of the Japanese colonization period and the Korean War. Also the untested middle school assignment policy (introduced in 1969) and high school equalization policy (since 1974) has improved educational integration at the institutional level.

As a result, school enrollment ratios for elementary schools in 1960 were ranked above 95%, for middle schools above 90% by 1990, and for high schools above 90% by the year 2000. The school enrollment ratios of students who continued on to middle school from elementary school were over 95% in 1980, ratios from middle school to high school reached 95% by 1990, and total higher education enrollment surpassed 80% in 2005. Increase in education opportunity set the groundwork for Korea to become an economically powerful country ranking within the top ten in the world in such a short period of time.

However, on the other side of this high school enrollment ratio, problems such as a rise in the number of maladjustment and drop out students, increase in students falling

behind fundamental school work, a widening gap in kindergarten education left to the private sector due to differences in social class and region, still high illiteracy rate among the elderly, and last but not least the persistent problem of equality of the sexes.

There are problems to be settled beforehand for the integration and balanced development of the Korean society. The gap in education levels between city and rural districts and between regions within the city is widening by the day. This gap originates not from school education itself but from the extracurricular education outside of school and a disparity in social cultural resources available to students according to social class and region. The number of students and parents leaving rural areas and heading for cities due to the differences in private education levels is on the rise and this in effect is causing a vicious circle of widening the education gap between the two regions even further.

Also recently, the Korean society has been facing a new challenge in the integration of education due to an increase in diversity in the population composition brought about by international marriages (especially marriage between a Southeast Asia country native woman and a Korean man), influx of foreign workers, and increasing North Korean immigrants. An increase in the number of immigrants who are unfamiliar with the Korean culture and language can function disadvantageously to their own social adjustment and educational achievement of their children. Since Korea has had a long history of a homogeneous national culture and educational traditions based on such culture, it is unfamiliar to coping with cultural differences and heterogeneous elements.

Embracing the social and educational minority and providing them with alternative opportunities is an important task at hand which is essential in integrating a multiracial society for the accompanied growth. Thus the Korean government has implemented educational welfare policies for various educationally deprived groups. Accordingly, the details, achievements, and lessons learned from different welfare policies for educationally deprived groups implemented within the last 10 years will be presented below.

## **A. Guarantee of Basic Academic Skills Policy**

### **1) Basic Competency Deficient Student Support Policy**

#### **■ Need for Promotion**

The importance of basic academic skills is becoming more and more important because it is directly related to one's career and life. Basic academic skills such as the ability to read, write, and calculate are essential in guaranteeing a basic standard of living. The guarantee of fundamental education will provide equal opportunity to all and allow citizens to live a better life by developing their latent abilities. Poor progress in one's young years is an important factor that leads to a wider gap in the future of his or her life. Therefore, it is a fundamental responsibility of the government to guarantee basic academic skills to all citizens.

In the case of Korea, the occurrence of basic competency deficient students still poses as a problem although it is not as serious as in other developed nations. The result of the 2006 National Assessment of Educational Achievement showed that the ratio of basic competency deficient students at high school freshmen level stands at 4.3% for Korean, 12.6% for social studies, 10.4% for mathematics, 13.0% for science, and 4.9% for English. Other problems such as children who are unable to receive kindergarten education, basic competency deficient students, dropout students, and undereducated adults continue to occur every year and thus require social concern and interest.

#### **■ Promoted Policies**

The Korean government is carrying out the following measures in order to aid students lacking basic scholastic abilities.

##### **○ 'Basic Academic Skills Diagnostic Assessment and National Assessment of Educational Achievement'**

Since 2002, Basic Academic Skills Diagnostic Assessment (for third graders) and National Assessment of Educational Achievement (for sixth graders, third grade middle school, and high school freshmen) have been applied annually on a select few in order to distinguish basic competence deficient students and those showing poor progress in academic achievement. Each school has utilized such assessment results to figure out the education level of each student. Starting from 2008, the National Assessment of Educational Achievement will be carried out on all students nation-wide.



- **The Responsible Teaching Program for Students below Basic Level**

Under the supervision of the Municipal and Provincial Office of Education, 'the responsible teaching program for students below basic level' plans have been established annually ever since 1997. Students who score under the minimum Scholastic Achievement level are put under the supervision of homeroom teachers or teachers in charge of the corresponding subject. The Basic Academic Skills Diagnostic Assessment, National Assessment of Educational Achievement, and self-evaluating tools are used by each school to diagnose students' abilities and those who are found to be behind others are put under special programs such as after-school supplementary lessons, individualized study courses, and special guidance by the homeroom teacher.

- **The Support of Municipal and Provincial Offices of Education**

The Municipal and Provincial Offices of Education support basic competency deficient students by providing budget for special supplementary lessons, administering guidance cards for each student (in order to ensure continued care even after promotion), developing and distributing level-oriented teaching material, publicizing outstanding cases, rewarding excellent teachers, operating model schools, and so forth.

- **Achievements and Lessons Learned**

The accumulated data on the present situation and the annual change of basic competence deficient students was made possible by analyzing the results of the National Assessment of Educational Achievement. This led to awareness at the social level of the need to instruct these students with special care. Diagnostic assessments, the implementation of the responsible teaching program, and development of various instruction material has reduced the number of basic competence deficient students substantially.

However, a more complete institutional mechanism must be provided in order to prevent this maladjustment. The number shows an increase as the grade level gets higher and the difference in ratio presents a gap between different schools, regions, and social classes. A system that calls the responsible teacher and school to account and increased administrative and economic aid is required in order to reduce this gap.

## **2) Dropout Student Support Policy**

### **■ Need for Promotion**

The number of students that quit school is on a constant rise and the reasons for such behavior is showing diversification as a change from the past. Figures in 2006 showed 0.61% (23,898 students) in elementary school, 0.91% (18,968 students) in middle school, 1.57% (27,930 students) in high school, and an overall average of 0.90% (70,796 students). Up to the present, a 'dropout student' was usually understood to be linked to an adverse environment but recent studies show that the number of dropout students not belonging to such category is increasing. Students who attend school and yet display attitude that refuse instructions are also increasing. Especially, dropout students are becoming more common than push-out students. Effective measures are required based on an accurate understanding of the meaning of quitting school.

### **■ Promoted Policies**

#### **○ Establishment and Support of Alternative Schools**

The government established alternative schools for the reeducation of maladjusted students in 1997. A diverse and flexible curriculum program for dropouts to go back to school and effective student counseling system are but just a few of the dropout prevention measures performed by the government.

As a means of guaranteeing learning opportunity for dropout students, unlicensed alternative education organizations were legalized in the form of specialized middle and high schools in 1998. Numbers of specialized middle and high schools stand at a total of 29 schools (8 middle schools, 21 high schools) according to current research conducted in 2008. In 2005, provisions in the Elementary and Secondary Education Law set the basis for establishing alternative schools and methods to get accreditation.

The government has supported unlicensed alternative education facilities that admitted dropout students with curriculum development costs, teacher research expenses, and information-oriented education methods. The total funding has increased annually to 1.3 billion won in 2008, from the 1.0 billion won in 2006.

#### **○ Dropout Student Prevention**

Student guidance has been improved by stationing professional counselors in each school since 2005. The Office of Education and schools have counseling teachers

available at all times so that students who have the potential to become dropouts can be treated effectively.

The government has been preventing school dropouts by designating and operating alternative education facilities in each municipal and provincial office of education area for students with potential to become dropouts and poor progress in learning. According to a survey performed in 2007, a total of 7,885 school dropout students are enrolled in 94 facilities including accredited lifelong education organizations, teenager training centers, and unlicensed alternative schools.

An alternative classroom program called 'close friend classroom' is under operation for maladjusted students with emotional instability, attention deficit hyperactivity disorder (ADHD), addiction to media, and poor progress in schoolwork. 5,591 students and 990 teachers participated in the close friend classroom project in 2007. The Alternative classroom program is considered to fulfill credit requirements and is available for accreditation in the process of promotion and graduation.

The teachers receive study and training so as to improve their professionalism and effectively manage possible dropout situations. All in all 550 teachers participated in the alternative and traditional school teacher cooperation training session held in 2008 intended to support alternative classroom programs.

#### ■ **Achievements and Lessons Learned**

Alternative schools function as spaces of education for teenagers experiencing maladjustment in regular schools. Improvements to be made are as follows:

First, a management system database containing personal information, employment, and educational information of dropout students should be constructed. Information on the traits and living patterns of these students is needed in order to properly protect and guide them. A system that can cumulatively record the activities of these students is necessary.

Second, the problem dealing with dropout students must be approached not just at the school level but in a full-out community and governmental level. The school should be left open at all times and fully cooperate with the local community in order to implement this approach. A network linking the community and dropout students should be established to safeguard and support their needs with responsibility.

Third, schools should free themselves from the strict application of the existing curriculum. Local government and private organization operated educational programs and cultural facilities should be utilized and a network among teenagers, local schools, and universities should be appropriately applied to programs for a more open and flexible education.

Fourth, various alternative classes and educational programs should be developed with proper administrative and financial support.

Fifth, preventive effort must be made to decrease dropouts and students showing an inclination towards dropping out should be carefully supervised and guided beforehand. Extra-curricular programs and special activities should be encouraged so that students talented and interested in various fields can find school life enjoyable.

### **3) Undereducated Adults Support Policy**

#### **■ Need for Promotion**

Undereducated adult refers to 'adults who do not attain middle school diplomas'. According to a survey carried out in 2005, the number accounts for 15.7 percent of people 15-years-old and over. Korea's undereducated adult level is fairly high compared to other developed countries. Nevertheless, educational opportunity at an accredited lifelong organization for undereducated adults remains minimal. Adults studying at an accredited lifelong organization only added up to 36,145 in 2007. A low level of education tends to limit chances of getting employed, complicates the situation with a low income, causes difficulties in living, and causes negative effects on children. Therefore undereducated adults should be provided with a wide range of and high quality educational opportunities.

#### **■ Promoted Policies**

Korea's literacy education policy has shown distinguished improvement ever since the 1990s. Literacy education policies intended for illiterate adults commenced at full scale after 2006 as follows.

##### **○ Adult Literacy Education Support Project**

This project intends to support the budget of literacy education organizations which manage primary and secondary curriculum in which adults who lost their educational

opportunities due to poverty participate in order to receive a second opportunity designed to enhance their living capabilities and social participation abilities. In the first year of its introduction, 2006, an aggregate total of 2.4 billion won (1.6 billion won from the Ministry of Education, Science and Technology, 0.8 billion won from local autonomous entities) supported 178 literacy education organizations (14,668 adult learners). In 2007, 3.7 billion won was invested (1.8 billion won from the Ministry, 1.9 billion won from local autonomous entities) in 356 related organizations (supporting 18,832 adult learners). This budget was used for program operating expenses, textbook development costs, instructor training and education, etc. The budget provided by the Ministry is delivered to each literacy education organization through the local autonomous organizations. Local government bodies that wish to receive aid must share 30% of the expenses rendered and must establish a comprehensive program for literacy education.

- **Development and Distribution of Adult Literacy Education Textbooks**

There was a limitation for the majority of literacy education organizations to develop effective textbooks that considered illiterate adults' levels because they operated in poor financial conditions. In order to solve this problem, the Ministry developed elementary and middle school textbooks for illiterate adults and has supplied the books for literacy education organizations since 2006.

The Ministry developed three steps of 12 adult literacy textbooks by organizing a field and curriculum expert group in 2006. This textbook consists of three steps: (1) the first step for a level of the first and second grade elementary school, (2) the second step for a level of third and fourth grade, and (3) the third step for a level of the fifth and sixth grade. This textbook took the form of an integrated curriculum without classifying content by subjects such as Korean, mathematics, social studies, etc. Following the development of the primary level curriculum, the Ministry has been promoting a Middle School- Level Textbook Development Project from 2007 which is still under way.

- **Achievements and Lessons Learned**

Adult literacy education related articles were officially included in the 2007 revision of the Lifelong Education Law and the revised provisions have contributed to promoting literacy education for the following reasons:

First, it is a significant outcome that literacy education became considered as a key area of lifelong education. Clause 1 of Article 2 in the Lifelong Education Law clearly states for the first time in Korea that adult basic literacy education is one of major fields of lifelong education.

Second, the literacy education provisions define responsibilities and financial support of the government and local autonomous organizations. Along with this, the provision intends to promote quality of literacy education organizations and enhancement of their responsibilities by regulating minimal conditions (program, instructor, and facility) required for program management.

Third, the academic accreditation system for completion of literacy education program was first implemented. For the first time in Korea, Article 39 of the Lifelong Education Law provides the system by which illiterate people can get an equivalent academic diploma by completing accredited literacy education programs. Consequently, by regulating the academic diploma accreditation procedure for those who are completing literacy education, the provisions provide expanded learning opportunities through which illiterate adults can acquire primary or middle school diplomas without taking the Qualification Examination.

#### **4) Ensuring Basic Learning Competency in Children 0 to 5**

##### **■ Need for Promotion**

Since the new millennium, Korea has been striving to take innovative policy approach to the education of young children under six from the perspectives on children's rights for education, life-long education, and human resources development. Cost-benefit research findings on the governmental investment also provide an impetus for Korea's policy initiatives for early childhood education. That is, investment in early childhood education shows the highest return rates later such as improvement in learning readiness, school achievements, social adjustment, increased entering rates in higher education, better employment, decreases in crime, and so on (Barnett, 2002; Campbell et. al, 2002). Especially, children of low-income families can be benefited by early childhood education. Like as advanced countries, Korea's educational welfare policy pays a special attention to the educationally disadvantaged children and their families from the early years of life.

In spite of the governmental efforts, enrolment rates and educational spending for these children are much lower than those of middle class. Recently, there is a greater inequality in the starting point of life found in young children living with their grandparents in rural areas, and those with multicultural family backgrounds. A comprehensive national plan is in need in order to cope with diverse needs of and to ensure the development of the basic learning competency in educationally disadvantaged children.

#### ■ **Promoted Policies**

Representative policy initiatives taken by the Korean government for the last ten years include educational fee support for children of low-income families, expansion of full-day kindergarten programs for children of low-income working mothers, development and dissemination of children's basic learning competency support programs and early childhood teacher training.

##### **1) Educational fee support for children of low-income families**

Educational fee support policy started initially for five-year-olds of low income families in rural and fishery areas in 1999 for the first time, and has been expanded as free education for all five-year-olds since September 2001. Educational fee support for three- and four-year-olds on a sliding scale was initiated in 2004, and also for low-income families' children whose siblings attend kindergartens at the same time.

In 2007, educational fee support policy came to be expanded to kindergarteners of families of average income levels of urban working families. Currently, educational fee support is provided to a total of 1129,000 five-year-olds, 110,000 three- and four-year-olds, 14,000 children with siblings attending kindergartens (55,000 won/month for children attending national/ public and 185,000 won/month for those attending private kindergartens). The total budget for educational fee support is increased up to 18%, from 3,400 billion won in 2007 to 4,000 billion won in 2008.

##### **2) Expansion of Full-day Kindergarten Programs**

Full-day kindergarten programs have continuously been under expansion in order to lessen burden of child rearing in dual low-income families. The government plans to accomplish all kindergartens nation-wide offer a full-day program by 2010, and has been providing kindergartens with financial supports for improving physical environment of

full-day programs. Increases of the support have annually been doubled from 100 billion won in 2007 to 200 billion won in 2008 and to 400 billion won in 2009.

### **3) Development and Dissemination of Programs for Supporting Children's Basic Learning Competency**

A national project, as part of *Policy Initiative for the Support of Learning Competency in the Early Years* reviewed by Council of Human Resources Development in July 2007, was undertaken to develop and disseminate programs for supporting the development of young children's basic learning competency. The project aims are to facilitate learning of educationally delayed children and thereby, to enhance their confidence as well as to promote parental understandings of their children's learning. Specifically, a tool to evaluate children and three programs were developed in June 2008: four sub-programs to support children's learning competency in areas of cognitive, language, social, and emotional development; parental education program; Korean language programs for children and mothers with multicultural backgrounds. About 20,000 kindergarten teachers in the selected regions were trained during the summer of 2008 and are implementing the programs as a trial-out for six month.

#### **■ Achievements and Lessons Learned**

From 1999 to 2007, educational fee support (9,927 billion won) was provided to a total of 888,000 young children 3 to 5 of low-income families. Kindertartens offering full-day programs reach up to 91% (7,485 kindertartens) in 2008, and about 30% of kindertarteners (162,993 children) enrolled in full-day programs. Besides, through developing and disseminating programs, educationally delayed children regardless of their family backgrounds will gain support for the development of their learning competency at the fullest extent.

Policies on reducing educational inequality in young children before entering the school tends to focus on increasing accessibility previously. A more attention should be directed at ensuring equality in quality and outcomes of early childhood education in the future. In particular, several policy tasks deserve our future endeavors include increasing educational fee supports, ensuring sufficient teachers for full-day programs, disseminating and monitoring programs for the development of children's basic learning competency, acquiring accurate data of educationally disadvantaged children of low-income families. Foremost of importance in supporting educationally disadvantaged



children is to achieve early childhood education to be part of public educational system.

## **B. Supporting Policies for Students of Farming and Fishing Communities and Low-Income Families**

### **1) Supporting Policies for Students of Farming and Fishing Communities**

#### **■ Need for Promotion**

Due to industrialization and urbanization, the population of farming and fishing communities has been decreasing persistently, bringing forth serious problems related to an aging society. Along with such phenomenon, agriculture and fishing industry is drastically on the downhill. The weighting (%) of GDP for agriculture and the fishing industry has been declining: 4.9 in 2000, 3.8 in 2003, and 3.2 in 2005.

The educational conditions of farming and fishing communities are also undoubtedly serious. The number of students is continuously decreasing on a national basis. Comparing the amount of decrease between the year 1999 and 2007, it shows that the decreasing rate is 5 times the amount for the farming and fishing communities than for the urban areas. This is evidence that shows the serious outflow of students from the countryside to cities. The number of students living in a parentless family is increasing in farming and fishing communities. Educational, cultural, and welfare facilities are insufficient and their educational experience is highly limited. The social issue of worsening educational conditions and widening gap of education levels between urban and rural areas has been brought about by decreasing students and small-scale schools.

In order for schools to operate as the main infrastructure in bringing development to farming and fishing communities, educational conditions that are falling behind should be replenished. Also, the students should be guaranteed proper educational opportunities and efforts to reinforce the educational power are necessary.

#### **■ Promoted Policies**

The following are the promoted policies for students in farming and fishing communities.

- **Supporting School Expenses**

Education Funds for university students from farming and fishing communities has expanded its scale. According to the statistics from 1995 to 2002, the number of students receiving financial help has increased from about 20,000 students every year to 30,000 students starting from 2003. Starting from 2003, children of farmers that go to an academic high school could also receive educational fund.

- **Promoting Distinguished Schools in Farming and Fishing Communities**

Since 2004, the project of promoting a distinguished high school in each district of farming and fishing communities has been put into practice. The Lee Myung Bak administration has established 62 public schools with dormitory facilities and is prearranged to build dormitory-based public schools for all the farming and fishing communities(150 in number).

- **Expanding Opportunities for College Entrance**

For the screening of university admission, policies are made to expand the number of special selection set aside for students from farming and fishing communities. This policy will be applicable from the year 2012. Also, the admission to teachers' college will be open to students from farming and fishing communities with the recommendation from superintendent of educational affairs.

- **Ensuring Competent Teachers**

Ministry of Education has increased the number of offered teaching positions to skilled teachers, and the comprehensive benefits include official residences with improved facilities and offering work or complementary credits.

- **Sustenance for After School Activities**

Since 2006, a supporting project for after school activities at schools located in farming and fishing communities has been carried out, and in 2008, the nation is contributing 400~500million won to entire 140 farming and fishing districts to fund such after school programs. Local government entities are also investing the same amount of money.

- **Others**

Several policies are currently being carried out: supporting educational expenses for infants, providing free lunch, school bus, foreign native speakers of English, and etc.

### ■ Achievements and Lessons Learned

The overall educational condition of schools in farming and fishing communities has been improved. The rate of middle school honor students entering high schools in farming and fishing communities is increasing. Also, the ratios of students who go to universities have risen. In some farming and fishing districts, the number of citizens that move to cities has decreased. Based on the policy that fosters farming and fishing communities, educational support for farming and fishing communities has brought forth extended outcome. For example, with annex kindergartens and newly established middle schools (121 classes in 2006, 45 classes in 2007), support for after school program (19 districts in 2004, 98 districts in 2007, 140 districts in 2008), and fostering distinguished high schools in farming and fishing communities (7 high schools in 2004, 86 high schools in 2007) more educational opportunities were given to students living in farming and fishing communities. Also, by supporting school expenses for children (130,000 children in 2005, 330,000 children in 2007 including the urban areas), providing support for centers that take part in special education (18 centers in 2005, 60 centers in 2007), funding lunch fees (810,000 students in 2008), and providing education fund for children living in farming or fishing communities (107,000 students in 2005) the burden of educational expenses were alleviated for students living in farming and fishing villages.

However, the tendency of support was quantity-based, in other words, it provided the financial needs for improving educational condition, but did not focus on reforming the quality of education. Relatively, the efforts put in for improving the curriculum and the quality of education itself was simple insufficient. Also, the governmental projects for supporting farming and fishing communities were based on the providers, not the receivers. It also did not operate persistently and systematically, and the collaboration between the supporting organizations and administrative districts was simply not enough. In order to manifest the effects of the supporting policies for students of farming and fishing communities, joint efforts among the government ministries, supporting organizations and administrative districts is necessary. There still exists great educational gap between the city and farming and fishing communities. These gaps are mostly the consequences of domestic background, but improving school facilities and materials, providing competent instructors and offering excellent programs can help to minimize and shorten the gap. In order for this to happen, there needs to be continuous administrative and financial support.

## **2) Supporting Policies for Students of Low-Income Families in Urban Areas: Education Priority Zone Supporting Project**

### **■ Need for Promotion**

In 1997, Korean society experienced an important change as they overcame the monetary crisis. On one hand, overcoming economic crisis brought forth economic growth of 20,000 dollars for national per capita income and achieving 300 billion dollars in exports, on the other hand, the labor market and social class structure changed greatly along with the reconstructing of workers in companies and the increase of non-regular workers. Consequently, it has become a social issue where the scale of economic poor class has expanded, and housing, medical service, education, and etc. have widened the gap among the social stratum.

In order to cope with the situation, the Korean government has practiced several supporting policies for vulnerable groups. One of the representative policies that have lasted since 2003 is 'the supporting policy for education priority zones. This project started off centering the urban areas, because in case of farming and fishing communities, there is a special law that promotes the development of the region and works to elevate the quality of life for farmers and fishermen. However, there hasn't been a supporting policy that applies for the people with low-income.

### **■ Promoted Policies**

The main characteristic of this project is that it works to bring up the educational capacity with integrative support of education, culture, and welfare. It aims for full-serviced (supported) community school and demands intimate cooperation among the different organizations (school, local self-governing party, private organization, government, etc).

To make a community school, the school has to set up different departments, and arrange a position for a community education specialist, a nonofficial workforce, who can scout students and connect various material and human resources within the district to school. Also, in each Local Office of Education a project coordinator is placed and a project team with an exclusive responsibility is formed to take charge of controlling the regional projects and to find solutions to cooperate with local self-governing offices and private organizations. Also, the community education steering committee consisted of the Office of Education, Local Self-governing Office, and regional representative catches the demands of educational welfare and discussing the project scheme. It also takes the responsibility of unearthing the future demands of educational welfare projects.

Municipal and Provincial Office of Education supervises educational programs that are in progress within the region. The Ministry of Education with the cooperation of Local Government Organizations and Municipal and Provincial Assemblies constitute a Metropolitan Support Association in charge of discussing educational policy at the municipal and provincial level. The Central Research Support Center located within the Korean Educational Development Institute and Municipal and Provincial Research Support Centers support research, training, and evaluation processes in establishing project directions.

At 2003 to 2004, 8 districts and 45 schools in cities of Seoul and Busan were in trial project. The project has been expanding every year and currently 60 districts across the nation and 322 schools (3% of all schools) are performing the project. The current government is contributing an estimated cost of 2 billion and 470 million won.

#### ■ Achievements and Lessons Learned

The outcome of this project has been diverse. First of all, a department in charge of the project is set aside from the school unit, and the number of teachers participating in the project is increasing yearly. The activities of community education specialists and project coordinators who are the main people that construct the network between the school and the district society are undergoing activation. Along with the national financial support, there are investments from the city and district offices of education, local offices of education, basic local self-governing office, metropolitan self-governing office, private organizations. Currently, as of 2008, an estimated cost equivalent to that of 71.7% of national support is secured.

Based on this project, a network is formed under the common interest of supporting underprivileged children among homeroom teachers within schools, teachers in charge of after-school programs, and community education specialists. According to the analysis of the outcome of this project, satisfaction rate among students, parents, and teachers numbered 80 to 90% high. On the level of school, the longer the school proceeds with the project, the higher the trust is for the school among students and parents. This project reveals its effectiveness by showing the positive changes between the relationship of teachers and students. For schools that have promoted the project, the statistics show that the self-esteem was high for the students and their attitude was much more positive. This project fails to raise the basic literacy skills and the amount of effect it has on scholastic achievement is not proven yet.

As of 2008, this project had been proceeding for the last six years and we still have lots of issues to solve. First of all, it failed to provide adequate network with the district and its effect was not emphasized enough, and it is not operating in a stable manner. This project is actually becoming a burden and a stumbling block for teachers and schools. Also, there needs to be a scientific policy that will help in carrying out the project efficiently, along with research analysis we need clear prospect as to how it should be carried out based on the results.

### **3) Policies Supporting College Students from Low Income Families**

#### **■ Need for Promotion**

For the past several years, the popularization of higher (university) education, the influence it has on the success of an individual and the nation has enlarged while the education gap has widened due to social and economic inequality. Guaranteeing opportunities of higher education to students with great potential irrespective of one's social or economic class is very important for it fosters not only competent people and brings about social integration but also maximizes the efficiency in developing national human resources.

For many reasons, supporting policies for university students from low-income families were very restricted so far. For Korea, it has been only few years since the discussion over ways to narrow the education gap became a national policy and an issue. Traditionally, higher education was focused on fostering competent people and offering education for the exceptional group. Also, restrictions in financial expenses for higher education have caused policies in solving the education gap to confront the dead zone. However, there is great need for policies to confront the current situation at hand. The belief that individual economic status decides one's university education is prevalent among today's people with the rise of private education expenses, competitiveness in selecting universities and majors, and the influence of private education even on one's employment after graduation.

#### **■ Promoted Policies**

- **Expanding the Opportunities for Students of the Low-income Families in Increasing their Academic Ability**

In 2007 the system of screening students for balance in opportunity was announced where students from low-income families can be included within the 11% of the student

body that enters universities with special selection. This will be practiced from the year 2012. For students from families of below the basic living income, the government decided to support their tuition fee in average of fee that is required in national universities. Also, programs that assist in enhancing one's academic skills will also be given.

○ **Policies to Support Education Fund**

Contribution towards the education expenses designed for university students from low-income families started last year. A Government guaranteed student loan was implemented in 2005. The students whose parents have a low credit rating were once excluded from receiving loans for educational purposes, but this system has helped in providing loans to 33.1% of the students (55,651 students) from low-income families. Also, in order to lessen the burden of paying the interest from the student loan, starting from 2007, the government supports the entire interest for students from families with below basic living income, and 2% of students from low-income families (90,000 students).

Also, the system of Work Study has been implemented for college students in difficult financial situations. Scholarship programs that were implemented this year (2008) support students with below basic living incomes and students majoring in liberal arts in local universities.

Supporting policies for students from low-income families are very restricted in Korea. Especially, the scope of full scholarships supported by the government is definitely insufficient. Also, the number of students desperate for scholarships due to their economic need is only small among the students receiving the full governmental scholarship. This proves the limitations within the governmental policies that support the students of low-income families. There are continuous efforts to make up for such limitations, and the new scholarship program that started this year (2008) in support of students below basic living income is one of the visible efforts. Nevertheless, scholarships support for the economic need is low in number and amount. In the case of the budget for 2008, 3 trillion and 640 billion won has been allotted for student loans, 7 billion and 800 million won for providing scholarship for those in economic need, 9 billion and 800 million won for scholarships fostering competent human resources, and 14 billion won for scholarships with special purposes.

### ■ Achievements and Lessons Learned

In the past, the Korean government, in order to foster the basis for its policies, and to emphasize the importance of guaranteeing one's right of studying and expanding opportunities, promoted higher education for the low-income class. The government guaranteed student loans, started in 2005, has brought about achievements that are worthy of notice within a relatively short period of time. In other words, from ways of secondary maintenance it switched over to methods of trust guarantee funds. Also, by taking advantage of the circulating governmental funds, the scale of people receiving the support and the amount of loan was easily expanded. The improvement of overall loan circumstances with increased amount of possible loan, loan mortgages, and the period of loan, it has expanded the opportunities for students of low-income families to approach higher education.

Nevertheless, there still exist many policies that need improvement. First, there needs to be an establishment of a comprehensive policy that considers the period before and after university entrance, the academic ability of the students, the degree of need in economic support, and other special circumstances. Secondly, there needs to be connected supporting system of financial aid, academic assistance, and information supply. Third, by making an offer of systematic information and gathering materials, which supports the policies that indicates its direction of advancement while ensuring the data in need to confirm the actual condition in supporting program for students of low-income families.

## **C. Supporting Policies for the Vulnerable Class and Disabled Students**

### **1) Supporting Policies for Students from Multi-cultural Families**

#### ■ Need for Promotion

As of 2008, the number of children in internationally married families adds up to 58,007. Out of the total number, 18,769 of the children attend elementary, middle, or high schools, which is a 39.6% increase in comparison to the number in 2007. In the case of internationally married families, their children were mostly elementary students, which take over 84.2% of the total number. The case applies the same for foreign workers' families with children mostly elementary school aged, taking over 70.0% of the total number.



Because most of the multi-cultural families in Korea are low-income and lack a social-educational basis, they experience maladjustment. Referring to the standard of the minimum living expenses per family 2005, 52.9% of the entire households for married women immigrants showed an average income that was below the minimum living expenses. A family with an income that was below 50% of the minimum living costs was 44.2%. Also for the children of the multi-cultural families, they showed delays in language development in their early years which is mainly due to the lack of language proficiency of their foreign mothers. They often have problems at school with delays in their language development and cultural maladjustment. Education improves the social status of the members of the multi-cultural families and works as an important means in integrating them into the mainstream of society. That is the reason why the nation is working to arrange and carry out the necessary policies.

#### ■ **Promoted Policies**

The history of support for students from a multi-cultural family is relatively short. With the increase of children from multi-cultural families, and in order to prevent the phenomenon of educational estrangement for these children, Ministry of Education, Science and Technology established 「Supporting Countermeasures for Children of Multi-cultural Families」. To support the students of multi-cultural families, intensive research on multi-cultural topics, related material development, and support from schools and the Ministry of Education have contributed to enhance multi-cultural education. Regional Human Resources Development (RHRD) projects have made possible a cooperative system for multi-cultural families centered around local autonomous entities and outstanding cases research. The content of the promoted policies so far can be summarized as follows.

##### ○ **Establishing and operating a Center for Supporting Multi-cultural Families**

The Main Research Center for Multi-cultural Education is located at Seoul National University. There are centers for supporting multi-cultural families in 14 city and district office of education.

##### ○ **Multi-cultural Family Protection Law (2008. 9. 22)**

Starting from September 22, 2008 the law for multi-cultural families came into effect. It is ordained with articles concerning information on living and education support, administrative and law support, authorizing centers for supporting multi-cultural families, and research on the actual condition.

○ **Operating a Model School and Korean Language Class**

The Ministry of Education and Science has appointed 12 multi-cultural supporting model schools, 213 schools with Korean language classes with 814 students currently participating.

○ **Reinforcing Training Programs**

For schools with students of multi-cultural families, the principal, vice-principal and a school commissioner from the office of education have to participate in a training program. Each city and district office of education has to open teachers' work training programs (30 to 60 hours) on the topic of 'Training Course for Understanding Multi-culture'

○ **Other Supporting Programs for Multi-culture Education**

- Developing and providing manuals for teachers instructing students from multi-cultural families
- Finding model cases and offering it as reference. Awarding outstanding teachers and organizations
- Including content for understanding multi-culture in textbooks
- Operating a class for understanding multi-culture by introducing the culture and customs of the parents' homelands.
- Mentor system for children from multi-cultural families, Operating a counseling center for students from multi-cultural families, Operating a training program and Korean language classes for foreign parents

■ **Achievements and Lessons Learned**

The achievements made as the result of supports the students of multi-cultural families are as the follows. First, students' Korean and academic skills have improved as the result of KSL (Korean as Second Language) classes, after school classes, culture experiencing activities, and mentoring. Secondly, content that emphasizes the importance of understanding different cultures has been added in the textbooks of subjects such as ethics and social studies. Third, there has been lots of research and development on programs and textbooks for these students, along with 12 model schools operating up to date.

Although 2 years is a short period of time, we can get the following implications from the promoted policies and achievements. First, there are stronger demands concerning

policies on language education, asking for more systematic instruction made for students and the foreign parents. Second, there are demands for more systematic educational support from the nation for developing the basic academic skills in students of multi-cultural families. Third, there needs to be various and distinctive programs that can help the students of multi-cultural families adjust better, and it is important to train and provide teachers who are in charge of the entire specialized programs and duties related to multi-culture. Fourth, there is a pressing need to construct an integrated information network for multi-cultural education on a national basis, so that the various supporting policies and programs from different parts of regions can share the information mutually to bring a synergic effect. Fifth, it is necessary to find the adequate measures in promoting tolerance and understanding of multiculturalism.

## **2) Supporting Policies for North Korean Immigrants**

### **■ Need for Promotion**

Serious problems have been called into question recently due to drastic increase in the number of North Korean Immigrants and the difficulties in social adjustment for children and teenagers who have escaped from North Korea and moved into South Korea. Every year, North Korean immigrants who move into Korea average up to 2000 in number. Based on the statistics of April, 2008, North Korean immigrants living in Korea are about 13,000 people in all. The number of children and teenagers is also on the rise every year. There are about 1,500 children and teenagers around the ages of 6 and 20. Out of the 1,500 children and teenagers, about 1,000 students are attending schools.

These immigrants from North Korea have faced several life-threatening incidents during the process of immigration. They usually experience serious emotional trauma as they are separated from their families, and as they are frequently human trafficked for forced labor and sexual exploitation. During the process of immigrating, they often suffer human rights abuse. In particular, most North Korean immigrant teenagers suffer from particular syndromes after such traumatic injury. Also, North Korean immigrants face lots of difficulties caused by lack of understanding of South Korean society, insecure jobs, and lack of basic living conditions. North Korean immigrants fall under the category of minority and vulnerable group of people. For children and teenagers, the widening academic gap is becoming a serious problem due to educational maladjustment

The educational system in North Korea is 4 years of primary education and 6 years of secondary education whereas in South Korea it is 6 years of primary and 6 years of secondary. Due to the differences in the years of studying, the curriculum, and content, these students face maladjustment. Especially in South Korean schools, the North Korean immigrants face great differences in educational ideology, content, and words from the way they learned in North Korea. So, it is inevitable that their level of scholastic ability is very low. Moreover, they are experiencing discontent due to the competitive school atmosphere, extreme competitiveness among students, and excessive private education expense. In addition, the parents of these students are usually temporarily employed or unemployed so they have trouble affording the educational expenses for their children and this also causes difficulties in their studies. Therefore, it is necessary for our society to strongly insist on providing measures with educational support so that they may adjust accordingly in their early years.

#### ■ **Principal Policies**

First of all, there is an educational institution that is authorized to operate in assisting students to adjust in their early stages. Immigrated North Korean students get to receive education about resocialization in South Korea for 3 months in 'Hanawon'. Here, children are educated in kindergarten classes with appropriate and trained nursery teachers. This institute was found in February of 2001, and is now entrusted to a private organization since May of 2005.

Students in their primary years receive their education in a specially designated class at 'Samjuk Elementary School' and receive their very first registered education in South Korea. Also, students in their secondary years receive resocialization education at the Hankyoreh Middle and High School. Here, they receive preparatory education so they can adjust well in South Korean schools. Hankyoreh Middle and High School was found in March of 2006, as a specialized school for students from North Korea. It is up to the student whether he/she wants to receive education here for 3 months or more (it can be extended up to a year). Although the student and his/her family are allocated at the same area, it is mandatory for the student to stay at a dormitory during their study at Hankyoreh.

Next, as the North Korean immigrated students get assigned to nearby schools, they receive adjustment education from local welfare organizations or private organizations. When an immigrant is assigned to a nearby school, the student has to receive personal

instructions from the teacher at the new school or has to attain an educational program at a nearby welfare organization. However, there is no given condition for the schools they attain to allow individual lessons from the North Korean immigrated students. The reason for this is due to the unprepared special instructing program for the North Korean immigrated students. In most of the cases the student and the parents do not like being told that they are immigrants of North Korea.

At a welfare institute at their local society and the various educational programs operated in private organizations, is where individual instruction according to individual level of the immigrant student is allowed. Most of it is run as after-school classes with teacher's individual instruction, counseling from social welfare workers, and they receive instruction about their aptitude and are supported with mentoring. The Ministry of Education, Science and Technology and the Office of Education, along with local society and welfare organizations, are supporting the activities set for assisting students from North Korea.

Also, they support the meeting of teachers who are interested in helping North Korean students. Primary and secondary school teachers who are interested in instructing the immigrated students from North Korea voluntarily organize research groups and mentor the North Korean students and open a camp for these students during school vacations to help the students participate in academic, aptitude, and counseling activities. The Ministry of Education, Science and Technology and the Office of Education are assisting these meetings.

#### ■ **Achievements and Lessons Learned**

First of all, offering scholastic attainments for the immigrant students from North Korea at Samjuk Elementary School located near Hanawon and instructing the students with the basic academic skills, and practicing resocialization education really helps these students in many ways. Also the Hankyoreh School, with levels of primary and secondary education, can instruct students with specialized programs for students in their transitional stage. Also, in areas with residents of North Korean immigrants, the local welfare and private organizations are actively contributing to assist their need. Also, teachers are voluntarily gathering and researching to find adequate measures in assisting these students.

However, the resocialization education provided to the immigrated students from North Korea is not entirely satisfactory, and the followings are some of the areas that need improvement. First, these students from North Korea need facilities and instructors who are willing to take full responsibility of them. Secondly, there needs to be a system that connects the local welfare and private organizations that are contributing to the immigrated students from North Korea. Third, there needs to be fully-fledged professional counselors responsible for the immigrated students from North Korea. Fourth, these students need more of society's concern and consideration. Fifth, there need to be more development and research on training the instructors, educational programs, and materials for counseling the immigrated students from North Korea.

### **3) Supporting Policies for Disabled Students**

#### **■ Need for Promotion**

There is need for the national government and society to take a closer look into and support the students with physical and mental disorders. In Korea, special education has been of great interest and support for a long time, and has achieved bright results. As of 2008, there are 149 special education schools, 5,753 special classes for the disabled with 37,857 students, 10,227 disabled students in regular classes adding up to a total of 71,484 in number. However, in order to maximize the effect of special education for disabled students, there needs to be the most suitable educational program fit for each individual student and there is lot more to be done.

#### **■ Promoted Policies**

##### **○ Establishing a Supporting System for Special Education**

The Special Education Promotion Law that was enacted in 1977 has been the legal basis behind special education. However, in 2007, this law was abolished and a new Special Education Law for the Disabled has been enacted to expand the scale of Special Education in Korea. Special Education Law for the Disabled applies to handicapped students to have compulsory education from kindergarten to high school. New regulations have gradually brought advancements in 2008 by providing disabled infants below age of three receive free education, one teacher for every four disable students.

The Center for Special Education was established in 180 respective Local Office of Education, and there they have after-school childcare classes for disabled children. Also, schools for special education have updated their infrastructure and facilities to fit the

current technological trend, and children between 3 to 5 years of age receive the benefit of free education (as of 2004). Also, since 2006, research on the actual condition and policies is made once every three years to check the circumstances of special education.

○ **Diversifying Special Education Facilities and Establishment of Special Education Organizations**

In order to meet the demands of handicapped students and fulfill each of their specialized needs, the special education operating places have been diversified. 1977 as the standard, in 1995, there was a 207% increase in the number of special education schools (106schools), and in 2008, there was a 290% increase with 146 special education schools in Korea. For special education classes, there were 983% increase with 3,440 classes, and 1,664% increase in 2008 with 5,753 classes in Korea. With the amendment of Law for Special Education in 2005, disabled students with chronic heart disorder, kidney disorder, or liver disorder were included as handicapped. Also, since 2006, hospital school and video education system were arranged for disabled students with health problems to study although at a remote distance through technology. Hospital school classes and video education system is approved as attendance.

<Table I -2-2> Changes in Special Education

Classification	1977~1993	1994~2007	2008 Present	
Forms of Special Education	Special Education School Special Education Classes	Special Education School, Special Education Classes, Regular Classes, hospital, home, welfare facilities	Special Education School, Special Education Classes, Regular Classes, hospital, home, welfare facilities, Special Education Center	

  

Classification	1977	1994	2008	Reference
Special Education School	51 (7,342)	106 (21,262)	149 (23,400)	() = number of students
Special Education Classes	350 (6,931)	3,440 (31,510)	5,753 (37,857)	

- Extension of Special Education Teacher Training System

The standards for training special education teachers has been raised from graduates of high school, junior college to university graduates, graduate school, and paid education. The requirements were only one, qualification as a special education teacher, but upgraded its requirements to three steps, requiring 1 and 2 level as a regular teacher and reinforcing training for in-service teachers (1992). Universities with departments for special education were only 3 in number in 1977, but expanded its size and number to 42 in number, as of 2008.

- Reinforcing Support for Special Education Schools and Students

Support for private special education schools has been elevated to the level of support for public schools. Personnel expenses and the cost of equipment are contributed on an equal basis. The extent of free education has expanded for students receiving special education. Admission fee, tuition fee, cost for textbooks, and lunch fee are free of charge. The cost of management, transportation, and field trips are supported by the national and local governments. (3.8% of the entire budget for education was spent on special education approx. 1.35 trillion won)

- **Achievements and Lessons Learned**

The increased amount of support for students receiving special education has risen each year: 56% (2003) → 70.2% (2006) →78.5% (2007) →87% (2008). The cost of support was 810,000won per person in 2002, but has increased to 1,869,000won in 2008. The society's interest and support has also increased over the years for special education.

Special education has gone through great development in quality and quantity, but there are still other aspects that are in need of improvement. First, measures to deal with the low employment of the disabled students and the low rate of college entrance. Secondly, proper scholastic achievement tests and evaluations are not given to the disabled students although they are intellectually sound. Third, there needs to be more teachers specializing in special education. Fourth, there is lack of support for disabled students studying at universities.



## **D. Policies for Gender Equality**

### **■ Need for Promotion**

After 1980s, our nation has worked to improve the gender inequality immanent among the content, the methods, and the system of education. This period was when the United Nations and the International Society expressed their strong will to eradicate all possible forms of discrimination related to females and gender. Removing sex discrimination within education and ensuring equal rights of education for male and female was considered the focal point in eradicating the vicious cycle of discrimination and inequality. The government has prepared the foundation for gender equality education, and has actively participated in the common recognition and effort of the international society by developing and practicing specific strategies. Gender equality education emphasizes not only in the terms of protecting one's human rights but also in terms of developing the human resources the current knowledge-based society demands.

### **■ Promoted Policies**

The legal basis of the policies for the gender equality education is to be found within the two fundamental laws. The fundamental law for female development that was enacted in 1995 is stipulated as the principal policy for gender equality education and development of female human resources. The followings are the policies behind the gender equality education that are currently being promoted under legal basis.

#### **○ Gender Equity in Curriculum and Textbooks**

The importance of gender equity in curriculum and textbooks was taken notice of earlier. On and after the 4th national curriculum (1983), each time the textbooks were revised the equity of gender in textbooks was always examined. As the result, the disproportion of gender in characters almost dissolved. The task left over is the total eradication of fixed ideas on gender roles and male-oriented viewpoints. The subjects that were divided according to one's gender become a mandatory course for both male and female students in the 6th national curriculum (1995). In the 7th national curriculum (2002) the subjects of technology and home arts were entirely combined, which discontinued the official curriculum that offered discriminated courses according to one's gender.

#### **○ Improvement of Gender Recognition in Teachers**

Teachers are one of the vital subjects in gender equality education. Based on the

indications of the Ministry of Education, Science and Technology, almost all of the city and district in-service training institutes for education are opening qualified training courses and job training courses for subjects related to various forms of equality in both sexes. Under the protection of the Ministry of Gender Equality, Korea's National Institute for Gender Equality is offering special training programs on gender equality. Instruction Manuals for teachers which guide the theory and reality of gender equality education are distributed to each school and teachers.

○ **Promoting Female Teacher Representation**

Although nearly 60% of the teachers in primary and secondary schools are female, the number of females in administrative posts (such as principals, vice-principals) and education specialist (such as senior supervisor, education researcher) is low. In order to improve such circumstances, a policy for expanding the opportunities for female teachers to enter the field of educational specialist was implemented in 2002. The rate of females in school administrative posts was 10.5% in 2004, but has raised its number to 15.3% as of 2008. For educational specialists, the rate of female was 20.3% in 2004 and is 29.4% as of 2008. In case of university education, employment quota system for female professors in national and public universities was introduced in 2004. Since then, 200 female professors have been appointed to a post in national and public universities. Through this policy, the rate of female professors in national and public universities has risen, 9.2% in 2003, 10.7% in 2005, and 11.6% in national and public universities and 19.7% in private universities as of 2008, which makes an average of 17.8% in total.

○ **Career Guidance for Female Students**

The percentage of school attendance for male and female students of primary and secondary schools in Korea has rated nearly 100%. The percentage of students entering universities was 82.9% for males and 81.1% for females, which shows no big difference between the two genders. However, there still exists the tendency of choosing one's occupation according to one's gender. 69.8% of female students in second and third year of regular high schools choose the humanities curriculum whereas only 28.2% choose the natural science curriculum. Such avoidance of the natural science curriculum continues on to university education where 50% of the female students major in liberal arts and social sciences, whereas only 9% major in engineering. In order to facilitate more diverse career selection among male and female students, especially to induce more female students to try out for the department of science and engineering, there should be more career guidance programs, science and mathematic programs that are

female-friendly, and development and distribution of instruction manuals for teachers and parents to guide their students and daughters in primary and secondary schools. Currently, there are many organizations that are supported by the government that works to contribute advancements for females. The Government supports fourteen institutes for WISE (Women into Science and Engineering), scholarship programs for female university students majoring in science and engineering, the project for the Women's Academy Technology Changer in the 21st Century, a project that supports universities that take the lead in engineering education for females, projects that support the specialized career education for female university students, projects that supports the centers for career development in female students, and so on.

- **Fostering the Environment Fit for Gender Equal Education**

To foster a safe and equal environment for both sexes, policies for sex education have been promoted persistently. After establishing a basic plan for school sex education in 2000, from the year 2001, primary and secondary students are examined for the actual condition and performance and programs to develop student textbooks and instruction books for teachers on sex education. Recently, policies to prevent sex abuse in schools are reinforced through amendment of the law and expansion of the infrastructure. It is advised for universities to establish regulations and centers to prevent sexual harassment. As of 2008, 52.5% of universities have counseling centers to confront sexual harassment, and 85.9% of the universities have petition committee for sexual harassment. In addition, as a policy to protect the maternity of female students, absences from menstrual pains are officially approved as attendances starting from 2006.

- **Achievements and Lessons Learned**

Twenty years of promoting educational policy of gender equality in Korea has been diverse and systematic. It has been beyond offering equality in opportunity but practical changes in the curriculum and textbooks, training teachers, policies in career guidance, fostering educational environment, and so on. Especially since the year 2000, there have been several and effective programs that have worked in collaboration supported by Ministry of Education, Science, and Technology, City and District Office of Education, and schools. Through such programs, there has been great advancement in eliminating the gender inequality and sex discrimination in field of education. Policy for gender equality demands the fundamental changes of awareness, attitude and habitual practices of school and teacher, parent, and students. Referring to the past works in bringing gender equality in education, implementing new policies is important, but the foremost

thing is to carry out and monitor the former policies persistently until it shows practical effect and results.

Until now, the policies for gender equality in education and policies for female education has been somewhat considered the same. That is because the policies were to protect the rights of relatively neglected and discriminated female sex from the existing male-inclined education. The policies for education on gender equality from now on should recognize the inequality within the different gender groups and continuously work to eradicate them as well as work towards the goal of accomplishing human-oriented and creative gender inclusive education which sufficiently integrates the viewpoint of both male and female.

## **E. Policies for After-School**

### **■ Need for Promotion**

After-School can be defined as consumer (learner)-oriented informal educational activities after-school. After-School is carried out after the regular school hours and is run based on the demands of the students. The After-School Program has been practiced since 1996 in Korea in hopes to foster creativity and moral characters in students and to reduce the private tutoring cost. However, the expected results were far from being obtained. So since 2006, the after school activities were radically innovated and applied into an After-School Program designed for schools.

The social and educational background behind the implementation of After-School is as follows: First, after the mid 1990s, the class and regional gap in Korea has become more severe and there was need for a policy that could solve the educational gap among the classes and regions. Secondly, with increasing families with both working parents, rising number of poverty class, one-parented families, there was a serious need for educating and protecting students at a low cost. That is how after school program had come under discussion. Third, the private tutoring cost has burdened people incredibly. The school, therefore, had the responsibility to provide the students with good quality education and child care services that could take place of private tutoring.

### **■ Promoted Policies**

After-school has four goals: Instructing the best and diverse classes after school, Educational function to complement the regular classes, Practice educational welfare,

Reduce the cost of private education.

After-school offers 4 types of programs;

- (1) Enrichment Activities and Cultural Programs: music, art, physical education, dancing, speaking in English
- (2) Academic Assistance and Enrichment: Korean, English, Math, Science, foreign language, and etc.
- (3) Elementary Childcare Service: program for lower elementary students – homework assignment, academic assistance and enrichment, enrichment activities and cultural programs. Usually, till 5 or 6 o'clock until the parent gets off work.
- (4) Lifelong Education Program: Programs for adults such as calligraphy, the art of ceremonial tea making, English speaking skills, vocational education and etc.

Students have to pay fees to participate in the after school program. However, the government pays for the tuition fee for students from low-income families or students living in farming and fishing communities. The following is the introduction of such policy.

○ **Voucher System for After School Program**

This is a system that pays the tuition fee for students living in low-income families. It funds 300,000 won a year per person. The students choose and take lectures, and the government pays for the tuition fee later on. As of 2008, there are currently 320,000 students who are receiving such support.

○ **Supporting After School Programs in Farming and Fishing Communities**

This project of supporting after school program has been carried out since 2006. The national government and the local government each contributes 50 percent of the necessary expenses in operating the after school programs. If the national government finances 4 to 5 hundred million won, the local government also has to support 4 to 5 hundred million won. Currently, as of 2008, all the farming and fishing communities around the nation are subject to such contribution.

○ **College Students Mentoring Program**

This is a system where university students directly instruct in small numbers primary and secondary students of low-income families living in cities and in farming and fishing communities. The university student usually teaches them twice a week for two

hours. The university student can receive monthly the minimum wage of 200,000 won or earn community service hours at their university. As of 2007 (October), there were approximately 11,000 mentors who directed 46,700 numbers of students.

#### ■ **Achievements and Lessons Learned**

As of 2007 (October), 99.9% of the primary and secondary schools are operating after school programs, and about 50% of the students are participating in the after school activities. After-school programs are working to attain its four main goals, especially with providing assistance to students of neglected class and region. In another words, the students who couldn't receive private education because of the cost can receive a high quality education for free or of low-cost. It also provides daycare programs, assists in bringing up students' academic and talent abilities, and protects students from misconduct and violence. 64.7% of the parents are satisfied with the after-school programs and 6.7% are unsatisfied. Satisfaction is higher for families with low income and for those who live in rural areas. The After-School Program is contributing in reducing the educational gap among different social classes and regions. Many of the local and city governments and local organizations and associations are providing sustenance for after-school classes through human resources and financial support.

In order for after-school program to provide more assistance to students of vulnerable group, there needs to be specific improvements and they are as follows; First of all, there needs to be a legal basis that can bring about more administrative support from national and local governments. Secondly, after-school programs should have more classes where even the students with low motivation for learning can actively participate. Third, the number of after-school daycare classes for primary students should be enlarged. Fourth, mentoring program with university students should be enlarged for primary and secondary students are favorable of university students and their mentoring because they can receive more individualized and level-based instruction.

## **F. Supporting Policies for ICT Education**

#### ■ **Need for Promotion**

If the information-knowledge quotient for a regular citizen is 100%, it rates 73.9% for the disabled, 73.0% for the low-income class, 49.8% for people of farming and fishing regions, 58.4% for the aged group (as of 2006). In other words, the level and amount of information the handicapped, the low-income class, farmers and fishermen, and the

aged group receive is different in margin. Especially, due to the inferior infrastructure of schools, the information gap between students living in farming and fishing areas and those living in urban areas is becoming wider. The information gap is becoming the main element is causing the opportunity imbalance in education. At the beginning of the information society, the educational and cultural gap caused the information gap. But as the information-oriented society reaches its peak, it is likely that information gap will cause reproduction of aggravated inequality in education and culture. Since it started in April, 2004, the start of the EBS (Educational Broadcasting System) e-Learning Project has brought to surface the pending questions of how we can solve the educational gap among student of low-income families through use of ICT (Information & Communication Technology) in learning.

■ **Promoted Policies**

○ **ICT Education and Distribution of Computers for Children in Low-income Families**

After establishing a plan (April of 2000) to offer students of low-income family information-oriented education and free computers, 500,000 students received education on basic information and communication technology and good students were supplied with personal computers and given monthly payment for internet connection. From 2000 to 2007, 150,000 students among the low-income class were supplied with Personal Computers and 620,000 students received expenses for Internet connection.

○ **EBS Online Lectures and Cyber Home Learning System**

In order to reduce the private tutoring cost and lessen the educational gap among regions, EBS online lectures have opened its service since April of 2004. Currently, as of March, 2008, there are 2,770,000 users. Also, Cyber Home Learning System has been expanded and been implemented across the nation since April of 2005, and it has been offered to more than 160,000 students, providing them with e-learning services.

○ **Expanding the ICT Education Project**

Starting from the year 2006, the group of people receiving the information and technology education is open more to the children of multi-cultural families, foreign workers and North Korean Immigrants in order to make narrow the digital divide.

○ **Air and Correspondence High School and Cyber Education System**

Air and Correspondence High School system of taking high school courses through radio whenever and wherever for adults without high school scholastic attainment has

been upgraded with the online Internet system. Since 2004, the new 'Cyber Education System for Air and Correspondence High School' has been adapted and laws were revised accordingly. As a result, around 140,000 adults who have never graduated from high schools are completing their high school courses yearly.

- **Digital Textbook Development**

Surmounting the former problems that were related to textbooks, in March of 2007, a plan to utilize digital textbook was reported and the platform and contents of digital textbooks made. Also, schools in farming and fishing communities were designated as Research Schools for Digital Textbooks and were supplied with the high-tech equipments such as electronic board, tablets, and PC to make better learning conditions.

- **Achievements and Lessons Learned**

The Information and Communication Technology Project has contributed in uplifting the information-based knowledge among students of vulnerable class or region. In order to make this information policy more effective, the following efforts should be made;

First, both accessibility to information and promoting information usage should be pursued side by side. Not only the materialistic support like the former PC contribution and supporting internet connection expenses, there needs to be instructions where the students themselves can actually examine and take use of information.

Secondly, the narrowing of digital divide should work as to solve the fundamental educational gap. In order for the information and technology project to work in practical ways to solve the educational gap is by managing it into a systematically database according to the respective class and individuals.

Third, instead of supporting in the block, the contributions should be made according to the specialized methods and referring to each individual's need. As for children in low-income families, they need further support in order to help prevent possible reverse function. They might be exposed to internet addiction and game addiction. Lastly, such support and aid should be carried out carefully so that the student receiving the contribution will not feel ashamed.



## **G. Professional Development for Teachers and Supporting Policies**

### **■ Need for Promotion**

The matter of how much an educational policy can be practiced with high quality and actually have effect in reality depends ultimately on the interest, passion, and professionalism in teachers. The biggest factor in education is the professionalism in teachers. That is why it is crucial to cultivate in teachers the professionalism necessary to instruct neglected students.

Currently, there are various programs being carried out for developing professionalism in teachers who instruct neglected students of diverse class, region, or group as mentioned above. For teachers who instruct certain groups of students (for example, disabled or basic competency-deficient students), lots of study and training is being actively and widely accomplished, whereas in some cases (for example, students of multi-cultural families, suspended students, students from low income family, illiterate adults) studies and training is being disregarded. For teachers of North Korean immigrants, there is studying and training program. Below are not the policies needed to develop the professionalism in teachers according to the type of students they instruct, but below is the list of polices that are currently being practiced to cultivate the professionalism in teachers.

### **■ Promoted Policy**

#### **○ Professional Development in Student Teachers and Supporting Policies**

##### **■ Heightening the Standard for a Teachers License**

In order to have superior teachers, policy that states the standard for achieving teaching qualification is in its process of being intensified for beginning teachers.

##### **■ Applying Teacher-training Program Evaluation**

Evaluating the Teacher-training Program that has been introduced and operated since 1998 is being intensified, and currently authorizing the evaluation of Teacher-training Program is being promoted. Authorizing the evaluation of Teacher-training Programs is a system where it intensifies the standard for the evaluation of Teacher-training Programs by acknowledging only the Teacher-training Programs that meets the standard of the evaluation.

##### **■ Improving the Method of Appointing New Teachers**

In order to select a teacher with higher aptitude in teaching profession and with more competence, methods in selecting initiative teachers is being improved. The weight of

paper-and-pencil tests is being reduced, and instead relative importance is on interviews and evaluating practical teaching skills.

- **Professional Development and Supporting Policies for In-service Teachers**

- **Head Teacher System**

Head teacher system is introduced and operated as a model case since March of 2008. The system is to give favorable treatment to teachers with high professional lessons and to promote better instructive skills. Head teacher system solves the excessive competition for getting promoted as vice-principal and principal. This policy is supported to promote the educational instructions centered upon the teachers with highest professional lesson skills. There are currently 171 teachers, as of November, 2008, that have been selected and who are currently working. The head teachers are selected from elementary and middle/high school teachers who have more than 10 to 15 years of teaching experience and first level full-time teacher licenses. Their main role is to coach lessons, training the actual scene of instruction, developing and distributing methods of educational curriculum, instruction and learning, methods of evaluation, leading training programs within respective schools, and instructing initiative teachers.

- **Supporting Standardization of Curriculum for Training In-service Teachers**

System of compulsory credits in training in-service teachers has been introduced and is currently in use to make the development of professionalism in teachers persistent. The standardization of curriculum training solves the quality differences in course of study. As a supported policy to raise the adequacy in training curriculum, it stimulates the teacher's ability in carrying out one's given tasks. The policy was reorganized in a direction to cultivate the teacher's leadership by reinforcing the practical and training exercises.

- **Implementing and Executing Teacher Evaluation System**

In order to support the ability development in teachers, the evaluation system for teachers is in its trial operation since 2005. Evaluation on one's work development applies for not only regular teachers but also for principals and assistant principals. For teachers, instructional methods and strategies in guiding students are the elements being evaluated. For principals and vice principals, they are evaluated upon schools' overall management and administration. The results of the evaluation are used in planning out one's ability development and individual training.

#### ■ Achievements and Lessons Learned

In Korea, competent people wish to become instructors and they get appointed after exceedingly competitive process. Also, in order to develop one's professionalism in their preparatory stage and during their in-service teaching, teachers participate in various training programs and many policies are enforced and put into operation. Although these comprehensive training programs and policies help foster professionalism, students' and parents' degree of satisfaction and trust towards their teacher is not that high.

In order to cultivate the professionalism in teachers, the following factors are necessary; First of all, there need to be intensive procedures in appointing a preparatory teacher by considering one's humanity, amount of devotion, and possibility of great development. Secondly, there needs to be a training program, set to efficiently develop teachers' professionalism as a preparatory and in-service training. Third, training programs for preparatory and in-service teachers should receive programs that help them understand and trust the students or the group of students in isolated classes and regions. Fourth, a professionalized training program that distinguishes each group of isolated students and providing continuous training processes from basic to advanced level.

### **3. The Role of the Education System in Solving Social and Cultural Exclusion and Poverty Problems**

Education in a democratic society should not discriminate against a learner based on race, sex, religion, property, and mental-physical disabilities. It is required to develop the abilities of all citizens to the utmost and contribute to social integration. The transformation of education from that of a private system to one in which the central government supervises public education in the modern civic state is also attributable to the above reason.

Access to education and distribution to social classes through education has been kept fair for a long time in Korean society. With the collapse of the traditional social classes in the early 20th century, citizens were able to obtain a higher social status through education which in turn provided equal opportunity of education unprecedented in other countries. Korea's education system surpassed 90% high school enrollment ratio in a time frame of 40 years just after the outbreak of the Korean War in 1953. PISA research carried out in 2000, 2003, 2006 on middle school students proved Korea's

success in providing equal opportunity in middle school education coming from an outstanding quality of education.

Due to the high level of preference for education and the support of the government, almost all middle school students graduate from their schools and 70% of all high school students go on to college. Preference for education and achievement made a big influence on the development of the Korean economy and society. During this period, Korea succeeded in achieving quantitative development and yet failed to accomplish qualitative development in areas such as providing equal opportunity to alienated groups and different regions and students. During the past 10 years, Korea has focused its attention on deprived groups and students of different regions and groups. This was to prevent the handing down of education levels and poverty to their children, which was caused by a widening gap in education levels after the IMF crisis in 1997. Much educational support and investment has been made in students belonging to educationally deprived groups and regions ever since the previous administration and this trait have been continuing in the new administration as well.

Also Korean society has recently been facing a new change and challenge in the integration of education due to an increase in diversity in the population composition caused by international marriages (especially marriage between a Southeast Asia country native woman and a Korean man), the influx of foreign workers, and increasing North Korean immigrants. An increase in the number of immigrants who are unfamiliar with the Korean culture and language can function disadvantageously to their own social adjustment and educational achievement of their children. The majority of the immigrants start their new life in Korea in rural communities and poverty-stricken areas of the city. This goes to show that the Korean society holds problems of estrangement and discrimination in education complicated with cultural factors and residential area problems.

The socially deprived tend to be economically underprivileged and belong to minority groups in terms of culture and language as seen in the precedent of Western nations. These background factors only go to worsen the situation of the immigrants and may jeopardize the social adaptation and educational achievement of their children as well. From this perspective, diversification of population composition can be seen as a worldwide movement and it is crucial that Korea reconsider its single culture based education system.

Diversity in education prompted by diversity in a sense of values is another issue that questions the appropriateness of the Korean education system in terms of integration and assimilation. Dropout students in the past were thought to be victims of poverty and an adverse environment, but recent trends show that maladjustment due to psychological and cultural factors act as main reasons. The number of students on the verge of dropping out is on the rise due to lack of necessary educational aid on the part of the school. Providing this educationally alienated class the opportunity for alternative means of education and flexible schooling hours by connection through e-learning, the combination of school and vocational training and experience centers, the combination of school and life-long education organizations, is an inevitable task for future education consolidation.

The change in the technical, cultural and economic circumstances surrounding education call for a modification of the principles of the education system. As the diversity and heterogeneity of students grow, instead of placing equality, liberty, fairness and efficiency at odds with one another, we need to aim for a universal efficiency in which everyone can receive the optimal education without exception. This is the time to reestablish the Korean education environment, in which elitism and standardized egalitarianism have been clashing in the past, as a democratic and efficient education system that guarantees equal opportunities, while embracing diversity and individual needs in specific education contents and methods of approach.

## **II. Inclusive Education: The Way to the Future**

### **1. New Approach, Scope and Contents**

#### **A. Conceptualization of Inclusive Education and Nation's vision.**

The term "Inclusive Education" is not actively used in Korea's national education policies. However for last 20 years, similar policies have been introduced in Korean society under the title "Education Welfare". Education welfare policy focuses on disadvantaged group to pursue education equity in Korean society. Therefore inclusive education can be understood as an education policy which ensures best environment for schooling to all children and youth, depending on their situations and education needs. This in return, proves that Korea's education policy has been inclusive education oriented in its contents.

Inclusive education can also be seen as an idea to deal with 'social exclusion' phenomenon in Korean society. 'Social exclusion' phenomenon focuses on individuals who are socially marginalized by economic difficulty and social isolation. These phenomena can be found in our society in various ways. For example when social class shifting diminishes the fixation starts, and this in turn begins poverty inheritance among the poor. When this happens the poor can be excluded from social events such as education, culture and politics, bringing further isolation with the mainstream group. Further more when various social field including school, differentiates the disables from non-disables, then the disables could most likely be excluded from social mainstream events. Inclusive education, therefore, is an idea to secure educational environment for communication among various social groups.

In Korea inclusive education has been implemented as an integration education for the disabled. The integration education between the disabled students and non-disabled students can be seen as an effort to actualize inclusive education in Korean society, by integrating physical space between the two different social groups. This integration education among the disabled and non-disabled students has been developed tremendously during last 50 years.

At present Korean society needs various levels of interest in inclusive education, due to rapid economic development and class segmentation in Korean society as the number of international marriage and immigrants increases. The class segmentation phenomenon in Korea brings residential differentiation and thus brings class segregation in public schools as well. Depending on residential difference the social background of students appears to be significantly different and affects their school grades. Even between schools in same region, there seems to be different types of school where the poor attends (below average school grades) and the middle class attends (top school grades).

Regarding these circumstances Korea has implemented various policies to help the vulnerable groups in Korean society. To improve educational equity the Korean government has developed educational policy for the economic poor by supporting children's tuition fees and school meals, as well as after school activity fees. Further more the government also aids education of new vulnerable groups in Korea, such as children from international marriage and migrant workers, by giving them Korean language study opportunities. With this Korean government implements educational policies offer more education opportunities to the vulnerable groups in Korea.

However as in inclusive education point of view, Korean society still faces with many problems. Inclusive education means that "all students in a school... become part of the school community"([www.uni.edu/coe/inclusion](http://www.uni.edu/coe/inclusion)), and "a developmental approach seeking to address the learning needs of all children, youth and adults with a specific focus on those who are vulnerable to marginalization and exclusion" ([www.unesco.org/education/inclusion](http://www.unesco.org/education/inclusion)). With this in mind, Korea has to implement proactive inclusive education policies where one can receive self learning and usable education opportunities, regardless of their cultural backgrounds, learning abilities and physical troubles.

The continuous expansion of integration education between the disabled and non-disabled can be a necessary condition for the inclusive education, but not a sufficient one. Even when special class has been established and spaces (class rooms) been joined for the two groups, in public schools the education contents are still very different and further efforts to create relationship between the two groups are not enough. In some cases where disabled student is in non-disabled student class, special teacher is not posted in the class, which makes it hard to expect the disabled student to get equal educational opportunities with the rest of the class.

Along with this problem, education aid system for children and youth who cannot get intellectual and emotional support from their parents is absent, unlike those from the poor and vulnerable group. Also even though the percentage of students who drop their regular school education is low (this is because of education fever in Korean society), there are reports on high number of students who cannot adapt to school education. This trend shows that although they receive formal education there are many groups which do not truly integrate in education field.

Henceforth Korea's school education policy must focus on building a school model which can fully support the students. The school model must first be capable of utilizing human and material resources in local community and guarantee professionals who can understand the students and their various backgrounds, and solve their needs. It has to be a psychological support system for students and help them to experience multidimensional culture which can help them to become active citizens in future.

## **B. Challenges and Recent Countermeasures in Inclusive Education Implementation**

### **1) Challenges**

There are various challenges in order to successfully implement inclusive education for students in vulnerable group. The important challenges are following;

- Promote social interest and understanding on inclusive education and its needs. Some type of student education, for example, for the disabled students and basic competency-deficient students may attract social interests but other education such as for dropout students and migrant workers' children may not always get people's attention. We need to enhance social interest and understanding for all types of marginalized students.
- Prepare student-specific curriculum, contents and program, and create appropriate teaching and learning method.
- Establish the teacher's experts on teaching and understanding about students. Such expertise should be developed in former and present occupation, and inclusive education training is necessary to both regular and special teachers. For regular teachers only general understanding of inclusive education is necessary. However special teachers need to learn different types of education curriculum and programs based on student individuals, and undergo deeper training on teacher-study method and counseling for inclusive education.
- Collect comprehensive and correct statistical data on students' taking inclusive



education, based on their number, education programs, results, school admissions and courses. Basic statistics will be foundation for searching appropriate students, establishing education policies and analyzing the results.

- Establish a corporate system which can bring cooperation between inclusive education organizations in central and regional level. At present there are various organizations in central and regional level working on inclusive education. Exchanging information and cooperative working will bring synergy effect to the inclusive education. Cooperation between organizations such as governmental bodies, the Seoul Metropolitan Office of Education and local governments is most necessary.
- Establish medium and long term national plan for inclusive education. Temporal and short term plan do not guarantee successful inclusive education. Therefore the Korean government must set up a medium and long term mater plan for inclusive education, and implement the policies systematically.
- Support stable finances for inclusive education continually.

## **2) Countermeasures**

The Korean government's political countermeasures are following;

- The Korean government has been supporting low income family students, agricultural, mountain and fishery area students, disabled pupil, North Korean immigrants' students, basic competency-deficient students, low education adults and women equality policies for a long time. Recently children from migrant workers and multi cultural families appeared as new vulnerable group in Korean society. To support them the Korean government has planned and implemented various education policies.
- Lee Myung Bak government embarked in March 2008, and emphasized on diversity, autonomous, elite and responsible education. However such educational policies may deepen educational gap in Korean society, so to relief such gap and establish education welfare, the Korean government is arranging 5 year master plan to systematically support marginalized students.
- The Korean government is systematically collecting information on inclusive education students. The information used as basis when searching appropriate students, establishing education policies and analyzing the results. The Korean government is putting a lot of effort to collect information on various types of students who are taking inclusive education, based on their number, education programs, results, school admissions and courses.
- The Korean government opens the collected and analyzed information to the public. Public information is necessary for promoting social interest, evaluating policy results,

establishing new policies and expanding financial support. The Korean government does research on inclusive education related information, and opens them to the public.

### **C. National Act and Regulation on Inclusive Education**

The Korean government's act and regulation on inclusive education are following;

#### **■ Non-discrimination on Disabled Pupil**

Article 18 on Education Fundamental Law depicts that "national and local government organizations must establish and operate schools for people who need special education due to their physical, mental, intellectual handicaps. Establishment and implementation of related policy is necessary to support the education"

The law prohibits discrimination on disabled pupil in regular school education. In other words in April 10 2007, 'an act on non-discrimination and civil rights on disabled pupil' was established to forbid discrimination on disabled and enhance their rights to acquire social participation and equality. In this act 'disabled' means situation where one's physical, mental handicap and loss of ability lasts for a long time and thus effects and restricts one's daily and social life. A person in charge of education cannot refuse application and admission of disabled pupil, cannot enforce transfer to other school and based on infant education act and elementary-secondary education act, person in charge cannot refuse disabled pupil's transfer to his/her school.

#### **■ Education on Maladjusted Students**

According to Article 28 in Elementary-Secondary Education Act, national and local government organizations are enforced to establish education policy, such as adjusting school days and education curriculum, for students who have problems adjusting themselves due to academic failure and character disorder. Article 21 and 73 in Enforcement Ordinance grant exemptions for maladjusted students when they want to transfer to other elementary and secondary schools, and Article 60 clause 3 in Elementary-secondary Education Act regulates alternative schools for drop out students. The Youth Fundamental Law strongly demands institutions such as local youth centers to bring countermeasures on academic drop out issues.

The Youth Welfare Law also strongly demands national and local government organizations to help youth who need special support by giving them living support, education aid, medical care and job training opportunities.

▪ **Opportunity Expansion on Early childhood Education**

Article 24 in Early Childhood Education Law regulates a year free education for children prior to their elementary education and it will be preceded according to Presidential decree. Regarding this issue Article 29 in Enforcement Ordinance gives priority to children from recipient families (based on National Basic Living Security Law) and children from remote islands (based on Education Promotion in remote Islands Law). Furthermore Article 26 in Early Childhood Care Law recommends priority to disabled children who are from child care centers established by presidential decree, national and local government organizations, social welfare foundation and other non profit organizations.

▪ **Educational support for Low Literacy Level Adults**

To enhance educational opportunity for low literacy level adults (under high school education), related Law holds life long education system which follows similar education system such as citizenship training school, high level citizenship training school, air and correspondence high school. The Elementary-secondary Education Act regulates correspondence system and time management curriculum which in turn enables low literacy level adults to take educational opportunities in future. Life long education law regulates national and local governmental organizations to enhance basic skills such as literacy education to adults.

▪ **Education in agricultural, mountain and fishery areas**

Special Act on 'the Elevation of Life Quality of Farmers, Foresters and Fishermen and the Promotion of Development of Agricultural, Mountain and Fishery Areas' was enacted in March 5 2004 to promote educational environment in agricultural, mountain and fishery areas. This law also regulates educational policy procedures and its evaluations.

▪ **Education support for children of escaped residents from North Korea**

The Act on the Protection and Settlement Support of Residents Escaping from North Korea which was regulated in January 13 1997 gave recognition to North Korea academic career and gave special education for them to adopt in Republic of Korea.

### ■ Promotion of Education Welfare Fundamental Law

For several years the Korean government has promoted Education Welfare Fundamental Law to solve education gaps and help vulnerable groups in Korean society. This law has established law terms in education welfare field and has produced comprehensive and yet systematic education welfare program which in turn, made all the people (early childhood, children, youth, North Korean migrants, students, the disabled, the aged people and residents in remote islands etc) to get regular educational opportunities. This law will enact with education welfare investment articles and will be established as law evidence for future financial support.

## 2. Public Policy

### A. Index of Inclusive Education Policy

The Korean Government, fearing the polarization of educational opportunities and its effects as a result of social polarization together with economical globalization, has focused a lot of attention on disadvantaged and the vulnerable to help them. Those Various policies, however, have been only focused on apparent problems and have not been properly suggested through organized and accurate system on substantial problems which disadvantaged and the vulnerable had.

Leaving unexposed disadvantaged and the vulnerable in blind spot, competition among each government ministries lessened the synergy effect of links and cooperation, gave duplicated benefits to same particular groups or organization, and showed a few problems in efficiencies of welfare policies. In order to effectively push forward inclusive education policy, the indicator that could properly locate and track the situation of educationally excluded people and the gap between advantaged and disadvantaged should be developed and applied.

According to relevant research or business reports, here are some applicable indicators. In order to find out the aspects and the size of educationally excluded group, differences of achievement study between region and class, high school entrance rate differences among different types of high school, higher rank university and the rate of entrance four-year-university. Recent recoveries partially shows educational opportunity and level difference between the city and the firm village or residential areas in the city

are growing. Therefore it is essential to check accurately the aspects shows in each region when they have different educational opportunity, process, and results. National or regional rate of the students and adults who speaks Korean as a second language, education support on identity of multi-cultural family (learning opportunity on mother-language and homeland culture), and dropout rate of the children of North Korean and new settlers should be properly researched in order to comprehend the educational isolation which multi-cultural family faces.

Furthermore exact number of drop outs and percentage of people who need alternative education should be evaluated in national, city and province level. Also for the people who have physical and mental handicaps, the level of promotion and size of group who need special education should be recognized. Therefore to recognize size and characteristics of marginalized group which are neglected from education, and to establish efficient policies, one can apply the next following 4 index in research;

- Index in socioeconomic perspective: fiscal independency of local government. Unemployment rate and poverty rate, the number of children in divorced family, the number of handicapped in each grade, less-schooled adult ratio in between parents' ages of 30s and 50s, cultural and gymnastic facilities per 100,000 people
- Input index for education: human resources, facility, beneficiary rate among infants, day-long infant education beneficiary ratio, monthly expense for private education (infant education, primary education, secondary education), after school babysitter ratio, adult literacy rate, substitute teacher ratio
- Index for education process: the number of students who are maladjusted in school, ratio of school violence, ratio of students from multi-cultural family, ratio of school which runs education program for excluded group
- Index for educational output: high school graduate rate and high school dropout rate, the ratio of students who go on to a high school after middle school graduation, the ratio of students who go on to a high school by type of high school, the ratio of students who go on to college (4-year course college, the Metropolitan area, 2-year-course college), employment rate of high school graduate

To evaluate the students' academic achievement differences in regional and class level, we must first initiate national level evaluations and check school conditions which affect educational gap among students. We also have to look for individual and teacher level and other various sources which can effect students' achievements in regional level periodically.

## **B. Related Issues and Debates According to National Education Policy**

In terms of inclusive educational practice, the social issue is focused on social conflict between Educational Excellence Program and Equality Education practice. Korean elementary schools and junior high schools with equalization policy had financial support homogeneous and had no unfairness within any schools as a goal. Consequently, Korea has achieved equalization onto secondary education in one generation. However, since 1990s, because there have been many elite-oriented selective high schools due to the trend of educational variety and self-regulation, educational spaces seem to be separated by a student's schoolwork competence and a family's social economic status. Accordingly, there has been a conflict between the proponents who support equalization and opponents who assert separated education for excellence. People emphasizing excellence seem to strongly require selective school system yet people with equality seem to reject personalized educational treatment and various trials.

It is needed to consider the matter of both proper inclusive educational direction for various population composition and multiculturalism practice. Now, Korean governmental offices provide supporting programs for North Korean immigrant families and multicultural families' children. However, it should be discussed not only whether the direction of proper inclusive education is to assimilation of Korean-oriented main educational environment, but also whether there is needs to additional supports, such as learning their languages and culture, which is based on respects of multicultural family's identity.

Now, there are many foreign schools in Korea. However, because these schools are operated without Korean governmental supports, it is limited for children from multicultural families to access those schools. It is under-developing migrants who have difficulties to form cultural identity through education. In this case, there are no independent educational organizations to teach their culture. Also, because of lack of Korean skill to catch up with Korean ordinary education and understanding about

Korean culture, migrants' children could be marginalized in systematical education. If they could adjust Korean schooling, it is hard to develop cultural identity for multi-cultural background with only using adaptive education to Korean culture and curriculum. In this case, it should be concerned about internationalism, the direction and practice about proper inclusive education and multi-cultural society.

### **C. The Most Vulnerable Groups Excluded from Education**

There are many kinds of neglected groups from education. For this reason, governmental policy about education and social welfare has mainly started to approach the places packed with the low-income bracket groups and farming and fishing villages in order to solve educational disparity. Recently, the most excluded student groups are the disabled students, the dropout students, the multi-cultural families' students, and North Korean immigrants' children.

#### **○ Physically challenged students**

Korean government tried to enlarge educational opportunities for the disabled through Special Education Promotion Act in 1977. As a result, in 2008, there are 148 special schools and 5,753 special classes in ordinary schools. However, when it comes to on-going education and employment, separated education learners from ordinary schools are less competent than special school students. It shows that operating integrated education is complicated. In special schools, there is the disabled-oriented education, however, in ordinary schools, the contents of curriculum is just lower level of ordinary curriculum. In this case, it could be said that special classes in ordinary schools are neither actual integrated education nor special education.

#### **○ Physically challenged children in early childhood**

The more serious concerns about the disabled are the educational approach to those who are in early childhood. As elementary education and secondary education is compulsory, the disabled can have educational opportunities. However, excluding early childhood education, the education depends on each family. Even though each age group reaches up to 500,000, students who are provided special early childhood education are fairly limited. In this point, it is urgent to secure proper educational opportunities and experts to provide good education with those children who have physical challenges.

○ **Dropout students**

In 2006, dropout students were about 70,000 (0.90%). The rate of the, dropout has not been decreased and the reasons have become various. In the case of dropout students, although some students get education in alternative educational institutions, its quality seems to be insufficient. There is lack of precise data about dropout students who are not studying in alternative educational institutions, moreover, there are not many social centers to support and manage them. It can be considered that discontinuous students are the most fragile groups from education field.

○ **Students from multi-cultural Families**

The new vulnerable group in Korean society is children from multi-cultural family. In Korean society the group which represents multi-cultural family is usually Asian women who came to Korea to marry Korean men. From late 1990s children from these international marriages started to take school education, and for these Asian women who do not use Korean as their mother tongue started to show difficulties in supporting their children's education.

In year 2008 present, most of 18,769 students from multi-cultural families attend elementary school. This number has increased 39.6% compare to year 2007, and twice as it did in year 2006. Such vast increase shows that the number of students from multi-cultural families will increase dramatically, especially in rural area schools where this number might even change the composition of students in class. The reason for this phenomenon is because multi-cultural families are mainly made up with economically poor Korea farmers and Asian women from under developed countries. Moreover number of children from migrant workers is now 1,402 in year 2008, which is a 15.9% increased number of 2007. There are cases where migrant workers marry Korean women.

Most of multi-cultural families face with cultural gap and economic difficulties in Korean society, which creates difficult educational environment for the children. In year 2005 alone, 52.9% of women migrants in multi-cultural families lived under the minimum cost of living and 44% of multi-cultural families even lived with half of the minimum cost of living. In such poor conditions, children who also live with mothers with poor Korean may experience language problems, cultural maladjustments which are likely to continue after they enter school, experiencing more maladjustment and education gap in class. This maladjustment will deepen as the students attend higher grades, and



this may result in school failure, shortage in ability, and unemployment problems in future, making vicious cycle of poverty.

Problem is that we do not have special teachers who have special education program to help these students who are so different from regular Korean students. Starting 2 years ago with the government's support, Korean language class (KSL) and after school activities have been established in schools in rural areas. However this is not enough to resolve the problems of multi-cultural families. Therefore for past 2 years the government is working on various policies to support students from multi-cultural families.

○ **Students from North Korean Immigrants**

There are North Korean immigrant families who do speak Korean but experience same marginalized situation as multi-cultural families. Even though they speak Korean, these people lived in different social and cultural environment from South Korea and have maintained such social norms and political system for more than 50 years. They are refugees who left their home country for living. The number of North Korean immigrants is increasing as economic condition of North Korea worsens. In year 2008 alone a total number of 13,515 North Korean immigrants are living in South Korea.

To help North Korean immigrants to adjust in Korea society, the Korean government has given them financial support and education training. Unfortunately most North Korean immigrants do not have stable life in Korea. Their children, especially, face difficulty because they have been long cut off from school education due to their refugee life. Moreover their former education career in North Korea cannot be recognized in South Korea which creates more hardship for the children to learn in Korea. To solve this problem the Korean government has simplified education recognition procedures and offers various education opportunities considering their age and education career. In addition the Korean government is trying its best effort to help the North Korean immigrants to adapt well in Korean society by offering various programs and aids.

### **3. System, Connection and Transition**

#### **A. The Main Obstacle in Inclusive Education: Economical, Social, Cultural Obstacles**

The most critical obstacle which blocks several kinds of walks of life and groups to conduct the inclusive education is from the perception of society and educators, including parent and teachers. Korean familiar to the education competition of grade orientation have a tendency to regard education as more unlimited competition rather than mutual cooperation among learners. In this context, we are likely to be shortage of understanding, perception, consideration above the individual and group who live in the disadvantageous situation. Teachers are also used to being the education that teaches students more in the instructor oriented way than in the student oriented way which considers the difference among students. Thus, some teachers are awkward to instruct students together who differ largely in terms of grade and home condition and are the lack of understanding ability for the Korean language. Furthermore, they think that instructing such students together has inefficient. From when adopting the level-off policy in the middle school, the consistent opposition logic that the heterogeneous class of the big level gap is difficult to instruct efficiently exists. In the same token, the diversity of student group in the school and class has a tendency to be regarded as the problem.

Another obstacle of inclusive education is the shortage of education condition and support system which can help efficiently the diversity of student group in the school. For example, the lack of the teachers can be the important factor which prevents the inclusive education. The number of students per teacher and per class in Korea is much higher than that of the average in OECD countries. The student number per teacher in the elementary school of the OECD countries is averagely 14.8 and that in the middle school is 13.7. On the other hand, the student number per teacher is 20.8 in the elementary school, and 20.4 in the middle school. It means that the overcrowded phenomenon of the elementary and middle school in Korea is severe. This kind of class scale intensifies more one way instruction of the group orientation than differentiated education which considers the diversity of students to teachers.

In addition, the opportunity which the preliminary teacher can experience the education condition considering several kinds of class situations and learner's properties is limited because the period of teacher practice to take a look at the respective student is very short in terms of the process of teacher training. As a result, most of the teachers with the instructor certificate theoretically believe that they should conduct several education ways focused on the student orientation. But, in practice, they have a difficulty to cultivate the ability which can conduct differentiated instruction in the teacher's activity.

The other factor which makes the inclusive education in Korea society to be difficult is that the school record in the school days has a great impact on the whole individual life. According to the 2008 statistical administration's material, the city labor of university graduation obtains as much as 1.54 times than that of high school graduation in terms of paycheck. The gap between them has risen consistently. All schools, parents, and students are preoccupied with the preparation of the competitive college entrance exam because the scholarly high attainment and the graduation certificate of famous university than the occupation career affect dramatically in obtaining the social and economical statue Social and cultural minority, the handicapped, people who pursue alternative education in this competitive education condition lose the place to stand up. In order words, the culture which places a priority in the specific college certificate and school ties than individual career and capability becomes the obstacle factor to make sound community with several cultures and walks of life.

We should look back on whether the education welfare policy of the government for the group of education weakness remains the concept of charity and compensation welfare which gives to the have-nots and the cultural shortage group or not. The inclusive education which includes several alienated group including multi-cultural house into our society should cultivate everyone the capability and responsibility which can live as the member of community with the respect of individual personality and cultural identity. Therefore, the inclusive education of new era should be the open and mutual inclusive education.

## **B. The Most Important Factor for Inclusive Education**

The most important factor in operating unified education is the will and devotion of schoolmaster and teachers. School is the actual place where educating is done, so the vision and leadership of schoolmaster combined with the idea and act of teachers can

change the shape of the entire education. According to a research how self-respect and scholastic achievements differs from region shows that the critical factor deciding students accomplishment is his social-cultural backgrounds, especially support and expectations from his parents.

There is an important difference according to the curriculum and educational surroundings of schools. Education focused on understanding and voluntary participation of students, teachers' aspiration and devotion, leadership of schoolmaster are the critical factors increasing students' progress. Even in the competitive environment where out-of-school lessons are often used to prepare for higher education, there are some schools trying to reduce the need for out-of-school lessons. The awakening of responsibilities and the devotion of teachers are the main reasons for them. For these reasons the efforts of schoolmasters to provide the best education for every one despite of their backgrounds and abilities is important.

To spread the inclusive education government policies are important. If the government focuses on elite education, schools won't change their custom, facilities and situations for inclusive education system. For these reasons even if the government promote self-regulation and decentralize, there must be actions to provide welfare and guarantee educations to the weak.

In 2008 the Korean government announced 'self-regulation act on schools' and delegated most of the powers to city-state superintendent. During this process the welfare for the weak had been also delegated. Such delegations without considering the financial situation of local governments can cause severe differential between urban and rural education system. It can also bring financial pressure to the local governments executing education for North Korea refugees, multi culture families, neo-neglects. That is why the Lee Myung Bak government is preparing a unified comprehensive master plan for educational welfare system. The actual performance groups of inclusive education are schools, the ministry of education, local government and various organizations. Only when they understand and support the inclusive education can be carried out. The best way is to organize local committee and execute inclusive education.

Even if there is a change in recognition and government support inclusive education cannot succeed without the help of the press and the society. That is why we need to control the speed of changes in order of social understanding.

The inclusive education should aim on building a community of different individuals. If we hold on the idea that all learners are same, the individuality and characteristics can be ignored and there may be a cultural violence. But there will be a disruption and conflict if we focus too much on differences. That is why we have to persuade the people with the concept of "equal rights, but individual approach".

### **C. Methods or Means for Education System Incorporation**

Inclusive education is possible to succeed only when there are political determination of government, inclusive education friendly institutions and culture, and recognition of education practitioners. It is highly likely that those excluded groups from education are likely to be excluded from society and culture as well. In this sense, inclusive education is not only a matter of education, but also a matter of living quality, sanitation and employment environment of local community.

In general, vulnerability of excluded groups from education is reflected to sparse opportunity and poor outcome of education. Low achievement and maladjustment to school appear even worse in higher graders. Thus, we need to find out vulnerable groups from education when they are early in their lifetime and to intervene in this problem to prevent a likelihood of getting them behind in school. Furthermore, we need to come up with and implement an education policy which links infant, primary, secondary, higher, and lifelong education with consistency.

In Korea, low literacy level students in 3rd grade accounts for 2.2% in reading, 2.6% in basic algebra and the figure increases highly in 10th grade with those of 4.0% in Korean language and 8.2% in math. In order not to make it worse, we need to set up a legal base to test basic educational background and to suggest concrete and practical supporting methods and responsibility of schools and Office of Education. Also, we need to set up a long-term approach to help those who are behind in class to reach a certain goal with 'academic achievement plan.'

Most of people in exclusion group belong to poor family which performs poorly in education. They are also the underprivileged in terms of socioeconomic and culture, so inclusive education should be approached from the linkage of family-local community-lifelong education institution. In multi-cultural family, mother is unable to help her children's education because of her language ability and cultural understanding on Korea.

Economic reason triggers the problem as well because mostly mothers in multi-cultural family engage in low-income temporal job. Under this circumstance, we need to provide a program which enables them to improve their language ability, job skills and to understand Korean education system and treat their children's maladjustment to school. Given that they are dual-income family or single-parent family, school and local community need to serve them with after school education and child protection in together. Financial source for supporting program can come from different ministries and communities.

Therefore for the efficient promotion of inclusive education, the Korean government must establish an organic system which supports cooperation between governmental organizations, between schools and local society, families and between public organization and civil society. Hence to implement this idea the new government, based on past mistakes in inclusive education, is designing education welfare master plan. The master plan not only includes blueprint for education welfare administration system but also is promoting law enactment for legal evidence.

#### **D. System of Connections to Prevent Educational Failure**

An 'educational failure' refers to a student's weak scholastic ability or his dropping out of school due to not being able to adapt to the curriculum. It is the duty of education to strive to limit the extent of an educational failure or to avoid one entirely. In order to do so, various factors are required, such as enthusiastic teachers, specialized teaching methods, and good educational facilities. However, construction of a system of connections among interrelated organizations or agencies is especially important. For example, schools must be committed to identifying potential educational failures and endeavor to have them stay in school. To do so, parents and organizations, including police departments, local government, and welfare institutions, must work together and cooperate with one another.

In order to prevent the prospective educational failures from being lost entirely and to help them get back on track, a dedicated educational safety net must be constructed. An education safety net system is 'a total supporting system which connects education, training, employment, and welfare to make it possible for the student to bounce back. As a policy, it guarantees significant scholastic experience to the educationally vulnerable group to develop and conjugate their natural abilities'. The educational safety net is a

system protecting the tools for supporting healthy intellectual growth and development of students exposed to social danger. For an educational safety net to impact an individual life over the years, it must be constructed at each level of opportunity of education.

The following principles must be obeyed when constructing Educational Safety Net:

① Target person is the center, but efforts should be allowed to affect others in his circle. That is, support of an individual is not only limited to one student but to family members, neighbors, and the community. ② Educational Safety Net must allow the vulnerable group to receive meaningful educational experience through the human resources, materials and programs provided. ③ No groups should be excluded on the grounds of social class, geographical origin, race, or physical disadvantage. ④ Educational Safety Net must not be a temporary support, but a continuous support throughout a student's lifetime. ⑤ In the long run, the educational support must not be a one-sided hand-out but rather a partnership to help recipients build up the local community.

Educational Safety Net can function most effectively when the system of connections is constructed as follows:

① Relationship should be made between the governmental ministries and offices promoting projects relating to Educational Safety Net. In the case of Korea, for example, various types of ongoing projects are being pursued by the Ministry of Education, Science and Technology, the Ministry for Health, Welfare and Family Affairs, the Ministry of Public Administration and Security, the Ministry of Culture, Sports and Tourism, the Ministry of Information and Communication, to name a few.

② Relationship between the central governmental ministries and local ministries that promote projects relating to education safety net must be established. Specifically, the Ministry of Education, Science and Technology and 16 offices of Education, 182 local Offices of Education, the Ministry of Public Administration and Security and many municipalities must have a very close cooperative system.

③ Schools, local governments, welfare facilities, businesses, civic groups and other local organizations must cooperate to form a connection among local groups and the organizations promoting projects relating to education safety net.

④ Relationship and cooperation are crucial among the programs and projects that are supporting educational failures; among the central and local organizations; and programs offered by different groups.

⑤ In order to find excluded students, analyze policy management realities and results, and develop new policies, information must be shared. Thus we need connections to communicate information produced by organizations and groups related to Educational Safety Net.

## **4. Learners and Teachers**

### **A. Teaching and Learning Methods for Expanding Educational Opportunities, Improvement of Scholastic Outcomes, and Reduction of Gap in Education**

#### **1) Building a Position of Expansion of Educational Opportunities and Maintenance of Policies.**

It is necessary to require by law the right of special needs individuals to receive proper education. Educational policy must guarantee equal access [for all people], considering [individual differences] and [circumstance]. This can only be achieved by detailed identification of targets and contents by law.

In order to equip the educational system for the special needs in learning, cooperation is required among personnel at the national level, local governmental level, school level, class level and teacher level. Firstly, at the governmental level, an inclusive educational operation plan must be embodied. After that, budgets and policies must be established in phases and systematically. The following aspects should be considered:

- For the special needs students, individual education plans should be framed.
- If necessary, related services must be guaranteed, such as transportation, therapy and other needed assistance.
- The right of parents and guardians to evaluate their obligations and measure educational contents must be accepted.
- The government must support any costs incurred.

In reality, it is impossible to teach a classroom according to every special educational need. Reducing current size of the classroom must therefore be considered. Moreover, when there are many special needs students in a class, aggressive correspondence, such as an assistant teacher, is required. In order to understand the situation of those special needs students thoroughly and classify them, proper policy making is necessary to arrange additional human resources for those who have special requirements.



Inclusive Education should be practiced not only at the school level but also at local community level. Supervision of human resources - such as teachers from various fields, counselors, educational psychologists, speech therapists, and physical therapists - is difficult to accomplish at individual schools. For this reason these services may be administered at the local community level. Instead of assigning these professionals to individual schools, a number of schools can be grouped together. Once the particular needs of an area have been established, the required resources should be the group's responsibility.

## **2) Methods of teaching and learning that meet the special educational requirements**

In inclusive education, the methods of teaching/learning in various schools can be different according to special educational needs and how each institution approaches knowledge. For example, in a multi-cultural family, when children have learning difficulties due to the linguistic and cultural gap, many diverse methods can be used to deal with that issue, such as one-on-one instruction in the same class or after-school lessons, until the student reaches a certain level. At that point, the whole school must respond, and so a small group or an individual lesson can take place. Practical use of university student volunteers, parents, and community volunteers can be considered. As we focus on the meaning of 「Education for All」, there must be a closer look whether anyone in a current school or in a classroom is excluded because of a perceived difference in that individual. Especially in Korea, a society based on academics, education can easily become 'grade-centered,' Thus contents and methods tend to be fit into that model. Students with a weak educational base, lack of attention, slow learning, history of time abroad, and/or multi-cultural families are prone to be excluded. For any reason, the structure should not make it harder or impossible to get back on track once students fall behind, but it must establish a system that allows individuals to learn at their own pace.

The current issues that are a country's responsibilities can be resolved by accepting the differences among individuals. For that, efforts should be made to replace the method of 「individual teaching」, which focuses on individual students, comparable to the Japanese teaching style, which concentrates only on a few excellent students with good grades. If the special needs students are within a range that is not significantly different from other students, a method of learning to cooperate in a small group can be used.

### **3) Methods of evaluation that meet the special educational requirements**

Using the ordinary standard evaluation techniques on students with special educational requirements can contribute to a phenomenon of continuous exclusion in education. Thus, evaluation for such individuals should focus on understanding their progress and giving feedback. For that reason, the 「growth consultation evaluation」 method, which focuses on the change of ability and amount of growth, should take a place instead of the Normative Comparison Evaluation method.

The development of students' learning should be confirmed often by the student and the teacher. And it is important to encourage the student to step forward based on individual progress. At this stage, using current school's Performance Assessment is necessary. During this learning process, teachers must have understanding of the difficulties that students are facing, and should be able to help the students to overcome it.

## **B. Curriculum for the Various Learners who have Special Requirements**

Various curriculums must exist in order to satisfy the requests and needs of learners with special requirements. The curriculum can be operated as follows:

### **○ Curriculum at Customized Education Facilities**

Educational institutions dedicated to North Korean immigrant students have developed a special curriculum uniquely tailored for these disabled students. In other cases, a separate but proper curriculum has been developed by institutions and schools for the specific types of students. They may also develop and operate according to students' abilities, topics of interest, and individually customized curriculum.

### **○ Curriculum at Ordinary Schools**

Most of the target students of inclusive education study at ordinary schools with other, non-special needs students. Studying at an ordinary school increases the ability of social adaptation and unity. The most effective way to have special needs students receive an education at ordinary schools successfully is to bring diversity to all academic subjects, and so individuals can choose according to their interests, abilities, and needs.

Choosing subjects in curriculum includes very wide range of choices. However, in Korean education, these decisions are often made by schools, which is very limited. As a result, students who are interested in other subjects are excluded. Some of the reasons

why more options are not offered include the particular subject requirements and the small number of the students who want to take them. These difficult conditions are often faced in suburban areas' small classrooms. Usually, the bulk of the teaching is directed toward the students with good grades. As a result exclusion of lower grade achievers is likely.

From the standpoint of inclusive educational goals, it is crucial to respond to the minority when offering subject choices. Therefore, when it is difficult to respond to diverse requests at a school level, taking action at a community level must be considered. For example, in recent times, the demand for physical educational subjects has increased. If offering a particular subject is impossible at a small school, a connection that allows the student to take the subject at a nearby school would demonstrate a successful cooperation among schools. On-line education is another option. Lastly, associating with specialized schools or universities in the given field is a good way to respond to the students' various requests.

For the inclusive education model, a more flexible and wide-ranging structure is necessary, including:

- The expansion of potential sites of learning, so as to include institutions or facilities outside of schools.
- The application of various human resources, which requires expanding options beyond only the teachers within each school. Instead, teachers from different schools, university professors, university students, researchers, professions, and volunteers must be recruited to cooperate.
- The flexible operation of learning hours. Teaching students with special requirements does not have to be limited only to school hours, but can be extended to after-school, weekends, and even vacations.
- Flexibility and resilience in the operation of curriculum: While the curriculum for compulsory education is framed at national level, a student with special needs may require some adjustment to their curriculum.

### **C. Teaching Hours of Reading at Primary Schools and Content**

In the 2007 Curriculum Reform, the Korean language curriculum is defined as knowledge, functions, context, and the convergence of these skills. For instance, if a student lacks reading abilities, it does not only affect his Korean language skills but

other subjects as well. When the problem is not resolved early in education, the ramifications increase as the student moves through the grades. Thus, it is imperative to take action at an early stage as possible. For example, the status of children of defectors from North Korea, children returning from abroad, children of foreigners, and children from multi-cultural families must be evaluated every term, and the educational system should react accordingly. Educational programs and effective methods for these students must be developed.

The following method can be considered for schools with students who require extra language instruction. A Korean language class and appropriate teacher should be established within each unit school, according to the number of students who require it. Language lessons for these students may have individual differences; however, if learning is hindered by a language barrier, such students can sit in a separate classroom and receive extra teaching after school. At this time, teaching should be done individually. If it is impossible for the student to speak and write in Korean, learning in their native language should also be considered. This plan will ensure the effective use of human resources, such as local instructors who can speak the required language, including university students or students who have been abroad. If such individual teaching cannot be done at a school unit, it could be done at an area unit using after-school hours.

While teaching primary students from multi-cultural families to read, parallel instruction can be given to the parents, because their lack of literacy can affect their children's abilities. In Korea, a mentoring system for parents and children of multi-cultural families has been operated using university students for support. Thus the development of programs for parents and students according to the types of needs and the specific levels of reading ability, along with the promotion of professional instruction, is needed to overcome such problems.

#### **D. Training Qualified Teachers to Meet the Requirements of Various Learners**

Raising the professionalism of all teachers can be the primary factor to expand high quality inclusive education. However, in the case of Korea, it is hard to say whether there is enough development of teachers' natural dispositions. For this reason it is necessary to expand the professionalism of teachers dedicated to inclusive education.

First, it is important for all teachers to have a positive understanding and show interest in special educational requirements. Teachers must have a perspective that accepts positively what UNESCO emphasizes for inclusive education: "accept student diversity as another resource for a different educational policy, not as obstacles for school and classroom's function." In order to achieve this goal, the following is needed: •An understanding of inclusive education and specific students with special educational requirements. •Specialized training prior to placement of new teachers in schools, along with regular in-service for current teachers. This includes training of children's various special educational requirements and of way how to adjust the learning contents and teaching method to the various students' needs.

Second, training programs for senior staff, such as educational administrators, must be developed and operated. The training of local educational administrators, superintendents, principals, vice principals, and teachers at the managerial level is very important. These individuals will then be equipped to support the less experienced teachers in the field and demonstrate leadership.

Third, it is imperative both to train teachers who can serve as administrators as well as those dedicated primarily to teaching various types of students.

Forth, subjects related to inclusive education should be offered at universities and other training opportunities. This would help the understanding among instructors of inclusive education and practical leadership in the field. Such preparation should be offered continuously to supplement intensive, individually customized training.

Fifth, Role models must be offered to disabled or students with other special educational requirements. This would allow the students to better understand their situation in life and develop realistic expectations about their potential. Ideally, students would have a chance to meet teachers who have been disabled or even dropped out of school, but were able overcome such difficulties.

## **E. Organization of Formal and Informal Learning Environments to Integrate all Learners**

### **1) Formal Learning Environment**

A formal learning environment consists of the school and classroom, and is a principle place where inclusive education can take place. The learning environment fostered by

schools and classrooms serves as an essential element in determining the success or failure of inclusive education. For this reason, detailed efforts should be taken to create a setting conducive to inclusive education, including consideration of the following:

- The environment and facilities of schools and classrooms
- Curriculum and teaching materials
- Types and the number of teachers, instructors, and helpers
- The quality and atmosphere of the instruction
- The atmosphere and culture of schools and classrooms
- The enthusiasm and achievement level of students

Our country, society and individual communities must offer their full support to develop proper learning environments, since they are critical to the quality of inclusive education. Schools should have the best of these conditions as suggested above, if necessary enforced by national law, community policies or school rules. This will enable the learning environment to be structured appropriately for teaching various types of excluded students.

## **2) Informal Learning Environment**

The informal learning environment refers to the local community outside school, as follows:

- The social and economic background and culture of the student's household
- The social and economic background of the local community
- The human resources of the local community
- The material resources of the local community
- The culture and atmosphere of the local community

Inclusive education can be most effective when formal and informal learning environments work together. Because the informal learning environment is composed of parents, community organizations and the local government, working together is desirable. The school and local community must work toward constructing the connections needed to develop a desirable environment for the student. If necessary, laws to require the availability of inclusive education for all students in the community must be considered.