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**Attracting, Developing and Retaining
Effective Teachers:
Background Report for Korea**

**Ee-gyeong Kim &
You-kyung Han**



Korean Educational Development Institute

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FOREWORD

We do not need to emphasize any stronger that teachers are the core element that influences the quality of education and determines success or failure of education. Hence, the efforts to attract excellent human talents to teaching profession, develop and retain them are directly related to the improvement of educational quality. That was why the teacher policy has never been omitted in the education reform measures advanced by the successive political regimes of Korea. However, in spite of the numerous measures, the actual support and the will to generate change has remained weak.

Particularly, the problems of continued decline of teachers' rights and image since the mid-1990s, combined with many facets of educational problems accumulated over a long time, has expanded to a massive social problem called the crisis of public education. Moreover, a series of events occurred recently, such as the reduction of the teacher retirement age has had the effect of even further depressing the already distressed teaching profession, further lowering the teacher morale. Therefore, it is more urgent than ever to secure able and dedicated teachers, improve the teaching environment to instill the vocational pride in teachers, and enhance their professionalism.

At this juncture, to diagnose the current issues of teacher policy objectively in a more international perspective and seek viable policy strategies, Korea has decided to participate in the OECD's activity: Attracting, Developing, and Retaining Effective Teachers (2002-2004). Korean Educational Development Institute was responsible for producing this report as a background report for the activity. This report is composed of six chapters that, on the one hand, provides the data that respond faithfully to the guideline suggested by OECD on the overall cycle of the teacher policy, and on the other, attempts to present objectively the controversies emerged in each step and the accompanying policy alternatives.

This report is an outcome of accruing a great deal of help from many people. I would like to take this opportunity to express my gratitude to the staffs of the Teacher Policy Division of the Ministry of Education and Human Resources Development and the members of the National Advisory Committee for their support and valuable advice. Finally, I thank sincerely the KEDI research team for putting their every effort into the completion of this report. I dearly hope that this report be utilized as a valuable source to help understand the context and contents of Korea's teacher policy.

President, Korean Educational Development Institute
Chong-Jae Lee

Glossary

Associate teacher certificate: Associate teacher certificate is awarded to those who have not enrolled in teacher education institutions or taken teacher education courses. The government specifies the qualification standards to acquire associate teacher certificate. At secondary school level, the certificate is awarded to those who pass the associate teacher authorization examination; graduate from universities designated by the Education Minister majoring in industry, fishery, and agriculture; and taught at a secondary school more than 5 years as a practical skills teacher after graduating from universities. At elementary school level, it is given to those who pass the associate teacher authorization examination, graduated from temporary elementary teacher education institution; and graduate from Korea National Open University majoring in elementary education. The status of associate teacher is lower than the teacher and utilized to supply teachers in the areas experiencing teacher shortage.

Clerical staffs: There are clerical staffs in both elementary and secondary schools. Clerical staffs refer to those who are employees of the school, but do not get involved in teaching. They usually take care of those duties related to school administration and maintenance.

College of education: The college of education has a designated purpose of training secondary school teachers. Upon graduating from it, students are awarded with grade 2 teacher certificate. It is established within a comprehensive university either public or private. Currently there are 41 colleges of education in Korea. Before 1991, those graduates from colleges of education in national comprehensive universities had the priority to be employed in public secondary schools. But in 1990, the Constitutional Court ruled that the priority employment of graduates of national universities was unconstitutional. Since then, graduates of all institutions for training secondary school teachers are equally eligible for applying to the employment examination, and only those who have passed that examination are to be employed.

Comprehensive university: Comprehensive university refers to the 4-year university with a variety of colleges in it. Comprehensive universities can be contrasted with universities of education. While universities of education are established with one special mission of educating elementary school teachers, comprehensive universities are established to serve a variety of purposes. College of education, which is one of the routes training secondary school teachers, belongs to the comprehensive university along with other colleges.

Contract teacher: Contract teachers refer to those who are hired by the school principal for a set period of time of one to three years, when vacancies of a temporary nature occur. Contract teachers should have the teacher certificate when they are hired. School principals employ these

contract teachers without the employment examination procedure. Contract teachers cannot become regular teachers unless they take and pass the employment examination. Once regular teachers retire, they cannot return to the school as regular teachers. However, they can be hired as contract teachers. If a returned teacher still meets the qualification to take the employment examination and pass it, he or she can become a regular teacher again.

Department of education: In comprehensive universities, there are several colleges, each of which contains several departments. When the comprehensive university has the college of education, then the department of education belongs to the college of education. However, for those comprehensive universities without college of education, the department of education is usually established in the college of liberal arts. The department of education is one of the four routes to train secondary school teachers.

Employment examination: After graduating from the teacher education institutions and thereby acquiring the teacher certificate, a teacher candidate has to pass the teacher employment examination administered by 16 metropolitan and provincial offices of education in order to be employed as a teacher. For example, if a teacher candidate wants to be employed in Seoul area, he or she must take the exam given by the Seoul Metropolitan Office of Education. Those who passed the examination are employed in the region they applied. The authority responsible for teacher employment is the superintendent of metropolitan or provincial office of education.

Graduate school of education: Graduate school of education carries out both functions of initial teacher training and in-service training. In case of initial teacher training, those who do not have teacher certificate can acquire secondary school teacher certificate by attending and graduating from graduate school of education. With respect to the function of in-service training, both elementary and secondary school teachers receive education to extend their professional knowledge. Upon graduating, a master's degree is awarded, which can be added to the points required for promotion. Due to oversupply of secondary school teachers, the government considers to get rid of the initial teacher training function from it. There are 130 graduate schools of education nation-wide.

Head teacher system: With respect to teacher promotion system, there has been a single career ladder of grade 1, grade 2, vice-principal, and principal. This system has been criticized on the grounds that it does not allow excellent teachers to remain in the classroom and the competition for administrative positions are very intense. To lessen the competition to attain the administrative position and reward the teachers faithful to teaching, the government is examining bifurcating the career ladder into the administrative track and teaching track and adopting the head teacher system. The head teacher is distinguished from vice-principal or

principal in that he or she teaches in the classroom instead of administering the school. According to the proposal, a teacher can choose one of the tracks at the stage of grade 2 teacher: the administrative track leads him or her to become a principal, while the teaching track to become a head teacher.

Honorary retirement: Honorary retirement is a kind of voluntary retirement based on a teacher's choice before reaching the mandatory retirement age. As an incentive, honorary retirement allowance is paid in addition to retirement grant to those who meet the qualification of honorary retirement and choose to do so. It was a very popular mechanism of a reduction in force in both public and private sectors during the economic crisis. In case of elementary school teachers, the government extended the age scope of the retirees to compensate the lowered retirement age. This made many teachers in their late fifties choose the honorary retirement option.

Normal school: It refers to the high school-level teacher education institution. Middle school graduates received training to become elementary school teachers. There used be 18 normal schools in Korea before 1961, which were established by the government. The purpose was to supply elementary school teachers, whose demand was skyrocketed during 1950s and 1960s. However, between 1961~62, normal schools were incorporated into two-year universities of education, as a result of massive restructuring of teacher education system.

Practical skills teacher: Practical skills teachers are in charge of the practical skills subjects of middle school or vocational high school. They are not regular teachers; they teach those courses requiring practical skills such as agriculture, commerce, industry, and home economics. Those who completed the required courses in junior colleges can obtain the certificate by passing the practical skills teacher certificate authorization examination.

Qualifying training program: It is one of the two kinds of in-service teacher training programs. Teachers should complete the program in order to be promoted by acquiring higher teacher status. It is also required for the non-curricular teachers such as librarians and nursing teachers. As a general rule a total of 30 days(or 180 hours) are required to complete the program.

Regular teacher: The term 'regular teacher' is used to distinguish it from the contract teacher. Regular teachers enjoy the full benefits granted to teachers with lifetime employability guaranteed by law. Those who obtain the teacher certificate for elementary or secondary at institutions or courses regulated by law become regular teachers after passing the employment examination. On the other hand, contract teachers are hired by the principal for a fix term which does not exceed a maximum of three years.

Social education institution: Social education refers to the education delivered to the citizens by the organized bodies other than schools. According to the Social Education Law enacted in 1982, social education is defined as “all kinds of organized educational activities conducted to promote lifelong education of the citizens excluding those activities carried out by the school.” Therefore, social education institutions are the ones offering lifelong or continuing education. A variety of bodies such as the government, public organizations, private industries and social foundations have established social education institutions.

Subject specialist teacher in elementary school: In elementary schools, one teacher is responsible for all the subjects. To reduce the excessive workload of teachers and enhance professionalism in the instruction of curricular subject, the government has implemented the subject specialization system of elementary school teachers in 1992. The criteria for placing the subject specialist teachers include assigning 0.75 teachers per three classes above the second grade. These teachers are to be in charge of music, art, physical training, English, and other subjects.

Teacher education course: Teacher education courses are offered in comprehensive universities. A total of 132 universities offer teacher education courses, which include 25 national or public universities and 107 private universities. Along with colleges of education and graduate schools of education, teacher education courses provide students with a means to acquire secondary school teacher certificate. If students, who attend the colleges other than the college of education in comprehensive universities, wish to acquire teacher certificate, they have to earn more than 42 credit points in major subjects and 20 points in teacher education courses. They also have to score equal or above 80 points in both areas. In general, teacher education courses are composed of studies of education(educational philosophy, educational administration, curriculum, educational psychology, educational sociology, and etc.), pedagogy and practicum.

University of education: The university of education is a teacher education institution established for the purpose of training elementary school teachers. There are 11 universities of education in Korea, and all of them(Seoul, Incheon, Pusan, Taegu, Gwangju, Gongju, Chonju, Cheju, Chinju, Cheongju, Chunchon) were founded by the national government. They had been two-year colleges until 1981, when they were upgraded to four-year universities to raise the quality of teaching force. Under each university of education, there established a demonstration elementary school for the purpose of practicum.

List of abbreviations

KEDI	Korean Educational Development Institute
KFTA	Korean Federation of Teachers' Association
KICE	Korea Institute of Curriculum and Evaluation
KTWU	Korea Teachers and Workers Union
KUTE	Korea Union of Teaching and Educational Workers
PCEHRD	Presidential Commission on Education and Human Resource Policy
PCER	Presidential Commission for Education Reform
PCNEC	Presidential Commission for New Education Community
MOEHRD	Ministry of Education and Human Resources Development

EXECUTIVE SUMMARY

1. National Context

The ‘New Waves’ of accelerated globalization, arrival of the knowledge-based society, and advances in information technology have engendered a sense of crisis about Korea’s education system, which had been the major vehicle for its political, economic, and social development in the past. More directly, the national economic crisis that hit the Korean peninsula hard in the mid-1990s became a momentum to launch intensive restructuring in virtually all sectors of the nation. In this context, Korea has been continuing a strong reform drive in education, with the Presidential advisory organ at its center.

Although the teacher policy has never been omitted from the education reform measures advanced by successive political regimes, compared to the number of announced measures, the extent to which those measures were implemented in the educational setting and created change has remained unsatisfactory. The teaching profession used to be one of the traditionally revered vocations in Korea. However, it is losing its old charm as the socioeconomic status of teachers continues to drop.

The shaping and implementation of the teacher policy have recently been influenced strongly by such events as the formation of the Korea Teachers and Workers Union, lowering of the teachers’ retirement age, and adoption of the new curriculum and student evaluation method. Those events, combined with the prevalent sense of crisis in public education and the society’s negative perception toward teachers, have created a negative effect of severely lowering teacher morale. Hence, the government announced and pushed forward its implementation of the ‘Comprehensive Measure to Develop the Teaching Profession’ aimed chiefly at heightening the teacher morale and professionalism.

2. School System and Teaching Workforce

Korea’s education system is based on the 6-3-3-4 ladder structure with the type of schools largely divided into national, public, and private. The proportion of private schools in the entire

secondary schools system is very high compared to other countries. The total number of teachers in national, public, and private schools at both the elementary and secondary levels as of April 2002 is 362,828.

Teacher shortage is an issue confined only to elementary school teachers. The shortage of elementary school teachers has not been caused by the shortage of teacher candidates, but by the abrupt cutback on teacher retirement age and the subsequent rapid increase in the number of teachers who chose 'honorary retirement.' Combined with the current government policy to reduce the number of pupils per class, being implemented as part of the project to improve educational condition, the teacher shortage is likely to continue for the time being. In contrast with the elementary schools, secondary schools face an even more serious problem of oversupply of the teacher candidates, with the rate between teacher supply and actual appointment marking 5 to 1. Such a phenomenon is in effect an outcome of proliferation of teacher education institutions started in the 1960s and the failure of adjusting the student enrollment quota of those teacher education institutions.

Under the present government, the Divisions under the Ministry of Education and Human Resources Development are in charge of conceptualization and implementation of teacher policy. This includes the process of collecting opinions of various societal sectors and consensus building. In the past, teachers had been alienated from the policy-making process. However, since the legalization of the teacher unions in 1999, collective bargaining has been underway concerning various policy issues. Nevertheless, co-existence of the teachers' professional organization and teacher unions has created the problems of repetition in negotiating issues and compromised efficacy of the negotiation.

3. Attracting Able People into Teaching Profession

Because of the overall restructuring in the Korean society and the economic depression, young university students show a strong preference toward the teaching profession as this seems to guarantee tenure and the stable status of the national public servant. Any movement to other occupations remains very weak. National universities of education that train elementary school teachers whose employment possibility is very high, attract many excellent students. However,

in the case of the training institutions for secondary school teachers, an accumulation of unemployed candidates has become serious enough to repel excellent high school graduates. Also, the attractiveness of a teaching career is now the decrease due to the relatively weak salary and poor personnel management system vis-à-vis other occupations. Therefore, the government needs to come up with measures to confer a variety of incentives to teaching career, so that excellent human talent find teaching an attractive professional career choice.

The government is developing a plan to attract professionals with the knowledge and skills, who are working in other occupational fields to come into the teaching career on a limited basis. Key areas are those for which appropriate teachers have not yet been trained in teacher education institutions, or sufficient supply of teachers is not taking place. However, implementation of that plan is expected to be difficult because teachers and teachers' organizations oppose it on grounds that it would harm teacher professionalism.

4. Educating, Developing and Certifying Teachers

While elementary school teachers are being trained primarily in national universities of education, secondary school teachers are being trained via diverse channels, such as colleges of education, department of education and teacher education courses in comprehensive universities, and graduate schools of education. At present, the teacher education institutions in general are criticized that they do not reach the satisfactory qualitative standard in terms of their facilities, curriculum, and degree of specialization. Thus, the government is seeking various improvement strategies, such as curricular reorganization, adoption of evaluation and accreditation system, upgrading teacher education programs to the level of graduate school, and an overall integration of those institutions.

Teacher certificate is conferred by acquiring required credit hours in teacher education institutions, without a separate examination. Recently, there arose problems such as rigidity and the closed nature of the teacher certifying system, weak linkage between different school levels, and shortage of certificate holders who will teach vocational courses. Teachers complain that the in-service training usually takes place in a formalistic manner due to the perception that it is the mere means for promotion, rather than for raising teacher professionalism. Hence, the

government attempts to provide the opportunity to raise teacher professionalism by improving the in-service training to meet the demands of teachers, adopting various measures including the Doctor of Education degree course, and increasing the opportunity for long-term overseas study.

5. Recruiting, Selecting and Assigning Teachers

Recruitment and selection of teachers for national and public schools at elementary and secondary levels is done through an open competition called the employment examination. This test is administered by the superintendents of the 16 metropolitan and provincial offices of education to those who have graduated from teacher education institutions and acquired teacher certificate. The employment examination is primarily composed of paper and pencil test and has been criticized much with regard to the problems related to the age restriction on applicants, test contents, and supervising method. Also, it is criticized for its allegedly negative influence upon normal management of teacher education curriculum because students only study to pass the examination. To solve these problems, the government has devised several measures. This includes reducing the proportion of the paper and pencil test and strengthening the evaluation of instructional skill and interview.

Teacher assignment is done through the hierarchy of the Ministry of Education and Human Resources Development, metropolitan and provincial offices of education, local offices of education, and schools. This is done after the central Ministry has determined the teacher quota. In order to achieve equitable distribution of teachers among different schools, the government attempts to come up with appropriate assignment criteria by consideration of teachers' instructional hours, number of teachers per class, and the rate of securing necessary teacher quota.

6. Retaining Effective Teachers

Teachers' movement to other occupation does not occur frequently in Korea. Nonetheless, the government is developing such measures as improving teachers' salary scale and the promotion and evaluation methods, strengthening welfare system, and ameliorating the work environment. This is to recuperate the lowered morale and pride of the teachers and help excellent teachers to

continue to stay in teaching career with a sense of accomplishment.

The recent policy of lowering the teachers' retirement age, combined with the negative image of the teachers mainly portrayed by the mass media, has given a sense of humiliation to teachers in general. Eventually causing further depression of the teaching profession and weakening the tie between the teachers and the parents and students. Accordingly, teachers' grievances have been intensified and the teachers' organizations continue to demand returning to the previous retirement age. However, the government remains cautious in consideration of the possible turmoil and confusion that might arise from such policy withdrawal. Thus, the teacher retirement age remains a keen political issue.

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Chapter 1: National Context

1.1 Background of the Recent Education Reform and Its Priorities

1. At the end of the 1980s, the world turned away from the political confrontation under the cold war system and moved toward more economic competition. Korea moved away from competing with industrially underdeveloped countries that possessed a labor-intensive production system and entered the stage of competing with advanced countries that possessed cutting-edge knowledge and technology. Such a drastic change like this triggered a new sense of crisis among education scholars and policy makers. There arose concerns that the past system of education that was evaluated to have had contributed greatly to elevating the quality of the Korean labor, was no longer able to raise the human talents who possessed new competitiveness required from a knowledge-based society.

2. There were several other newly-emerging factors that pushed for changing the formerly rigid and standardized framework of education to be more open. This included acceleration of globalization, changes in life style brought about by advances in information technology, and the expansion of life's perimeter both in time and space created by the open atmosphere of the international society. These were all pointing toward changes in the education system. However, there still remained the old tasks that continued to impede educational development, such as the overheated competition for college entrance examination, the irrational student selection system and the uniform, one-way transmissive education borne out of the exam-driven system. Hence, a comprehensive education reform was one of the most urgent and desperate tasks that ought to be tackled at the national level.

3. Korea's first civilian government (1994-1997) established after consecutive reigns of the military regimes, faced the urgent situation that strongly called for a systematic education reform. Therefore, it had to push for education reform in rare drive of intensity. At this juncture, the Presidential Commission for Education Reform (PCER), an advisory organ to the President, was founded in February 1994. Its purpose was of determining the basic direction for education and forming the national consensus on the long-term educational development. The

Commission proposed both the new direction for and the methods of education reform, which were taken up by the government for policy-making.

4. PCER undertook a comprehensive diagnosis of the problems faced by Korea's educational system. This especially was to cope with the changes in the scale of civilization expected to occur in the twenty-first century, and presented its prescription. PCER announced a very comprehensive and all-encompassing measure of education reform under the slogan of constructing a new education system in which first, everyone can receive the kind of education he or she wants anywhere, anytime, and second, maximum cultivation of individual aptitude and ability is possible. 'The Education Reform Measure to Establish a New Education System,' has shaped the large framework for education reform since its announcement on May 31, 1995. In its fundamental direction, the measure seeks a demand-side-centered education, along with diversification and specialization. Its goal is educational management based upon autonomy and accountability; an education that seeks harmony between freedom and equality, open education, and high-quality education.

5. The noteworthy education reform measures proposed in the 'Education Reform Measure to Establish a New Education System' are as follows: 1) constructing the base for an open education society and a lifelong learning society; 2) diversification and specialization of university system; 3) shaping the school community for autonomous management of primary and secondary school education; 4) curriculum that develops personality and creativity; 5) a college entrance system that lessens the burden on citizens; 6) management of primary and secondary school education that values the diverse individuality of learners; 7) constructing a system to evaluate and support the suppliers of education; 8) training highly effective and able teachers; and 9) securing 5% of GNP for education budget (PCER, 1995).

6. In 1998, a new government called the 'People's Government' was inaugurated. Based on the assessment that the education reform spearheaded by the previous civilian government was sound in its basic direction and selection of tasks, the new government decided to continue the existing reform agenda. The new government made some minor adjustment for weak areas and set new priorities among various measures of education reform, thereby speeding up implementation of the reform policy. Also, by establishing the 'Presidential Commission for

New Education Community' (July 24, 1998-July 23, 2000), an advisory organ to the President, the government intended to provide the reform with expert support to expedite its implementation.

7. The new government has selected the following tasks for different areas and bestowed priorities in the implementation process (Ministry of Education, 2000). First, the tasks for the area of primary and secondary school education were 'creating a new school culture' and 'establishing a comprehensive measure to develop the teaching profession.' 'Creating a new school culture' entailed that education to nurture creativity and character should be strengthened in order that students acquire self-directed learning attitude and the capacity for democratic citizenship to maximize self-realization. The comprehensive measure to develop the teaching profession was aimed at strengthening the status of the teachers as professionals, forming an educational community of autonomy and participation, and creating educational condition that enables teachers to be completely immersed in educational activities. Second, the tasks for the area of higher education were pushing the 'Brain Korea 21' project and seeking to improve the college entrance system. The Brain Korea 21 project was primarily aimed at fostering world-class graduate schools and excellent regional universities in order to train creative high-quality human resources that will lead the knowledge-based society. The task of improving the college entrance system was designed to help secondary school education recover its original educational mission by turning away from the entrance examination-driven education. And third, the tasks for the area of lifelong education and vocational education were 'promulgating the Lifelong Education Law' and 'establishing the basic plan for vocational education and training,' which were geared toward creating the basis for actualizing the meritocratic society.

8. In 2000, as a preparation for the arrival of the knowledge-based society, the People's Government re-conceptualized formal education to encompass human resources development. The government attempted to maintain consistency between the previous and follow-up education reform policies by establishing the 'Presidential Commission on Education and Human Resource Policy.' Also, in 2001, the government undertook restructuring of its organization by transforming then the Ministry of Education into the Ministry of Education and Human Resources Development (MOEHRD) and making its Minister assume the post of the Deputy Prime Minister simultaneously. Next, under an ambitious goal of making Korea leap to

become one of the world's ten strongest countries in human resources by 2005, the government has formulated and implemented the 'Basic Plan for National Human Resources Development' (December 17, 2001), and promulgated the 'Fundamental Law of National Human Resources Development' (August 26, 2002).

1.2 Major Factors That Influenced Teacher Policy

9. Major Factors that recently influenced the shaping of Korea's teacher policy can be listed as the birth of the Korea Teachers and Workers Union (KTWU), reducing teachers' retirement age motivated by the national economic crisis, and the launch of the Seventh Curriculum. Although those factors cannot be construed as the causal factors that explain the current teacher policy, they can still be viewed to have crucial influences upon shaping its framework.

10. One of the most prominent factors that must be accounted for in explaining the changes in Korea's teacher policy is the KTWU, which has recently been legalized. The relative lowering of teachers' economic and social status and their understanding that they had to be responsible for solving their own problems acted as the main impetus behind the inchoate formation of the then illegal KTWU by a small number of teachers at the end of the 1980s. Under the banner of actualizing 'true education' in opposition to the authoritarian military regime's education policy and for protecting teachers' rights and interests, KTWU has continued to urge strongly the government to make the union legal. At last, it was recognized as a legal labor union in 1999.

11. The perspective of 'teachers as laborers,' advanced during the period of KTWU's struggle for legalization, gave rise to a dramatic change in ordinary citizen's perspective of teachers. Traditionally, the citizens had identified the teaching profession with a sacred position of society. Such a shift in popular perspective is expected to exert considerable influence upon the future course of making teacher policy. At present, in making teacher policy, the government in effect, collects broad opinions from teachers' organizations such as KTWU. Every year, approximately 100 policies of varying degrees of importance are either revised or legislated through one or two occasions of collective bargaining between the government and the teachers' organizations.

12. Another recent historic event that had tremendous direct impact upon teacher policy was the national economic crisis that hit the Korean peninsula in 1997. Imprudent induction of foreign bonds by financial corporations and the drop in labor productivity caused a lowering of the international community's trust in Korea's economy. The simultaneous draining of the foreign currency possession exacerbated the economy, which forced Korea to depend on relief finance from the IMF and submit itself to the IMF trusteeship. Through the process of overcoming that economic crisis, Korea had to carry out painful restructuring in various sectors of the society.

13. The call for amending the uncompetitive and inefficient aspects in all sectors of the society reached the education sector, as well. The wave of restructuring had finally swept the teacher community with the motto of enlivening the teaching profession and making it more efficient. In 1999, the teacher retirement age, which had long been fixed at 65, was lowered to 62, so that teachers over age 62 had to leave the profession all at once. At that time, there existed a national consensus on reducing retirement age and corporate restructuring as part of the efforts to share fellow Koreans' suffering and overcome the national economic crisis. Today, however, teachers' organizations demand returning to the old retirement age on grounds that it is absurd to solve educational matters with the economic rationale, university professors' retirement age was not reduced, and public servants' retirement age was reduced by only one year, so that the three-year reduction in teacher retirement age was inequitable. Meanwhile, some parents' groups claim that the lowering of teacher retirement age was unavoidable in order to enliven the teaching profession. In any event, the sudden reduction of the retirement age was a serious factor that greatly weakened the teachers' morale. Therefore, the government had to start proposing various measures for morale boosting. One of the most noteworthy measures thereby suggested was the formulation of the 'Comprehensive Plan to Develop the Teaching Profession' announced in July 2001. All the strategies of the Plan were focused upon heightening the teacher morale and professionalism.

14. In understanding the present teacher policy, there is an important factor within the education system that had as great influence upon the policy as the aforementioned historical, cultural, and economic backgrounds: the Seventh Curricular Revision. The curriculum policy is the most fundamental of all education policies because what, when, how, and how much to teach students are determined by curriculum. Accordingly, many education policies had to change in their

dealings with such matters as how to train the necessary teachers, how to assign the teachers, and how to provide educational facilities, and so forth. Hence, the Seventh Curriculum does have strong effect upon teacher policy.

15. The national curriculum has been revised seven times since its first version for primary and secondary schools was announced in 1954. The most recent one, the Seventh Curriculum, was made public in December 1997. The new Curriculum exhibits radical departure from the previous one. Whereas the latter was supplier (teacher)-centered, the new Curriculum is characterized as the demand-side (student)-centered. In the previous one, the curricular subjects that fit the secured teaching force were given to students, in the new one, students freely select from the expanded list of elective subjects and the government is obliged to secure the necessary teachers and have them teach those subjects to students.

16. The new Curriculum will cause an increase in the demand for teachers who can teach diverse subjects in secondary schools. It has already generated new demands for teachers in primary school education because of the new curricular emphasis upon English and computer education. Therefore, the teacher supply is now required to be flexible enough to provide service for diverse curricular subjects according to the changing needs of students. This entails getting away from the rigid system filled only with the regular teachers with guaranteed tenure. The new requirement implies that the long-held, strong status system of the teachers should adapt itself to the changing needs of the era. This is expected to create resistance of teachers' organizations and unions.

1.3 Trends in the Current Government's Reform of Teacher Policy

17. Teacher policy has never been omitted in the education reform measures presented by successive political regimes. Recognizing that the education reform measures had been thus far presented in large numbers and yet failed to take their roots in real school sites and the popular trust in education policy remained quite low, the People's Government has started to emphasize the implementation aspects of education reform. This bottom-up approach incorporates teachers, parents, and local community in implementing education reform policy; pan-governmental implementation through the inter-ministerial cooperation; and insuring teachers' and students' participation in the shaping of education policy. The 'Five Year Plan for Educational Development' (June 2, 1999) proposed by the People's Government well reflects such approaches. The reform task of teacher policy included in the Plan has as its policy goal creating the 'teaching profession full of zeal to teach and the pride to teach.' The Plan presented the following six tasks (Ministry of Education, 1999).

- Establishing the system to train excellent teachers with a focus on the school setting
- Constructing an employment system that is flexible and open
- Seeking efficient supervision of the teaching force and its tasks
- Planting the personnel and salary system that focuses upon ability and achievement
- Building a lifelong teacher training system
- Improving school conditions to protect teacher rights and elevate their professionalism

18. The 'Comprehensive Plan to Develop the Teaching Profession' was announced in July, 2001. It was completed after three years of overall reviewing of the teacher reform policies thus far advanced and collecting opinions from various sectors of society. The Plan has two major axes. The first one for enhancing the teacher morale, which has dropped due to a combination of factors hostile to teachers, such as the increase in the popular distrust with public education propelled by the recent educational problems of skyrocketing cost for private tutoring, school violence, corporal punishment and the reduction of teacher retirement age. The other axis was related to the means to enhance teacher professionalism in order to train and preserve excellent teachers.

19. The plan is aimed at three goals of teacher policy: first, creating a social climate that

respects teachers; second, enhancing the teacher morale by improving treatment of teachers and their working conditions; and third, raising professionalism to strengthen teachers' status as professionals. There are ten areas to tackle, and the following tasks are to be implemented for different areas (Ministry of Education, 2001).

■ Measures to boost teacher morale

- Reorganizing the legal and systemic mechanisms to create a climate for respecting teachers;
- Dramatic increase in the size of teacher quota to reduce teachers' workload, placing assistant staffs, constructing the comprehensive information management system of school, and lessening teachers' chores;
- Salary increase to improve treatment of teachers and favored recognizing of the work career in industrial fields prior to employment as teachers for the purpose of calculating the salary scale;
- Increasing the research and welfare facilities to improve teachers' welfare, adopting the comprehensive discount card system for teacher welfare, and adopting a flexible work timetable at school level;
- Establishing and managing the field advisory team for teachers for expanding participation in policy-making and encouraging teachers' participation in the competition for research projects; and
- Constructing a system by which retired teachers, parents, and community persons can participate in volunteer activities to support educational activities.

■ Measures to elevate teacher professionalism

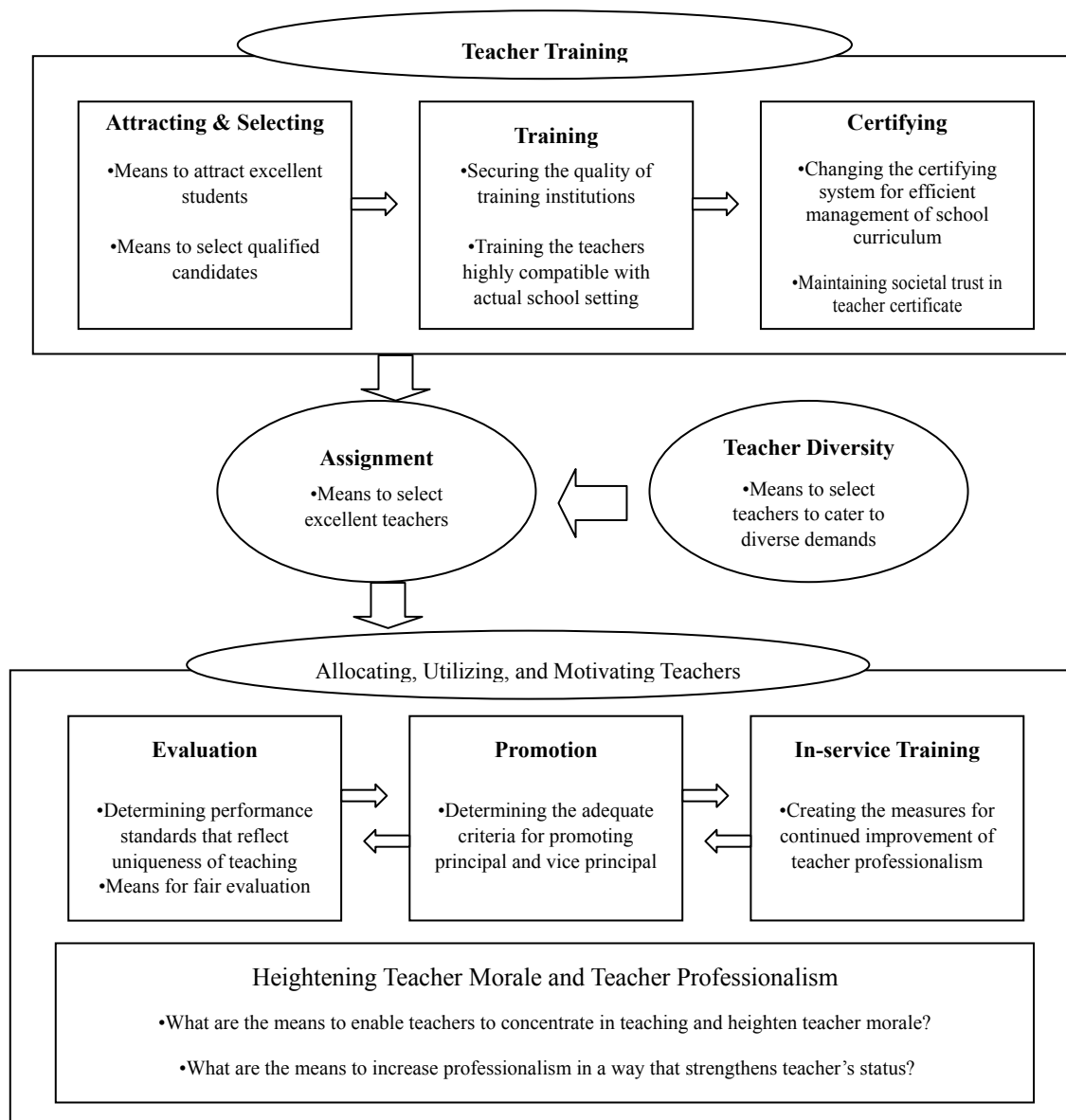
- Improving the curriculum of primary and secondary teacher education institutions in order to train excellent teachers, improving the teacher internship system by strengthening the cooperation between teacher education institutions and primary and secondary schools, increasing the number of professors for subject teaching, increasing employment of those who have experiences in the field, making the means to attract the professionals in specialized areas to teaching career, and adopting the evaluation and accreditation system of the teacher education institutions;
- Strengthening the training of newly appointed teachers, adopting vacation for self-motivated training, adopting long-term overseas study of teachers, strengthening support for voluntary

training and research activities, and expanding the training to acquire licenses for teachers of second-major subject;

- Making the means to improve the system to train the subject teachers for primary schooling in order to insure successful implementation of the Seventh Curriculum, increasing students' opportunity for multiple teaching certificates and second major, improving the placement criteria for the contract-based teachers, and making the means to activate the teacher circulation system; and
- Increasing teachers' opportunity for short- and long-term overseas training in order to expand the teachers' experience with the society.

20. As described above, the government's reform strategy for teacher policy is not restricted to just one area, and it attempts a systematic and comprehensive reform that touches on the entire scope of education policy. The following diagram shows the basic approach of the 'Comprehensive Plan to Develop the Teaching Profession.'

Figure 1.1 Approaches of the Comprehensive Plan to Develop the Teaching Profession



Source: Ministry of Education, *Comprehensive Plan to Develop the Teaching Profession* (2001), p. 4

1.4 Data and Trends Influencing Teacher Policy

1.4.1 The Demographic Context¹

21. As of 2000, the population of South Korea is 47.6 million, ranked as the 25th largest in the world. When the population of North Korea is also taken into account, the total population reaches 69 million, the 15th largest in the world. Population density of South Korea is 476 people per km², the third highest in the world below Bangladesh and Taiwan. Population growth rate is expected to decrease from 0.77% during the 2000-2005 period to 0.07% during the 2020-2030 period. A single ethnic group forms the Korean population and there are not many exogenous factors for demographic change such as naturalization of foreigners.

22. Noteworthy aspects of the demographic change in Korea are decrease in fertility rate, elevation of the age of the first marriage for both male and female, continued decrease in the size of the young workforce, imbalance in the sex ratio at birth, increase in the average life expectancy, and increase in the size of aged population.

- Decrease in fertility rate is shown by the drop in the average number of children that can be given birth by one fertile woman. The number was 4.5 in 1970, 2.1 in 1983, and 1.48 in 1998. This was lower than the sum birth rate, 1.56, of the advanced countries.
- The age of the first marriage was 27.0 for male and 24.1 for female in 1985. This has continued to rise since then, to 29.0 for male and 26.2 for female in 1998. Such rise appeared to have been caused by increased participation of young population in economic activities and the rising level of educational attainment.
- Continued decrease in the size of the young workforce caused by the lowered fertility is demonstrated by the changing size of the productive population. The productive population between the ages of 15 through 64 out of the total population of 47.275 million as of 2000 is 33.671 million. This makes up 71.2% of the total population. However, the young workforce between the ages of 15 through 29 is 11.506 million (24.3%) as of 2000. It is expected to drop steeply to 10.312 million (20.4%) in 2010, 10.217 million (19.5%) in 2020, and 9.326 million (17.7%) in 2030.

¹ This part is based on the 'Current Population of the World and Korea' produced by the Population Analysis Section of the Korea National Statistical Office in July, 2000.

- The imbalance in the sex ratio at birth caused by the Korean favoring of son was very pronounced during the decade from the mid-1980s to the mid-1990s and started to go down in 1993 (the number of males per 100 females was 115.3) due to the strong government policy against the imbalance. Still the number of males per 100 females remains high, 110.2, as of 1998. The imbalance in the sex ratio at birth forces adjustment of the ratio of coeducational schools and classes. It is also likely to have great impact on the marriage pattern, such as the age of the first marriage and the proportion of single population.
- The aged population over 65 grew over 7% of the total population in 2000. Hence, the Korean society entered the era of the Aging Society; the percentage is expected to rise over 14% in 2022.

1.4.2 The Labor Market Trends

23. One of the most important indicators in reviewing the changes in Korea's labor market would be the unemployment rate. The Korea National Statistical Office by a sample survey of 50,000 households announces statistical data on unemployment every month. The number of the unemployed as of October 2002 is 605,000, at the employment rate of 2.6%. This had been 4.8% in March 2001 and fell to the 2% range in May 2002 (2.9%). However, the number of unemployed among the youth of age 15-24 remains 133,000 as of October 2002, occupying 6.9% of the total unemployment rate².

24. Also, the employment rate is influenced by various factors like the structure and dynamic of the labor market, size of the graduates of schools at all levels, and their attitude toward career. The following shows the employment rate for each school level. Employment rate of the university graduates was as high as 70% during the 1970s and 1980s and plummeted to 50% during the period of 1980-1985 due to the increase in the number of graduates and slowing down of the economic growth. It rose to 60.9% in 1995 but went down again because of the economic crisis. The rate remains 60.7% in 2002. Meanwhile, employment rate of the two-year junior college graduates has continued to increase. Such a leap of junior college graduates is an

² This part is based on the data provided in the 'statistics data room' of Korea National Statistical Office on the Internet: http://www.nso.go.kr:7001/s_data/favorite/favorite.htm

outcome of the junior colleges' active efforts at opening new courses, developing new curriculum, and strengthening the industry-school cooperation in order to meet the demands from the industries for training the mid-level technical workforce versed in practical work skills. Employment rate of the graduates of junior colleges has continued to rise since the 1990s and reached 80.7% in 2002. Employment rate of the graduates of vocational high schools has also risen continuously, marking 90.0% in 2002. However, a decreasing number of students applying to vocational high schools has given rise to a sense of crisis about vocational high school education (MOEHRD & KEDI, 2002b).

1.4.3 The Education Budget

25. The absolute size of the MOEHRD budget has increased every year. The fact that the MOEHRD budget's increase rate is higher than the mean increase rate of the entire government, testifies that the Korean government puts priority in education relative to other areas. The percentage of the MOEHRD budget out of the entire government budget was 19.9% in 1985, rose to 22.8% in 1990, and afterwards, remains at 20.4% in 2000, 19.5% in 2001, and 19.6% in 2002.

26. Especially since 1995, the government policy to secure 5% education budget vis-à-vis GNP facilitated the rapid increase in the total amount of the education budget. Still, the government's share of the public education finance in the total budget of public education remains relatively low compared to the size of the public education budget in other OECD countries (MOEHRD & KEDI, 2002b).

27. One of the problems related to education budget is the continuous increase of the amount of private tutoring expenses. While the private tutoring is for cultivating talents and specialties of students, it is a more common practice to prepare students for college entrance examination. The problem of excessive private tutoring expenses not only burdens the family budget but also hinders sound development of students. It is also considered as one of causes of the public education crisis by deepening parental distrust towards school education in favor of private tutoring.

1.5 Public Perception about Teachers

28. As the old saying that the monarch, teacher, and father are basically the same, demonstrates that Koreans have traditionally harbored deep respect for the teacher and education. Before the modern system of public education was established, Korea's education system had mainly been elite education designed to cater to the nobility. Under the dual class system that separated the nobility from the general populace, education provided by the government as well as by private parties was *de facto* restricted to the sons of the nobility. Furthermore, the content of education ignored practical knowledge and was heavily inclined toward the literary and academic knowledge required for entering the public office of the Confucian state. Education provided the people with the only available channel to become a public official and accomplish socioeconomic success. Such strong influence of education had been deeply ingrained in the Korean mentality and has continued to survive long after the demolition of the class system.

29. The Korean people's traditionally high evaluation of education was naturally transferred to the teachers of the modern education system. In the old days, the scholar of high learning was not only a person of high social status, but also an object of deep social reverence. Besides such deep respect for teachers, the fact that the teaching career offered a rare stable occupation of relatively high economic reward during the times of national hardship was another factor that attracted numerous talented individuals to the profession.

30. Such attractiveness of the teaching career resulted in drawing numerous excellent human talents to schools compared to other areas of the Korean society. Those human talents were the main engine for training the able industrial workforce needed for the era of high economic growth in the 1960s and the 1970s. However, securing sufficient number of excellent teachers faced newly rising problems in the 1970s and the 1980s, as economic growth started to dismantle the basic social fiber of Korea. The rapid industrialization relied upon heavy chemical industries and the equally speedy urbanization had brought about numerous new employment opportunities that were financially attractive. Such development of the commercial and industrial sectors created an effect of lowering the relative socioeconomic status of the teaching profession. Consequently, the capacity of the aspiring teachers in universities of education and colleges of education tended to deteriorate relative to the bustling new sectors.

31. Moreover, such recent development as the formation of the teachers' labor unions and introduction of the market principle of competition into the educational arena further exacerbated the popular view of the teachers. Despite such changes in perception, teaching is still a preferred occupation because of its job stability. Hence the teacher shortage has not yet emerged as a serious issue in Korea. An increasingly serious issue is the task of attracting excellent and dedicated human talents into the teaching career and training them properly.

32. A survey conducted by the Korean Educational Development Institute in 1998 showed that the general public's perception on teachers' social status is still considerably high. In response to a question asking the degree of teachers' social status compared with other job holders with similar years of education and experience, more than 75% of parents responded that it is average or higher, while more than 60% of teacher respondents marked low or very low (Ihm, Youn-ki, 1998).

Chapter 2: School System and Teaching Workforce

2.1 The School System

2.1.1 Structure of Schooling

33. In Korea, the school system based upon the 6-3-3-4 ladder established during the U.S. military government period has been preserved until today without major changes. As shown in [Figure 2.1], the main track of the system includes six years of elementary school, three years of middle school, three years of high school, and four years of university education. In case of high schools, there are academic and vocational tracks to be chosen at the end of middle school education. The higher education institutions consist of graduate schools, four-year universities, and two- or three-year junior colleges.

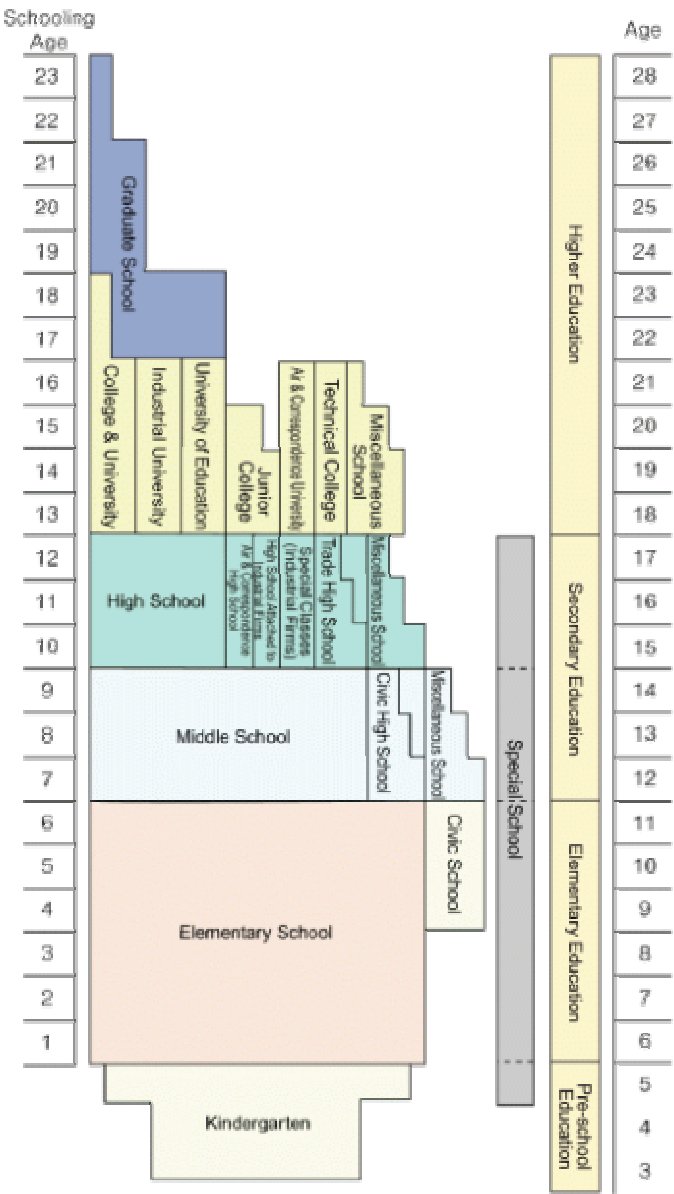
34. Complete public education has not yet taken place in kindergarten education. At present, the period of compulsory education is nine years, that is, six years of elementary school and three years of middle school education. Compulsory education at middle school level has been implemented in rural areas since 1985, extended at last to the entire country in 2002.

35. Having been excluded from the fundamental school system, kindergarten education is not being treated properly or fairly like other school levels of the public education system. Also, the fixed school year system fails to take into account individual differences in ability among students. This leaves the horizontal movement of students within the school system quite restricted. The high school level lacks diversity, and particularly, the systemic consideration for the students who enter the occupational world immediately after graduating from high school remains underdeveloped.

36. The current school system is criticized for the weak cooperation and connection between different school levels and the poor interaction between formal schools and social education institutions. There lacks specialized tracks or courses designed to train the technical workforce at higher education level to meet the demands from the changing industrial world. Also,

vocational skill education within the public education system remains underdeveloped. At the same time, the cooperative system between school and industry has not been built adequately. The lifelong education system, which provides people with education and training needed at any point in life irrespective of one's age, has not been adequately shaped, either.

Figure 2.1 School System in Korea



2.1.2 The Type and Number of Schools

37. In terms of the types of schools, there are national, public and private schools in Korea. The types are classified based on the type of founding bodies. National schools are founded by the national government, while public and private schools are founded by the local governments and private foundations respectively. Compared with other countries, the ratio of private schools at secondary school level is very high. As verified by the statistics of the year 2002, 24.2% of all middle schools and 46.1% of all high schools are private, while only 1.4% of all elementary schools are private(see Appendix 1, Table 1). The high ratio of private secondary schools was due to the government policy in the past allowing private foundations to build secondary schools with less restriction. This allowed for the expansion of secondary education in a short period of time.

38. The government has played a mixed role with respect to promoting private secondary schools. On the one hand, the government has tried to foster private initiatives in providing education. This was done through various tax incentives, subsidies and loans. Until now, the government provides subsidies to private secondary schools to support teacher salaries. On the other hand, the government has tightly held the reins of the private schools. The government has administered a set of norms and standards regarding tuition fees, curriculum, teacher recruitment, facilities, and so forth. Since the middle school education became free and compulsory, students who attend private middle schools don't have to pay tuition. However, high school students are supposed to pay student fees. Both private and public high schools charge identical amount of student fees. In terms of student selection, the exactly same admission policy has been applied regardless of the school's status as public or private. For these reasons, from the standpoint of a student, the distinction of public or private school does not make little difference. The ownership and authority to appoint teachers might be the main differences, which distinguish private schools from public schools.

39. The elementary school (6 years) and the middle school (3 years) years in Korea are the period of compulsory education, during which students learn the national common curriculum. Children at age six is permitted to enter elementary school, but five-year-old children who are capable of handling elementary school education and whose parents desire early admission are

permitted to enter school as well. Recently, with the implementation of the Seventh Curriculum, as characterized by its ‘level-specific curriculum,’ elementary schools have begun to manage the discretionary activity hours designed to enhance autonomy at school level in organizing and supervising curriculum. The level-specific curriculum for elementary schools includes the ‘step-by-step level-specific curriculum’ for mathematics, a subject in which individual differences among students are large, and the ‘enrichment supplementary level-specific curriculum’ for such subjects as Korean language, science, and social studies.

40. The general status of elementary school education as of April 1, 2002, is presented in the following Table 2.1. The total number of elementary schools was 6,335 in 1990, but it started to decrease after 1990 as the diminishing size of rural population along with the accompanying policy of integrating small-sized schools resulted in the decrease in the number of schools in rural areas. However, since 2000, schools have started to grow slowly in their number as a result of the small increase in the number of children enrolled in school and the policy to reduce the number of students per class.

Table 2.1 Number of elementary schools, teachers and students (2002)

(Unit: persons)

Category	Total	Founding Body		
		National	Public	Private
No. of schools	5,384	17	5,291	76
No. of teachers	144,308	461	142,218	1,719
No. of students	4,138,366	11,070	4,076,286	51,010

Source: MOEHRD & KEDI (2002a), *Statistical Yearbook of Education*

41. Middle school education is aimed at nurturing the basic ability required for school learning and daily life, on the one hand, and the capacity for democratic citizens, on the other, based upon the outcome of elementary school education. Middle schools have increased numerically since 1965. The number of middle school students increased dramatically in 1969, as a result of the policy to abolish the middle school entrance examination. After the school-aged students’ enrollment rate in middle school has reached 100% in 1985, the policy to diminish the number of students per class contributed to the continued increase in the number of schools. Since the

number of private schools has decreased whereas more public schools have been built, the percentage of private schools in the entire middle schools, which had been 42.5% in 1965, dropped to 23.9% in 2002. The following Table 2.2 shows the number of middle schools, their teachers, and students.

Table 2.2 Number of middle schools, teachers, and students (2002)

(unit: persons)

Category	Total	Founding Body		
		National	Public	Private
No. of schools	3,809	9	2,129	671
No. of teachers	92,919	371	73,104	19,444
No. of students	1,841,030	6,648	1,447,514	386,868

Source: MOEHRD & KEDI (2002a), *Statistical Yearbook of Education*

42. High school education is aimed at nurturing the ability to explore the career that fits one's aptitude and talent as well as the capacity for global citizenship, based on the outcome of middle school education. Categories of high schools are general high school, vocational high school, and air and correspondence high school. Recently, special purpose high schools and specialized high schools were established to diversify high school education to meet different needs.

- General high school provides education mainly to the students who wish to advance to university. The number of national and public high schools has traditionally lagged behind that of private high schools, but the former surpassed the latter for the first time in 2002. Also, government has implemented the 'Project to Reorganize the Vocational Skills Education System of High School' since 1990 for the purpose of maintaining the 50 to 50 ratio between general high schools and vocational high schools, which resulted in either stagnation or decrease in the number of schools.
- Vocational high schools provide basic education in specialized fields to prepare students for five vocational fields of agriculture, manufacturing, commerce, fishery and oceanography, and home economics and business. Goals of vocational high schools are to train the workforce equipped with industrial skills and to nurture the vocational ability that individuals need for building their occupational career. Vocational high schools have contributed greatly to individual growth as well as national development.

However, the traditional social climate that places academic learning in front of vocational training and emphasizes advance to university education has induced parents and students to avoid vocational high schools, which increasingly suffer social neglect.

- Air and correspondence high schools are to provide high school diploma to those adults who missed their high school education opportunity. While students are to attend classes on Sundays, most learning occurs through radio and TV broadcasting systems or computer networks.
- Special purpose high schools are designed to provide students who are talented in science, arts and sports, and foreign language with enriched education that is similar to education in general and vocational high schools, yet more inclined to specialized fields. There are science high school, arts high school, international high school, athletics high school, foreign language high school, and mercantile marine high school.
- Specialized high schools provide students who are talented in specialized fields such as design and cartoon drawing with hands-on education needed to enter those fields after graduation. There are information high school, design high school, automobile high school, animated cartoon high school, and alternative high school.

Table 2.3 Number of high schools in different categories and their students (2002)

(unit: persons)

Category	No. of schools			No. of students		
	National & Public	Private	Total	National & Public	Private	Total
General high school	633	621	1,254	557,060	663,086	1,220,146
Vocational high school	430	311	741	287,628	287,735	575,363
Air and correspondence high school	39	-	39	13,799	-	13,799
Other school	8	18	26	2,507	6,025	8,532
Total	1,110	950	2,060	860,994	956,846	1,817,840

Source: MOEHRD & KEDI (2002a), *Statistical Yearbook of Education*.

2.2 The Division of Responsibilities among Different Levels of Governments

43. Organization of educational administration in Korea is built around the three-level vertical

axis of the central administration, great-sphere administration, and the basis, aside from the structure of general administration. There are MOEHRD at the central level, 16 metropolitan and provincial offices of education at the great-sphere level, and 180 district offices of education at the basis level.

44. MOEHRD's official title was changed from the Ministry of Education to the Ministry of Education and Human Resources Development at the beginning of 2001. Under the leadership of the Deputy Prime Minister, it performs the following duties: making and implementing the policies of primary, secondary, tertiary, and lifelong education; making and implementing teacher policy; forming the national curriculum; publishing and authorizing textbooks; providing administrative and financial support to schools at all levels; and supporting local educational institutions and national universities.

45. The 16 metropolitan and provincial offices of education operate based upon the principle of local educational self-governance. This implies that autonomous local office of education administers local affairs of education separate and independent of the general administration in order to secure professionalism and neutrality of education and enable autonomous educational activities. Major functions of the metropolitan and provincial offices of education include establishing and shutting down educational institutions, managing curriculum, and making school regulations. However, they are not entitled to carry out the essential functions of the self-governing body such as developing education policy and establishing local plan for educational development.

46. The 180 district offices of education are subordinate administrative organs of the metropolitan and provincial offices of education established in the basic self-governing units of city, provincial county, and metropolitan district. Their major function is overseeing the management of public and private kindergartens, primary schools, and secondary schools.

47. Still, the centralizing tendency remains strong in allocating the authority and responsibility amongst the central and regional organizations of educational administration. The Korean government has been seeking reduction of the central administrative organizations since it called for the 'small and efficient government' in late 1990s. In line with the effort, MOEHRD

has also reduced the size of its organization and personnel and transferred a substantial portion of its duties to local offices of educational administration, including such crucial administrative authority as budget planning. However, the traditionally strong centralizing tendency shows its inertia in the core areas of finance, personnel, and organizational supervision (E.G. Kim, 2002). Particularly in financial dimension, the local educational administrations depend heavily upon the central government, which still supplies over 80% of the local budget.

48. Observation of allocation of the authority and responsibility between the educational administrative institutions and individual schools shows that the latter are controlled and directed by the former in various aspects of their management. District offices of education control elementary schools and middle schools, while metropolitan and provincial offices of education control high schools. Such directing and controlling by the higher administration are not confined to some specifically designated matters, but tend to be comprehensive to the extent that the higher administration is always entitled to command the lower ones when such commandment deems necessary for realizing the national educational goal or for proper management of educational institutions. Although school-based management, in which individual schools manage themselves autonomously and are accountable for their outcomes, has been implemented since the mid-1990s, the scope of autonomous decision-making authority in curriculum management, personnel supervision, and educational finance remains very limited.

- In terms of curriculum, Korea adopted the system of national curriculum, and therefore, individual schools establish curricular plans within the framework provided by the state. Although the Seventh Curriculum extended autonomy of school level in curriculum management, centralizing tendency is still pronounced.
- Teacher policy is also within the jurisdiction of the central administration, so that the scope of authority and autonomy of the school level in personnel affairs of teachers, such as employing invited teachers and assistant teachers and awarding teachers, is very limited.
- In school finance, as well, the recent adoption of the school-level accounting system was considered to have contributed to enlarging school autonomy in financial management for its provision for integrated management of school finance at school level. Nonetheless, the new accounting system is in need of extensive reinforcement in order that individual schools enjoy autonomy in the process of planning, reviewing, and

executing budget and settling account.

- As a decision-making body at the school level, school council provides the school members including teachers with the opportunity to participate in school management. However, various committees mainly formed by teachers tend to be managed in form only, thereby allowing the principal to dominate school management.

2.3 Teaching Workforce

2.3.1 Teaching Staff

49. Elementary school teachers increased dramatically in their number prior to the 1970s, when the elementary school student population continued to increase. As the rates of increase for both students and schools have showed noticeable decline since 1990s, the rate of increase in the number of teachers has also dropped sharply. As a result of the lowering of teacher retirement age in 1999, the number of teachers decreased even further. More than 22,000 teachers retired between 1999 and 2000. This resulted in a shortage of 7,800 teachers at the end of 2000. Since then, elementary schools have continued to experience teacher shortage. The total number of elementary school teachers is 147,497 in 2002.

50. In sex ratio of elementary school teachers, the size of male teacher population increased until 1980 and began to decrease afterward. This reflected that employment opportunity for the university graduates expanded as a result of industrialization. In 1990, the ratio between male and female teachers was about the same, and afterward, that of female teachers showed rapid increase, reaching 68.2% in 2002. In terms of age characteristics, the age of elementary school teachers tended to become increasingly high until the late 1990s. Percentage of the teachers under 40 had been 83.4% in 1965 and dropped 43.0% in 1995. But following the lowering of teacher retirement age and the subsequent rapid increase in the number of the teachers who chose 'early honorary retirement,' the percentage of the teachers under 40 increased again up to 53.2% in 2002. Educational attainment of elementary school teachers has continued to rise: from the earlier normal schools, which was equivalent to high school level, through two-year university of education during the period of high economic growth, to the present four-year university of education. After the graduate schools of education were established in the

universities of education, the proportion of the elementary school teachers who possess academic degrees higher than undergraduate degree rose above 12%. The following Table 2.4 shows the number of elementary school teachers by type of school and by sex.

Table 2.4 Number of elementary school teachers by type of school and by sex

(unit: persons)

Year	Total		National		Public		Private	
	Total	Female	Total	Female	Total	Female	Total	Female
1965	79,164	20,207	259	54	78,303	19,896	602	257
1970	101,095	29,428	295	56	99,388	28,900	1,412	472
1975	108,126	36,440	322	64	106,358	35,877	1,446	499
1980	119,064	43,792	345	79	117,299	43,176	1,420	537
1985	126,785	54,600	368	78	124,948	53,946	1,469	576
1990	136,800	68,604	411	95	134,746	67,851	1,643	658
1995	138,369	76,955	423	113	136,201	76,122	1,745	720
2000	140,000	92,908	461	173	137,848	91,925	1,691	810
2001	142,715	96,434	460	180	140,559	95,432	1,696	822
2002	147,497	100,560	462	197	145,309	99,492	1,726	871

Source: MOEHRD & KEDI (2002a), *Statistical Yearbook of Education*.

51. The total number of middle school teachers is 95,283 in 2002, showing continued increase. The number increased rapidly around the late 1960s and the early 1970s when the middle school entrance examination was abolished. Then, increased again around the late 1980s and the early 1990s, when compulsory education was extended to middle schools. The ratio between male and female teachers turned in favor of the latter in the late 1990s. As of 2002, the female teachers make up approximately 70% of the total teaching workforce and the percentage continues to grow. Despite some apprehension that such feminization of the teaching workforce would harm education, general research results do not appear to support such pessimism. At present, most middle school teachers have received sufficient academic training, as those teachers with only high school diploma or junior college degree have retired. Teacher mobility between middle school and high school is possible owing to a unified secondary school teaching certificate, and young teachers tend to be concentrated in middle school more than in high school. The following Table 2.5 shows the change in the number of middle school teachers by school type and by sex.

Table 2.5 Number of middle school teachers by type of school and by sex

(unit: persons)

Year	Total		National		Public		Private	
	Total	Female	Total	Female	Total	Female	Total	Female
1965	19,067	3,078	76	18	10,232	1,511	8,759	1,549
1970	31,207	5,805	120	20	15,666	2,585	15,421	3,200
1975	46,917	11,755	138	29	28,294	6,820	18,485	4,906
1980	54,858	18,010	161	42	33,952	10,691	20,745	7,277
1985	69,553	26,808	253	59	48,122	19,782	21,178	6,967
1990	89,719	41,718	323	92	67,168	34,597	22,228	7,029
1995	99,931	49,778	365	136	77,041	42,531	22,525	7,111
2000	92,589	53,292	380	155	72,277	45,951	19,932	7,186
2001	93,385	54,865	378	157	73,395	47,570	19,612	7,138
2002	95,283	56,878	380	167	75,337	49,467	19,566	7,244

Source: MOEHRD & KEDI (2002a), *Statistical Yearbook of Education*

52. The number of general high school teachers had shown continued increase since 1965 until 1990, as demonstrated in the following Table 2.6, but it dropped between 1990 and 1995, and has gone up again since 1995. The temporary decrease was due to the government policy of fixing the ratio between general and vocational high schools at the level of 50/50 in the late 1980s. The total number of high school teachers is 74,398 in 2002; that of private schools is 38,042 (51.1%), slightly higher than the number of teachers in national and public high schools. In terms of sex ratio, the average percentage of male teachers is 64.3% in 2002 and it is 55.0% in national and public high schools and 73.2% in private high schools. Although not as pronounced as in elementary and middle schools, the proportion of male teachers gradually drops in high school, as well. In terms of age, those in their thirties constituted the largest proportion of the total high school teacher population. The number of teachers in their forties has risen recently, so that the teachers in thirties and those in forties have become nearly identical in size. Expanded employment of new teachers in 2002 contributed to a dramatic increase in the number of the teachers in their twenties. On the average, academic attainment and the length of service in teaching career of high school teachers tend to be higher than those of middle school teachers.

Table 2.6 Number of general high school teachers by type of school and by sex

(unit: persons)

Year	Total		National		Public		Private	
	Total	Female	Total	Female	Total	Female	Total	Female
1965	7,894	942	101	8	3,349	352	4,444	582
1970	9,845	1,196	117	12	3,965	471	5,763	713
1975	20,415	2,904	159	16	8,143	1,049	12,113	1,839
1980	27,480	4,734	252	26	10,695	1,522	16,533	3,186
1985	40,040	7,853	431	47	16,872	3,163	22,737	4,643
1990	58,074	12,828	536	65	25,158	6,396	32,380	6,367
1995	56,411	12,540	574	92	23,126	6,354	32,711	6,094
2000	63,374	18,255	607	123	28,485	10,592	34,282	7,540
2001	64,504	19,666	609	146	29,584	11,721	34,311	7,799
2002	74,398	26,540	623	166	35,733	16,197	38,042	10,177

Source: MOEHRD & KEDI (2002a), *Statistical Yearbook of Education*.

53. The number of vocational high school teachers was only 6,214 in 1965, as shown in the Table 2.7 below. By 2002, this became 39,906, showing an increase by six times. In terms of sex ratio, the proportion of female teachers tends to increase gradually, but male teachers constitute the majority, 65.7% of the total in 2002. In terms of age, similar to the case of general high school teachers, teachers in their thirties constituted the largest proportion of the total teacher population. The number of teachers in their forties has risen recently and become slightly larger than those in their thirties. Since the 1990s, the proportion of the teachers in thirties has tended to go down, whereas that of the teachers in fifties has tended to rise. In terms of academic attainment, the teachers with educational background higher than the undergraduate level reached 28% of the total teacher population in 2002. Proportion of the different types of vocational high schools has changed, reflecting the change occurred in the industrial structure. Since the 1970s, the sharp drop in the proportion of the students in the agricultural track was followed by continued lowering of the proportion of the teachers in the same track. This is in contrast to the constant rise of the number of teachers in the commercial track and the rapid increase of the number of teachers in the industrial track. This follows the impressive expansion of both the industrial high schools and student enrollment. However, the popular reluctance to send their children to vocational high schools became more noticeable after 1995, resulting in decreasing number of teachers in most tracks of vocational secondary schooling. Yet, the 'Plan to Improve Educational Condition' has had a positive effect on turning back this downhill trend and yielded a small increase in the number of vocational high school teachers in 2002.

Table 2.7 Number of vocational high school teachers by type of school and by sex

(unit: persons)

Year	Total		National		Public		Private	
	Total	Female	Total	Female	Total	Female	Total	Female
1965	6,214	308	11	-	4,191	135	2,012	173
1970	10,009	588	42	-	6,065	208	3,902	380
1975	15,340	1,653	128	2	8,092	391	7,120	1,260
1980	23,468	3,995	347	11	10,988	733	12,133	3,251
1985	29,506	6,328	316	9	13,189	1,455	16,001	4,864
1990	34,609	8,401	325	15	16,218	3,061	18,066	5,325
1995	42,656	11,120	436	32	21,491	5,048	20,729	6,040
2000	40,977	12,775	457	84	21,857	6,924	18,663	5,767
2001	39,810	12,805	458	87	21,416	7,062	17,936	5,656
2002	39,906	13,695	463	87	21,499	7,662	17,944	5,946

Source: MOEHRD & KEDI (2002a), *Statistical Yearbook of Education***2.3.2 School Staff Other than Teachers**

54. The total number of clerical staffs was 27,551 for elementary school, 11,060 for middle school, 7,250 for general high school, and 5,965 for vocational high school in 2002. As presented in the Table 2.8 below, there has hardly been any noticeable change in the number of clerical staffs in schools at all levels for the last three years.

55. To examine how effectively teachers are supported in school, so that they can concentrate on their essential task, it is necessary to investigate the number of teachers per one clerical staff rather than the absolute number of clerical staffs. The number of teachers per one clerical staff is an indicator of the level of the service provided by school administration aside from the educational task. The smaller the percentage becomes, the more teachers can be faithful to their task of teaching students.

56. In elementary schools, the number of teachers per one clerical staff had been 10.6 in 1970, but dropped down to 5 in the 1990s, and increased slightly to 5.4 in 2002. In middle school, the number had been 5.3 in 1965 and started to increase after 1985 to reach 8.6 in 2002. In high school, the number had been 3.7 in 1965 and became 4 on the average in the mid-1980s, but started to increase after 1985 and reached 8.6 in 2002. The continual increase in the number of teachers per a clerical staff was an outcome of the continued increase in the number of teachers,

which was part of the policy aimed at diminishing the number of pupils per a teacher; yet, the increase in the number of teachers per a clerical staff also reflects the fact that the government and educational institutions alike have sought to reduce the number of clerical staffs ever since the national economic crisis. The following Table 2.8 and 2.9 show the change in the number of clerical staffs and the change in the number of teachers per a clerical staff respectively.

Table 2.8 Change in the number of clerical staffs by school level and type

(unit: persons)

School level	Total			National			Public			Private		
Year	2000	2001	2002	2000	2001	2002	2000	2001	2002	2000	2001	2002
Elementary school	27,356	27,637	27,551	74	54	50	26,791	27,082	26,994	491	501	507
Middle school	11,185	11,026	11,060	29	28	27	8,389	8,372	8,474	2,767	2,626	2,559
General high school	7,114	7,066	7,250	56	48	49	3,270	3,342	3,527	3,788	3,676	3,674
Vocational high school	6,401	6,179	5,965	200	179	180	3,848	3,786	3,655	2,353	2,214	2,130

Source: MOEHRD & KEDI (2002a), *Statistical Yearbook of Education*.

Table 2.9 Change in the number of teachers per a clerical staff by school level

(unit: persons)

Year	Elementary school	Middle school	High school
1965	10.5	5.3	3.7
1970	10.6	4.0	4.0
1975	9.2	4.0	4.2
1980	7.9	4.3	4.0
1985	6.7	6.6	5.6
1990	5.5	8.1	7.2
1995	5.1	8.2	7.3
2000	5.1	8.3	7.7
2001	5.2	8.5	7.9
2002	5.4	8.6	8.6

Source: MOEHRD & KEDI (2002a), *Statistical Yearbook of Education*.

2.4 Indicators of Teacher Shortage

57. The problem of teacher shortage can be addressed by different indicators. One way to view the problem is to compare the number of teacher candidates who acquire the teacher certificate and those who are actually employed. The recent trend shows that 1 out of 1.1 teacher certificate holder was employed at elementary level, while 1 out of 5 teacher certificate holders are employed at secondary level. Therefore, it can be argued that teacher shortage is an issue confined only to elementary schools in Korea. Whereas elementary schools confronted teacher shortage, secondary schools faced oversupply of teachers. Despite that the policy of controlling the supply and demand of teachers aimed at a ready supply of the necessary teaching workforce to schools at all levels has been considered a crucial part of the teacher policy, the problem of undersupply and oversupply of teachers took place primarily because of the poor linkage among various policies involving teachers. The shortage of elementary school teachers did not result from shortage in the number of applicants to teaching profession, but from the recent government policy to lower teacher retirement age. As only approximately 5,000 elementary teachers are produced each year through universities of education, many teachers' sudden retirement in a short period of time caused a problem of severe shortage. Meanwhile, the oversupply of the secondary school teachers has been a chronic problem caused by proliferation of teacher education institutions starting in the 1960s, and the government failure at controlling the student quota in those institutions.

2.4.1 Primary Education

58. The sudden lowering of the teacher retirement age in 1999 and the subsequent dramatic increase in the number of teachers who chose 'honorary retirement' posed serious problems for supplying elementary school teachers. In 1999 and 2000, a total of 22,000 teachers retired, causing shortage of 7,800 teachers in elementary schools. The shortage is expected to last for quite some time because of the overlapping effect of the government policy to reduce the number of pupils per class, creates more problems such as lowered quality of teachers as well as educational setting.

59. At the elementary school level, the number of teachers fails to satisfy the legal standard.

Contract teachers currently fill the positions of the teachers on temporary rest. This works as a factor behind the unstable supply and demand of teachers. Moreover, the contract teachers were those who had originally been holders of secondary school teacher certificate but acquired elementary school teacher certificate through supplementary training. Such a temporary measure devised to tackle the shortage of elementary school teachers has given rise to more problems: harming professionalism of elementary school education and generating conflict between different interest groups. The government has made attempts to resolve the issue of teacher shortage. The first is by increasing the quota for freshmen into the program. Second, by allowing students already enrolled in other programs to transfer to the university of education. Also as a part of the effort to secure more teachers for elementary schools, then government selected 2,500 students to transfer to a university of education on a temporary base through recommendation by superintendents of education. At the same time, to enhance flexibility in determining the student quota for elementary school teacher training, the government enabled universities of education to have leverage in selecting the students to be transferred to their undergraduate courses within the range of 20%.

60. Also, to reduce the excessive workload of teachers and enhance professionalism in the instruction of curricular subject, the government has implemented the subject specialization system of elementary school teachers in 1992. The criteria for placing the subject specialist teachers include assigning 0.75 teachers per three classes above the second grade. These teachers are to be in charge of music, art, physical training, English, and other subjects. The school-specific criteria are to be decided by the overseeing office of education. As of 2001, the legal quota for the subject specialist teachers is 18,869, but actual number of teachers is 10,464, or 55.4% of the legal quota, therefore, 8,405 more teachers should be supplied. However, the existing plan to increase the number of teachers in the near future does not include the subject specialist teachers.

61. Among several factors that should be considered in controlling the supply and demand of teachers, the natural increase in the number of students and the retirement rate of teachers in particular are regarded as the most crucial ones. According to the recent forecast made by MOEHRD, there will be a 2,777-teacher shortage in 2002, when the number of elementary school students rises abruptly, 6,722 in 2003 and 2,594 in 2004. The total size of the teacher

shortage in elementary schools for the next ten years is expected to reach 20,000. The following Table 2.10 shows the forecast of the supply and demand of elementary school teachers, 2002-2006.³

Table 2.10 Forecast of the supply and demand of elementary school teachers (2002-2006)

(unit: persons)

Year	Number of teachers required					Teachers to be supplied			Shortage
	Replacing contract teachers with regular ones	Retired	Increased quota	On temporary leave	Total	Newly employed	Returning to school	Total	
2002	4,517	1,745	2,540	874	9,676	6,187	712	6,899	2,777
2003	2,777	2,091	7,250	861	12,979	5,568	689	6,257	6,722
2004	6,722	2,495	1,600	851	11,668	8,395	679	9,074	2,594
2005	2,594	2,965	1,675	836	8,070	5,895	656	6,551	1,519
2006	1,519	3,041	1,675	837	7,072	6,036	559	6,595	477

Source: Jeon Go(2002), *Korean Teachers and the Teacher Policy*, Seoul: Hau Publishing House.

2.4.2 Secondary Education

62. The imbalance between the supply and demand of secondary school teachers is even more serious than that for the elementary school teachers. The oversupply of secondary school teachers has been caused fundamentally by over-production of those who hold teacher certificates. This followed the quantitative expansion of the teacher education institutions. Proliferation of the teacher education institutions in various forms such as colleges of education, teacher-training courses in comprehensive universities, and graduate schools of education has weakened professionalism of the teaching profession as well as special characteristics of teacher education institutions. This produced teacher candidates who numerically surpassed the demand for teachers, which intensified further the problem of the supply and demand of teachers.

³ In case of teacher demand, the number of required teachers is calculated by adding the number of contract teachers to be replaced by regular teachers, retired teachers, increased teacher quota, and teachers who are on leave. The number of teachers to be supplied is calculated by adding the number of teachers who are newly employed and that of who are returning to school. Shortage is calculated by subtracting the number of teachers to be supplied from the number of teachers required.

63. The oversupply of secondary school teachers can be viewed as having undergone the following processes up until today: 1) from 1945 until the 1960s, there were only a total of four schools; three national colleges of education and one private college of education; 2) to tackle teacher shortage resulting from the expansion of secondary schools that followed the abolition of middle school entrance examination in 1969, the high school equalization policy was implemented in 1974. Unfortunately, this was coupled with an increase in the proportion of teachers who quit teaching and moved to different jobs following the high economic growth in the 1960s and the 1970s. The government countered by permitting the speedy founding of colleges of education, teacher education courses in comprehensive universities, and graduate schools of education; 3) Whereas the student quota of college of education had grown rapidly in the 1980s due to implementation of the university graduation quota system, the number of secondary school students and the rate of teacher retirement have continued to decrease until the 1990. However, the quota for teacher education institutions has not decreased as well; 4) although government had continued to spearhead reducing the student quota of colleges of education, its outcome remains negligible, indicant of the protest of university professors against closing down of related departments.

64. Oversupply of secondary school teachers is evident when contrasting the supply with appointments. The statistics of teacher supply and appointment for the last four years indicate the seriousness of the problem. An average of only 20% of all the graduates of various teacher-training institutions could be appointed as teachers. Such imbalance between supply and demand is more than just a problem of overproduction of teaching workforce; it leads to weakening of teacher education and impoverishing of teachers' capacity, and causing general lowering of public trust toward qualification of teachers.

2.5 Teacher Policy Development

65. In the current government, development and implementation of the teacher policy has been led by MOEHRD. In the previous 'civilian government,' the teacher policy was developed mainly by the reform measures for the new education system established by the Presidential Commission for Education Reform, an advisory organ to the President. In the current government, without involving the Presidential Commission for New Education

Community(PCNEC) and the Presidential Commission on Education and Human Resource Policy(PCEHRD), MOEHRD directly controlled the process of making teacher policy.

66. Such a tendency figured in prominently in the process of making and implementing the 'Comprehensive Plan to Develop the Teaching Profession.' Nevertheless, the procedure for establishing the policy was not monopolized by MOEHRD and there had been various attempts to collect opinions from all sectors of society. For instance, the process of making a draft plan included formal and informal conferences in more than thirty occasions involving education experts, school administrators, teachers, professors of teacher education institutions, and parents' associations. After the draft plan was completed, it was published in the form of a booklet and 85,000 copies of it were distributed. An Internet Home Page was built for advertisement purpose. Public hearings on the draft were held in major cities nation-wide. Research projects to seek expert advice were launched and an opinion survey was conducted via a professional opinion survey institution. The whole process, from conceptualizing the plan until announcing the final version, took approximately three years.

67. Related to the leading role of MOEHRD, there emerged the problem of examining the leading officials' ability to make policy. Nonetheless, the fact that a channel through which teachers and teacher organizations as the direct recipients of the policy, can participate in the decision-making process and propose critical views as active discussants is viewed in a positive light.

68. The offices of MOEHRD in charge of developing and managing the teacher policy are headed by the Assistant Minister for School Policy as shown in Figure 2.1 and 2.2. Under the Assistant Minister responsible for School Policy Office, Director-General for Teacher Policy is given charge of three Divisions including Teacher Policy Division, Teacher Education and Development Division, and Teacher Welfare Division. The total number of personnel is 33 as of 2002.

Figure 2.2 Organization chart of the MOEHRD offices in charge of teacher policy

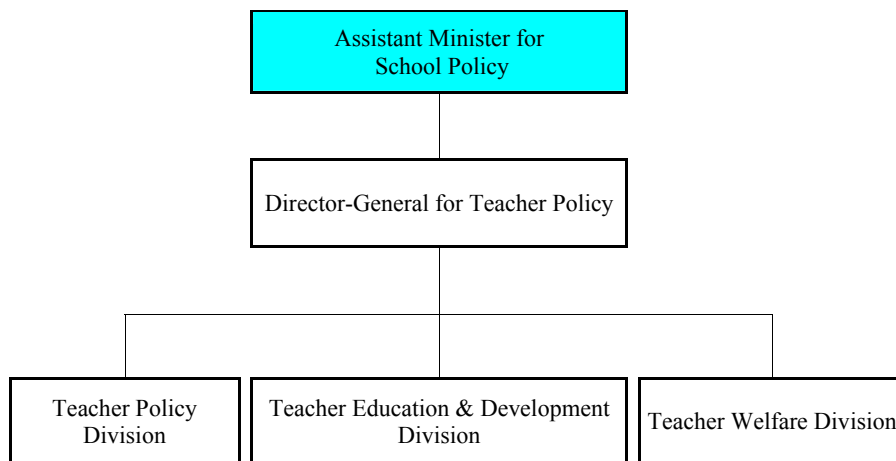
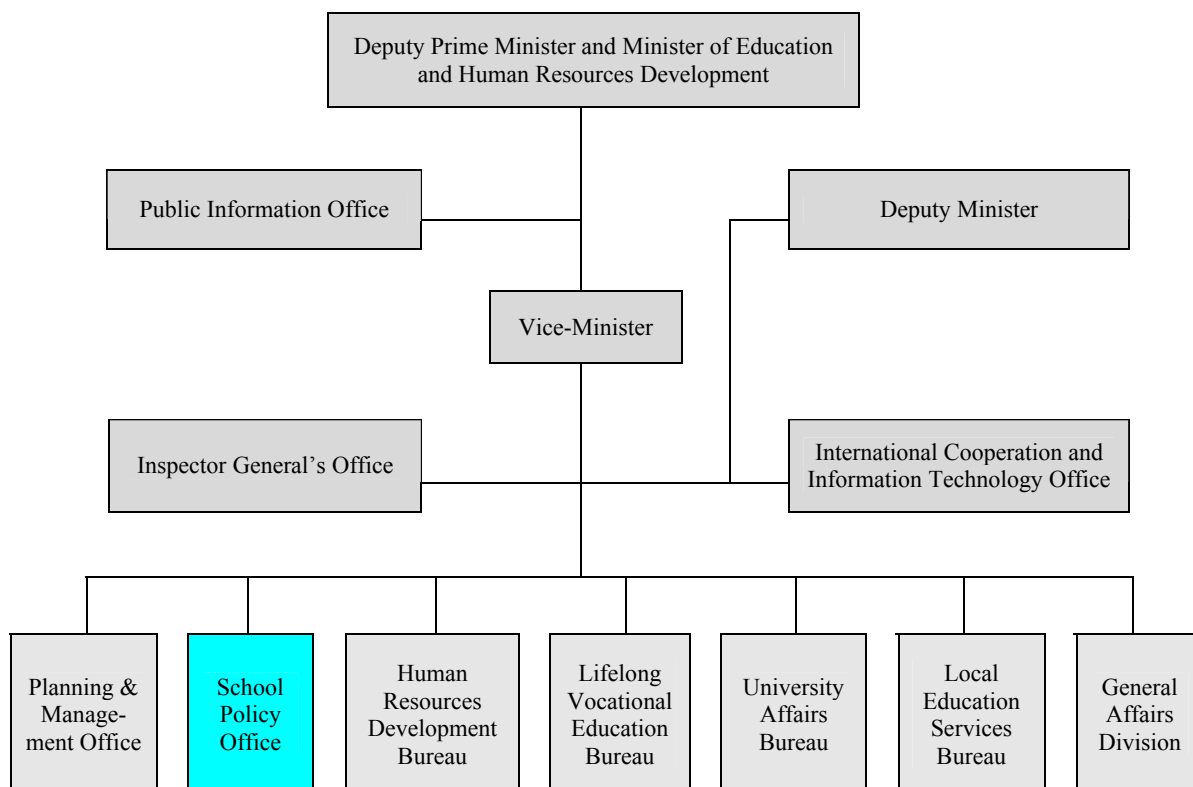


Figure 2.3 Organization of the MOEHRD



69. Major tasks of the teacher policy divisions of MOEHRD are as follows.

- Teacher Policy Division: 1) establishing the overall policies involving teachers; 2) managing teachers' personnel system and certification system; 3) managing the matters related to employing the education public servants for schools at all levels below the tertiary level and local educational administrative organizations; 4) supervising the quota of the teachers and education specialists of local educational administrative organizations; 5) supervising the honorary retirement system of education public servants and the service term system of principals; 6) supporting management of the Appeal Committee for the Reprimanded Teachers.
- Teacher Education and Development Division: 1) establishing the policies related to developing and training teachers; 2) supporting management of universities of education and Korea National University of Education; 3) supporting management of teacher education courses and the academic departments related to teacher education; 4) establishing the basic policy of teacher certification; 5) supervising the matters related to establishing and closing down teacher education and training institutions; 6) supporting management of the training institutions for teachers and educational administrators.
- Teacher Welfare Division: 1) establishing and implementing the basic policies related to teacher welfare; 2) managing the matters related to the salary system of education public servants; 3) establishing the basic policies related to teacher organizations and teacher unions; 4) managing the matters related to founding and liquidating teacher organizations and supporting management of those organizations; 5) overall management and coordination of collective bargaining with teacher unions; 6) supporting collective bargaining of local educational administrative organizations and private schools; 7) managing the matters related to coordinating labor-management conflicts of teachers; 8) cooperating with the international organizations related to labor; 9) supporting management of Korean Teachers' Mutual Fund, Korea Teachers' Pension, and School Safety Mutual Fund.

2.6 Teacher Unions and Professional Organizations

70. Teacher organizations of Korea are composed of the dual parties of the Korean Federation of Teachers' Association (KFTA), a professional organization, and the Korea Teachers and Workers Union (KTWU), a labor union. Government's 'dual policy' refers to dividing teachers' organizations into the professional organization and the labor union and inducing each to deal with the matters unique to each. Hence, on the one hand, the government negotiates with the former on matters of the teacher policy in general, such as teacher training for improving teacher professionalism. On the other hand, the government negotiates with the latter on matters of improving the socioeconomic status of teachers such as salary and work condition. The dual policy continues to suffer conflicts caused by redundancy in the negotiation issues and ineffectiveness of the negotiation agreements.

71. Until the late 1990s, Korea had maintained the policy of unitary teacher organization, thus, KFTA was the only legal and active teacher organization. However, as Korea joined ILO in 1991 and OECD in 1996, new requirements arose, such as legalizing teacher unions and guaranteeing the teachers' right to unite freely and to exercise collective bargaining. Authorizing multiple teacher organizations and the right for collective bargaining was postponed due to conflicting opinions among interest groups. But the 'People's Government' inaugurated in January, 1998, formed the Korean Tripartite Commission, an advisory organ to the President on resolving pending issues of labor-management relation, and the teacher union was legalized after a series of negotiations and decision-making in July, 1999.

72. KFTA was founded in 1947, slightly ahead of the establishment of the Korean government, and its title was changed to the present form in 1989. It negotiates with government on teacher policy in general including in-service teacher training for professional improvement. It also seeks participation of all 400,000 teachers regardless of school levels, organizational positions, and the nature of school founding bodies. KFTA's membership is estimated to be about 200,000, or 50% of the entire teacher population. The approximate percentage of KFTA membership for each school level is 60% for primary school, 45% for secondary school, and 20% for higher education level.

73. The prototype of KTWU was the 'Nation-Wide Teachers' Association' formed in September, 1987, which was reorganized into the form of a labor union in 1989. It was then, legally recognized as the teachers' labor union on July 1st, 1999. Among the three labor rights, KTWU's rights to unite and exercise collective bargaining in limited scope have been guaranteed, but its right for collective action has not been legally authorized. At the time of legalization, the number of the union members was 62,654. It is estimated to have become 80,000 as of late 2000. In general, more teacher unions have been formed in urban areas than in rural regions as it is easier to get together and school sizes are bigger in the cities. Because of superior job security of public schools vis-à-vis private ones, more unions are formed in the former. Also, more unions are formed in secondary schools than in elementary schools.

74. Korea has entered an era of multiple teacher organizations. In addition to KFTA and KTWU, the second teacher union, Korea Union of Teaching and Educational Workers (KUTE) was founded. Although these organizations are similar in that they all seek to promote the rights and interests of teachers, they tend to differ in terms of legal ground for establishment, basic legal provisions, membership granting and organizational platform, negotiation goal, effect, interested parties, activities and coordination procedures, etc. The following Table 2.11 presents a comparison between the teacher union and teachers' professional association.

75. Although the relationship between the government and the teacher unions remains stable in general, controversies have risen regarding such new issues as 'five workdays per week,' protest against the neo-liberalist education policy, reappointment of dismissed teachers, protecting non-regular teachers, and free election of principals.

Table 2.11 Comparison between teacher union and teacher association

Classification	Teacher Union	Teachers' Professional Association
Legal ground for establishment	Article No. 5, Law for Coordinating Labor Unions and Labor Relations	Article No. 15, Fundamental Law of Education
Basic labor rights	Only the right to unite and collective bargaining are recognized.	Freedom of association and basic labor rights are absent.
Membership and organization	Principals, vice principals, and university professors are excluded. Established at the levels of metropolitan and provincial regions, and the nation-wide unit.	Principals, vice principals, and university professors are included. Established at the levels of nation-wide and local governing units.
Legal ground for negotiation	Law for Establishing and Managing Teachers' Labor Union	Special Law to Improve the Teacher Status
Negotiation goals	Improving the socioeconomic status of teachers	Enhancing teachers' professionalism and status
Negotiating parties	Minister of Education and Human Resources Development, superintendents of education at metropolitan and provincial offices of education, and private school association	Minister of Education and Human Resources Development and superintendents of education at metropolitan and provincial offices of education
Negotiation agenda	Salary, work condition, and welfare	Salary, allowance, work hours, vacation, protecting female teachers, safety and the right to teach, professional improvement and in-service training, etc.
Excluded from negotiation	None	Matters pertaining to supervising and managing curriculum, educational institutions, and educational administrative organizations
Negotiation	The right to conclude collective agreement is recognized.	Only an agreement paper is produced.
Effect	Precedes employment regulation and work contract	Responsibility to follow agreement sincerely and to report in written document.
Effective period	Within 2 years.	Although there is no relevant provision, the period for negotiation is set at January and July every year.
Coordinating body	The Committee for Coordinating Teachers' Labor Relations (central)	The Council for Improving Teacher Status (central and metropolitan and provincial regions)

Source: J. Go, *op. cit.*, p. 394.

Chapter 3: Attracting Able People into Teaching Profession

3.1 Pathways to Become Teachers

76. Types of teachers include kindergarten teacher, elementary school teacher, secondary school teacher, special school teacher, nursing teacher, and librarian. Major paths of teacher training are somewhat different for each type of teacher. Kindergarten teachers are trained in junior colleges and the early childhood education department or childhood welfare department of four-year universities. Most of elementary school teachers are trained by 11 universities of education across the country. Korea National University of Education and elementary education department at Ewha Woman's University educate a small number of elementary teachers, too. Secondary school teachers are trained through diverse channels: colleges of education, department of education in comprehensive universities, teacher education courses in comprehensive universities, and graduate schools of education. Special school teachers are trained in colleges of education, teacher education course in comprehensive universities, and graduate schools of education. Nursing teachers are trained in the department of nursing science in junior colleges and four-year universities. Librarians are trained in the department of documentary information of universities and graduate schools of education.

77. Teachers are employed by regional authorities. After graduating from the teacher education institutions and thereby acquiring the teacher certificate, a teacher candidate has to pass the teacher employment examination administered by metropolitan or provincial offices of education in order to be a teacher. Those who passed the examination are employed in the region where they applied. The superintendents of metropolitan or provincial offices of education employ teachers. The superintendent selects and employs a set quota of new teachers for each curricular subject in considerations of teacher shortage and teacher increase factors. Applicants to the employment examination must possess a certificate for at least associate teacher and teacher certificate of university second major, and must be below age 41 as of the date of announcing the examination. Contents of the written examination are studies of education and the academic major.

3.2 Trends of Students Entering Teacher education Institutions

78. Recently, the Korean society underwent the blow of restructuring in overall sectors. However, the teaching profession presented a stable occupation with relatively abundant free time, which caused the general populace to prefer the teaching profession to other occupations. But, during the period of high economic growth in the 1960s and 1970s, economic compensation of teachers tended to lag behind that in other occupations. Therefore, numerous teachers left schools for better-paying jobs, which gave rise to a massive teacher shortage. Thus, the government increased the number of universities that offered teacher-training courses to supply a large number of new teachers to fill in the vacancies. However, since the late 1990s in which the national economy began to be depressed, people looked at favor the stable and guaranteed tenure of the teaching profession. So much that high school graduates with excellent school achievement have increasingly chosen to enter teacher-training institutions. In addition, the number of teachers who leave schools for other jobs has decreased conspicuously.

79. Universities of education are very popular, enjoying a large number of applicants. This includes those with excellent school records. Their graduates have a very high chance of being employed in elementary schools, which currently suffer serious teacher shortage. This is especially true for women who still face discrimination in the professional world. A teaching career is an attractive option relatively devoid of gender discrimination. Therefore, a lot of excellent female students choose to enter universities of education. Seventy to Eighty percent of the first-year students are female. Such a ratio is in effect a result of the governmental restriction for maintaining a set maximum ratio of either sex in individual universities. Hence, without the restriction, the ratio of female students in the total first-year students would have surpassed 90%.

80. However, the supply and demand of secondary school teachers suffer serious oversupply of teacher candidates. Out of the total 25,000 teacher candidates produced every year, only 5,000 find employment, yielding an employment rate of 20%. Graduates of teacher education institutions thus have very low possibilities for entering the teaching career. Because of the low employment rate, many excellent high school graduates avoid entering teacher education institutions, so that the application rates of the teacher education departments are dropping steeply.

81. Those who enter teacher education institutions had long been the students who just graduated from high schools. However, as a testimony to the recent employment crisis, even those who graduated from four-year universities now enter teacher-training institutions. The 20% extra provision for the exceptional admittance to undergraduate program beyond the set quota for enrollment size is reserved for those who graduated from four-year universities and hold teacher certificate. It is a part of the effort to attract excellent students who are endowed with the aptitude suitable for the teaching career.

82. The Korean government attempts to supply foreign teachers in two ways. First, the ‘Project to Invite Native Speakers as Assistant English Teachers’ is aimed at elevating English communication ability of primary and secondary school teachers and improving instructional and learning methods for English language. Those invited foreign teachers are placed in the educational training institutes of the metropolitan and provincial offices of education and are utilized as English instructors of teachers. Their status is of the assistant teachers and they are hired by a yearlong contract, which is renewable upon expiration. Second, government invited native speakers of English as English instructors, two of them each in 11 universities of education for the purpose of improving English proficiency of the students of universities of education, who will teach in elementary schools. These native speakers are recruited from six English-speaking countries. These countries are Australia, Canada, Ireland, New Zealand, U.K., and U.S., and are required to possess either teacher certificate or English teaching certificate. Every year, 200 such foreigners are hired.

3.3 Trends of Returning Teachers

83. Some of the teachers who had left the teaching profession in the past either because they reached the retirement age or owing to personal matters, sometimes choose to return to teaching. These returnee teachers are hired as contract teachers for a set period of time, when vacancies occur of a temporary nature due to such reasons as a maternity leave of the currently employed teacher. The returnees’ work as contract public servants hired for a temporary term of one to three years.

84. As indicated above, when considering that the employment rate of secondary school teachers is only 20%, it is inappropriate to make a policy to encourage retired teachers to return to the teaching profession. Rather, it is urgent to adjust the student quota of the secondary school teacher education institutions. However, in the case of elementary school teachers, the number of teachers produced by the teacher education institutions and the number of teachers employed show 1:1 match. As this tendency raises the problem of teacher shortage and quality issues, diverse measures to enlarge the pool of teacher candidates should be considered. Employing the returnee teachers as contract teachers would relieve the shortage temporarily.

85. In elementary school education, the proportion of the contract teachers had decreased since 1970 until 1985. But it increased again afterward, so that the proportion in public elementary school rose up to 6.01% in 2000. Those in private schools rose to 3.53% in 2002.

86. In the 1960s, the proportion of contract teachers was high in middle schools. Public middle schools had 10.99% and 13.23% where in private middle schools. But the proportion continued to drop until 1985. Again, it increased in the 1990s and reached 4.75% in national high schools, 4.60% in public high schools, and 5.30% in private high schools in 2002.

87. The proportion of contract teachers had also been high in general high schools in the 1960s: 8.04% in national, 6.94% in public, and 5.03% in private high schools. It continued to drop until 1985 and went up again. In private high schools, the proportion is 12.33% in 2002. In vocational high schools, the proportion of contract teachers is 4.75% in national, 4.64% in public, and 7.48% in private high schools in 2002.

88. Compared to the total number of the teachers on temporary leave, contract teachers are in a shortage. Thus, it is necessary to increase the number of contract teachers. However, it is also necessary to investigate if the rapid increase of the contract teachers at all school levels after 2002 was related to factors other than the apparent need to fill the vacancies created by temporary leave of the currently employed teachers. Criticism has arisen that the schools' over-reliance upon contract teachers occurs owing to the following factors: to utilize the retired teachers who left school in the midst of the teacher retirement age reduction; to accommodate the sudden need to hire the subject specialist teachers in elementary schools; and to save the

budget. The following Table 3.1 shows the percentage of the contract teachers in all school levels.

Table 3.1 Change in the proportion of contract teachers at all school levels

(unit: %)

Year	Elementary school			Middle school			General high school			Vocational high school		
	Ntl.	Pbl.	Pvt.	Ntl.	Pbl.	Pvt.	Ntl.	Pbl.	Pvt.	Ntl.	Pbl.	Pvt.
1965	-	0.05	0.66	3.95	10.99	13.23	8.04	6.94	10.21	-	-	-
1970	-	1.09	0.99	-	5.42	5.71	-	4.01	3.57	4.76	1.78	5.48
1975	-	0.55	0.69	-	5.12	1.80	0.63	2.46	1.89	-	2.46	2.65
1980	-	0.14	0.77	-	1.66	1.13	-	0.66	1.46	0.29	0.73	2.84
1985	-	0.05	0.27	-	1.00	0.22	0.70	0.28	1.39	-	0.32	1.01
1990	-	0.17	0.67	0.62	1.71	0.37	1.12	0.96	0.99	-	0.99	0.61
1995	-	0.27	1.72	2.47	2.96	1.22	0.70	1.41	1.06	1.38	1.38	1.40
2000	-	6.01	2.72	2.89	3.19	4.29	0.99	1.53	3.63	2.41	1.94	4.40
2001	-	2.50	3.24	2.91	3.92	4.66	1.31	2.60	4.64	3.71	2.98	4.88
2002	0.22	3.12	3.53	3.68	4.60	5.03	2.41	4.84	12.33	4.75	4.64	7.48

Abbreviation: Ntl. = National; Pbl. = Public; Pvt. = Private

Note: percentage of the contract teachers = (No. of contract teachers/total No. of teachers) x 100

Source: MOEHRD & KEDI (2002b), *Source Book of Analysis on Educational Statistics*.

89. The recent government policy pertaining to the pathways to become teachers is geared toward attracting on a limited basis the professionals who possess expert knowledge and skills into the areas that are either not covered by teacher education institutions, or areas experiencing teacher shortage. Such a need has recently arisen because of the increased demand for specialized education, which followed the expansion of the specialized subjects in vocational high schools and the special purpose high schools. The recent government policy has been devised to meet the demand for a flexible system of supplying the specialized and professional teaching workforce. However, the policy is likely to face difficulties in its implementation because teachers and teacher organizations oppose it on grounds that it hurts teacher professionalism.

3.4 Attractiveness of Teaching Career

3.4.1 Teachers' Legal Status and Social Standing

90. How the beginning teachers view the teaching career is considerably related to the teacher's legal position and status. Teachers are largely divided to the national and public school teachers and the private school teachers. They also differ from one another in legal status. National and public school teachers are the education public servants classified as special post public servant according to the regulation of the Education Public Servant Law, which is a special exception of the National Public Servant Law. As national public servants, the national and public school teachers are entitled to the according rights and duties.

91. On the other hand, the private school teachers are private persons in their legal status. They are bound by the employment contract with the school manager. According to the Private School Law that contains the regulation on private school teachers, acquisition of teacher certificate is governed by the same regulation for the teachers of public schools and those of private schools alike. However, the authority to employ and dismiss the latter is reserved for the manager of the private school or the school corporation. Nevertheless, service of the private school teachers follows the regulation of the National Public Servant Law. Therefore, they retain the rights similar to those of the public school teachers. Hence, although the national and public school teachers and the private school teachers differ greatly from one another in terms of their legal status, there are no *de facto* differences between them in terms of rights, duties, and responsibilities (J. Go, *op. cit.*).

92. Treatment and salary of the teachers as well as the right to teach, the legal status, and collective bargaining and negotiation rights of teacher organizations are the rights guaranteed by the 'Special Law to Improve the Teacher Status.' Hence, one of the strongest merits of the teaching career is that their status and tenure are guaranteed by law. They can work throughout their lifespan without contract renewal procedures. In addition to that merit, the traditional perception that equates teaching with a sacred vocation and the current employment crisis caused by the recent economic difficulties have created a combined effect of making new teachers regard the teaching career as a stable lifetime occupation. Status protection that enables

the teachers to work lifelong for schools is clearly provided in the Article No. 43 of the Education Public Servant Law and the Article No. 56 of the Private School Law. This maintains that the right to teach and the teacher status be protected and teachers ought not to be treated unjustly against their own will by means of suspension or dismissal. However, the contract teachers who fill in temporary vacancies of teachers do not enjoy the same status of the lifetime occupation.

93. The recent issue involving teacher status is that of converting the current teacher status to that of the provincial post. The government has intermittently proposed such conversion in its teacher policies ever since the local educational self-governance was put into practice. The teachers who favored the status of the national post, however, opposed this.

94. Those who agree to converting the teacher status to that of the provincial post do so on following grounds: such converting fits the spirit of local educational self-governance; and it is equitable when the conditions of other public servants are taken into account. Those who oppose do so based on the following arguments: such converting will lower the societal authority and morale of teachers; this will weaken the financial independence of local governing bodies and the financial imbalance among cities and provinces. The treatment and status protection of teachers are likely to be weakened; and the personnel exchange of teachers among different cities and provinces is likely to be restricted.

95. A recent survey showed that most teachers (82.4%) opposed the converting to the provincial post, while small minority (8.9%) agreed to it. Most teachers seem to have a very negative view about converting their status to that of the provincial post for fear of status instability and problematic personnel exchange (Lee, Myeong-gyun, 1998).

96. The converting issue is directly related to the local educational self-governance. That is, the proper conditions for self-governance buttressed by financial independence of the metropolitan areas and provinces should be presented prior to the converting. The local educational self-governing system, which started in 1991, has not reached its maturity to the extent of realizing autonomy and still depends heavily upon the national treasury. Moreover, there exists a big gap between metropolitan areas provincial areas. Thus, it is in effect likely that the converting to

provincial post will lower the societal authority of teachers.

3.4.2 Comparative Advantages and Disadvantages of Teaching Career

97. Compared to other occupations, teachers receive social trust and a psychological satisfaction when teaching coincides with one's aptitude or sense of mission. The teaching career has its unique strengths such as status guarantee and occupational stability. It also has the strengths of other occupations such as acquisition of higher-level teacher qualification and higher amount of salary as the length of teaching career increases. Another strength would be the opportunities, albeit scarce in practice, to move onto the education specialist posts (e.g., school inspector or education researcher) or be promoted to vice principal or principal. However, the weak economic compensation and rigid career structure vis-à-vis other occupations tend to lower attractiveness of teaching career more and more.

98. The followings are relative strengths of the teaching career vis-à-vis other occupations.

- The Education Public Servant Law and other laws protect teachers and their status.
- Due to fixed work hours, chances for overtime work are small compared to other occupations. Teachers enjoy more free hours compared to other occupations.
- The tenure system insures very strong protection for employment.
- The public generally trusts the teaching profession. An opinion survey showed that teachers and priests are most trusted in the Korean society.
- The work climate is somewhat more autonomous than in other occupations. Especially, the flexible management of work hours in each school contributes to creating an autonomous work environment. By the flexible work hour system, teachers are required to observe the total work hours (8 hours per day during weekdays and 4 hours on Saturday), yet are allowed to decide the time for coming to and leaving work autonomously as long as curricular management is not hampered.
- An adequate amount of vacation, rest from work, and long-term overseas study are provided. Through the vacation period, which is about 100 days per year, teachers can seek spontaneous training or take rejuvenating trips.

99. The relative weaknesses of the teaching career compared to other occupations are as follows.

First of all, the teachers' economic status is on a platform that is lower than in other occupations that require the same level of academic background. According to a study on teacher compensation, teacher salary is determined mainly based on years of experience rather than high performance or ability to teach. This structure does not motivate teachers to work harder as professionals (Y. Han, 2001). The promotion system is too simplified and the waiting term for promotion is too lengthy. The load of instructional duty and administrative chores are very heavy. Such weaknesses contribute to deteriorating the societal perception of teachers, thereby causing the weakening of the teacher attracting system. Particularly in relation to the crisis of public education, this has recently emerged as one of the most serious social problems in Korea. A new negative image of teachers has greatly lowered the teacher morale and the attractiveness of the teaching career.

100. The lowered morale of the teachers, a negative social perception, and drop of teachers' economic status gave rise to avoidance of a teaching career. This gradually tends to deteriorate the quality of teachers. The fact that the passing score for entrance examination of most colleges of education has been dropping recently might be an indicator of such deterioration. There would not be excellent students choosing to enter teacher-training universities if graduation from those universities does not guarantee employment and the teaching career is no longer treated with respect by the society.

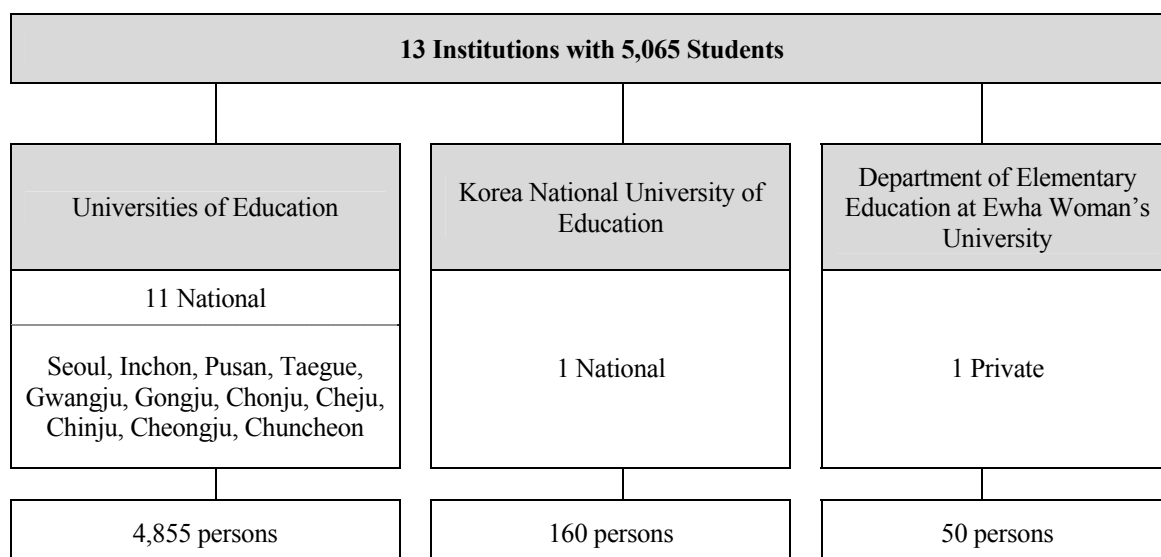
Chapter 4: Educating, Developing and Certifying Teachers

4.1 Initial Teacher Training

4.1.1 Initial Teacher Training Institutions

101. The 11 national universities of education train elementary school teachers with freshmen quota of 4,855. Universities of education were established as special purpose institutions solely designated for elementary teacher training. They had been two-year colleges until 1981, when they were upgraded to four-year universities. After the status elevation, the quality of those universities has gradually improved. Also, there are two additional universities, which produce elementary teachers. They are Korea National University of Education (160 students), and Ewha Woman's University (50 students), which is private. The following figure 4.1 shows the institutions involved in elementary school teacher training and their student quota set for the year 2002.

Figure 4.1 Elementary teacher education institutions and student quota (2002)



102. Secondary school teachers are trained through diverse channels. There are four major routes that students can get the teacher certificate. They are national or private colleges of education, department of education, teacher education courses in comprehensive universities, and graduate schools of education. The types of institution and number of certificate recipients are described in the following figure 4.2. In the past, the graduates of the national colleges of education were given the privilege for being employed in national and public schools. But in 1990, the Constitutional Court ruled that the priority employment of graduates of national universities was unconstitutional, graduates of all institutions for training secondary school teachers are equally eligible for applying to the employment examination, and only those who have passed that examination are to be employed. As a repercussion of such changes, the identity of the colleges of education, which had originally been established for the purpose of training teachers, is being seriously challenged. There even arose the opinion that colleges of education were no longer needed

Figure 4.2 Secondary teacher education institutions and teacher certificate recipients (2001)

More than 340 Institutions or Courses with 25,000 Certificate Holders			
Teachers College	Department of Education in Comprehensive University	Teacher Education Course in Comprehensive University	Graduate School of Education
41 institutions	41 institutions	132 courses	130 institutions
(13 National, 28 Private)	(8 National and Public, 33 Private)	(25 National and Public, 107 Private)	(35 National and Public, 95 Private)
12,228 persons	1,505 persons	12,450 persons	4,830 persons

103. Although the number of students enrolled in the teacher education courses in a comprehensive university is required to be less than 30% of the total student population of a university, the rapid increase of the universities and the subsequent increase of teacher

education courses, starting in the 1980s, have resulted in oversupply of teacher trainees. The government has reduced the maximum size of the students who wants to take teacher education courses to 10% of the student population and does not permit opening of new courses. However, some students who already graduate universities acquire teacher certificates by enrolling in graduate schools of education. Thus, supply of the secondary school teachers remains still much larger than demands for them. Consequently, it is very difficult for the teacher certificate-holders to be employed in school. The employment rate is at best about 20%.

104. The following Table 4.1 shows the overall status of the teacher education institutions that produce elementary and secondary school teachers. There are 11 universities of education and two universities that train future elementary school teachers. About 5,000 candidates for elementary school teachers are produced every year. Institutions for training secondary school teachers include 41 colleges of education, 41 departments of education in comprehensive universities, 132 teacher education courses in comprehensive universities, and 130 graduate schools of education; In its total, 340 teacher education institutions produce 25,000 teacher candidates every year.

Table 4.1 Teacher education institutions for elementary and secondary teachers (2001)

(unit: persons)

Institution type	No. of universities			Freshmen quota, 2002			No. of people who were issued the certificate in 2001
	National & Public	Private	Total	National & Public	Private	Total	
University of education	12	1	13	5,015	50	5,065	4,948
Teachers college	13	28	41	4,680	6,728	10,408	12,228
Department of education	8	33	41	502	2,045	2,547	1,505
Teacher education course	25	107	132	6,610	17,219	23,829	12,450
Graduate school of education	35	95	130	7,302	12,768	20,070	4,830
Total	93	264	357	24,109	38,810	61,919	35,961

Source: MOEHRD internal data

105. Tuition for teacher education institutions is about 2 million won (approximately US \$ 1,700) per year for university of education and 2.3 million won (approximately US \$ 1,900) for national teachers college. Tuition of private universities is about twice that of the national university. In general, parents pay the tuition.

106. Admission requirements for teacher education institutions are similar to those for general comprehensive universities. Those who graduated from regular high schools and those who hold academic attainment equivalent to high school graduation are eligible. Although evaluation of applicants' aptitude and character in terms of their compatibility with teaching career is encouraged to be incorporated into entrance examination, it remains very limited due to the difficulties involved in developing an objective and valid evaluation instrument.

4.1.2 Problems Associated with Initial Teacher Training

107. Qualitative deterioration of elementary school teachers has become a matter of concern for the government because universities of education that train elementary school teachers suffer the shortage of necessary educational provisions and facilities. Despite the rapid change in instructional environment in elementary schools triggered by the adoption of the new Seventh National Curriculum, universities of education are short of facilities and equipments. The number of students per professor reaches 40, which is viewed very inadequate to help raise high quality teachers. Thus, the government has formed the 'Committee to Improve Elementary School Education' to advise the Minister of Education and Human Resources Development on matters related to improving elementary school education. Also, it produced the 'Measures to Improve Universities of Education' in May 2002, to seek overall improvement in universities of education. The Measures are very ambitious with its plan to invest 30 billion won (about US \$2.5 million) for the next five years (2003-2007) to improve the educational condition dramatically by developing new programs for teacher education, establishing the teacher education center, and realizing the 'computerized campus.'

108. Current problems of the initial training institutions of secondary school teachers are: the system to attract excellent students is underdeveloped: the identity of the training institutions

remains ambiguous; and the curriculum of colleges of education to train the human talents equipped with teacher professionalism as well as a sense of mission is hardly different from that of general university. To solve these problems, the government is seeking various methods, including reorganizing curriculum of the teacher education institutions; adopting an accreditation system of the teacher education institutions; upgrading the training institutions to the level of graduate school; abolishing the teacher training function of graduate school of education; and overall integration of the departments in colleges of education.

109. To improve the teacher education curriculum in a way that enhances its practical adaptability to the school setting, universities of education and national colleges of education are developing curricular models for training elementary and secondary school teachers.

110. The management of the evaluation and accreditation system has been commissioned by MOEHRD to the Korean Educational Development Institute(KEDI). It applies to all initial teacher education institutions (343) and all in-service training institutions (1,322). The evaluation terms are every three to five years for the former and every one to three years for the latter. All the institutions are evaluated on a continual basis. The evaluation started in 1998 with evaluation of colleges of education and has continued ever since in the following sequence: graduate schools of education in 1999; universities of education and graduate schools of education within the universities of education in 2000; departments of education in comprehensive universities in 2001; and teacher education courses in comprehensive universities in 2002. The evaluation score of an institution is interpreted in the five-level scale of 'excellent,' 'good,' 'fair,' 'basic,' and 'unsatisfactory.' Based on a pre-decided set of criteria, evaluators determine either pass or fail for an institution and assign it a corresponding level. The evaluation results are used as a criterion for the decision as to either increasing or decreasing administrative and financial supports to the institution: high scoring institutions get stronger support and autonomy, whereas low scoring ones face forced reduction of student quota and prohibition of teacher certificate issuing authority; teacher education institutions designated as 'unsatisfactory' are to face closing down of either the institution itself, or its programs.

111. While the ambitious system of evaluation and accreditation is expected to bring about positive effects in improving the qualities of teacher education institutions, there exists criticism

that such a system alone is insufficient for solving the serious problems inherent in the teacher education institutions.

112. To solve the problem of oversupply of secondary school teachers, the government encourages changing the departments of colleges of education into general academic departments. When a university establishes a graduate school of education or increase student enrollment quota, only the currently employed teachers are to be granted admission to the new school. In the long run, government seeks to abolish the initial teacher education function of the graduate school of education, while maintaining in-service training function. In general comprehensive universities, both establishing and expanding teacher education courses are being suppressed. However, implementation of those measures face difficulties, as they directly touch the interests of the teacher education institutions.

113. Further, based on an understanding that the current teacher education system fails to cater to the social demands of an era in which the arrival of the knowledge-based society and high academic attainment society has created the strong demands for upbringing the creative, quality human talents, government is conceptualizing a long-term plan for establishing the professional graduate school for teachers. This involves, in essence, transforming teacher education institutions into graduate schools.

4.2 Certification

114. To acquire the teacher certificate, a candidate has to first earn required credit points in teacher education courses and major courses at a teacher education institution. For the candidates of secondary school teachers, the period of enrollment in teachers college is four years and earns 140 credit hours. Of the total hours, a candidate has to earn more than 42 points in a major subject and 20 points in teacher education courses in order to acquire the teacher certificate. Students who take teacher education courses in comprehensive universities are required to earn more than 42 credit points in major subject and 20 points in teacher education courses. They also have to score equal or above 80 points in both parts to acquire the teacher certificate. Students in graduate schools of education are required to earn more than 42 credit

points in major subjects and 20 points in teacher education courses to acquire the teacher certificate.

115. After acquiring the required credit points, a candidate has to go through an authorization procedure in order to obtain teacher certificate. There are two ways of authorization. They are non-examination authorization and the examination-based authorization. The former is applicable to those who have completed the required courses and graduated from teacher education institutions. In other words, automatic authorization is given to the students upon graduating elementary or secondary teacher education institutions, which include universities of education, colleges of education, graduate school of education. For those who complete teacher education courses at general universities, non-examination authorization is also given when they mark an average of 80 points in teacher education courses and major subjects. The latter is applied to people at large for the purpose of conferring the associate teacher status when such means is deemed necessary for supplying teachers to schools.

116. Teacher status is largely divided into teacher and associate teacher. There are also non-curricular teachers such as counselor, librarian, nursing teacher, and practical skills teacher. In addition, there are also principal and vice principal. University graduates who completed teacher-training courses are conferred through the non-examination authorization procedure the grade 2-teacher certificate. Grade 2 teachers who worked for three years are entitled to obtain the grade 1 teacher certificate by taking a required in-service training course. The associate teacher certificate is conferred to those who passed the examination-based authorization procedure, as aforementioned, is applicable to the people at large who have not enrolled in teacher education institutions or taken teacher education courses.

117. The following are the characteristics of the teacher certificates for the non-curricular teachers.

- Counselor is in charge of counseling students on various matters of career, school grade, and relationship with friends, etc. Teachers with more than two years of teaching experience should take required courses in graduate school of education to acquire the counselor certificate.

- Librarian is in charge of supervising the school library. Those who completed the librarian teacher-training course in university are entitled to obtain the librarian certificate.
- Nursing teacher supervises the matters pertaining to health and sanitation of students. Those who completed the teacher education course in the nursing science department of university or junior college and hold the nurse license are entitled to obtain the nursing teacher certificate.
- Practical skills teacher is in charge of the practical skills subjects in middle school and vocational high school. Those who completed the required courses in junior colleges can obtain the certificate by passing the certificate authorization examination.

118. The principal and vice principal certificates are required for the teachers who wish to be promoted to the post of school administrators. Teachers who were designated as eligible trainees by an evaluation based on work record, career length, and research achievement should take a qualification training course of equal or above 180 hours in order to acquire the certificate. The qualification training courses are offered by a variety of teacher in-service training institutions at both central and regional levels as well as those affiliated with universities. The training for principals and vice principals is given only to the limited candidates needed for school administration. Therefore, the competition for acquiring the certificate is usually intense.

119. In case of teacher certificate, the same teacher certificate is conferred to the teachers in national and public schools and private schools alike. Thus, irrespective of the founding body of schools, any teacher candidate who has completed the required teacher education courses is entitled to acquire the teacher certificate. However, the employment procedure differs. The national and public schools employ their teachers through an open competition examination administered by local education authorities, which are metropolitan and provincial offices of education. In the case of private schools, principals reserve the authority to employ teachers, so that private schools either rely on a separate selection method, or follow the open competition procedure. The government recommends the open competition in order to insure transparent and fair employment.

120. Recent controversies surrounding teacher certification and qualification are: adjusting the oversupply of teacher certificate-holders; amending the rigid and closed system of teacher certification; strengthening the currently weak linkages among the teacher certificates of different school levels; and dealing with the shortage of the certificate holders for some vocational subjects.

121. The oversupply of the teacher certificate-holders is likely to decrease overall attractiveness of the teaching career for it diminishes the possibility of employment after graduation. This could lead to a vicious cycle generating a decrease in the number of applicants to teacher education institutions and lowered quality of the teacher candidates. Therefore, it is necessary to adjust the total number of students in teacher education institutions.

122. The current system of teacher certification is very rigid. Particularly, classification of the subjects that require certain types of certificate is done in overt detail. The excess and redundancy of relevant teachers occur frequently. Such a problem has become even more serious with the implementation of the Seventh Curriculum. To which the number of teachers for each subject changes very flexibly depending on student choice. To resolve this issue, the subjects that can be covered by related vocational teacher certificates are integrated into a new subject, and in-service training for the second major has become intensified. Also, teacher candidates' opportunities for acquiring multiple certificates and second major degrees are being increased by expanding students' choice in selecting major and other courses. Making it easy to take courses for linked academic disciplines in line with the undergraduate system of universities.

123. The certificate for elementary school teachers and that for secondary school teachers are separated, leaving the link between the two weak. To tackle the problem, it is necessary to examine the method to adopt the certificate system that links different school levels.

124. The government is examining the method to confer teacher certificate to professionals in other fields who have not acquired the certificate through teacher education institutions. Such a method is necessary to supply in a limited fashion the able professionals in industrial and commercial fields to some specialized subjects for which relevant teaching force has not yet

been produced through the conventional line of teacher training. Implementation of such a method is likely to enable full utilization of the Seventh National Curriculum by providing schools with diversified subjects staffed by experienced professionals as well as heighten the professional status of teachers.

4.3 In-service Training

125. In-service training for teachers includes the training for newly employed teachers, qualifying training programs for acquiring higher status or special certificate (counselor and such), and the performance development training programs designed to promote professionalism.

126. First, the training for newly employed teachers are imparted for the purpose of raising the new teachers' ability to adapt themselves to school setting. It is composed of pre-employment training, post-employment training, and harvest training. In the past, these programs used to be managed one to two weeks by each metropolitan or provincial office of education. This training has been reinforced and its period lengthened now, while the programs are managed in a more systematic way. The superintendent is in charge of establishing and coordinating the details for those programs in consideration of regional conditions.

- The pre-employment training is given for two weeks, focusing on field-related cases and practical tasks instead of theories in a way that avoids overlapping with the contents of the previous training programs. Main contents include student guidance, classroom management skills, and developing the basic capacity for teacher. Training usually takes place in the metropolitan and provincial institutes of educational training.
- The post-employment field training lasts for six months. Led by the principal, vice principal, and advisor teachers, the training encompasses instructional guidance and evaluation, classroom supervision and life guidance, student's specialty and aptitude guidance, and supervision of clerical work, designed to enhance new teachers' adaptability to school setting. For the purpose of heightening efficiency of the training, government encourages schools to employ such means as rewarding excellent new teachers with overseas training and the advisor teachers with compensation in terms of personnel supervision.

- The harvest training consists of the process of summarizing and concluding the two weeks of training, such as presentation of case stories, small group discussion, and writing and presenting a report. It is designed to induce active participation of the trainees and information exchange between the trainees and trainers through an engaging education that relies on presentation and consulting.

127. As a part of the in-service training, the need for the learning opportunity to develop teacher professionalism is diagnosed by an individual teacher himself or herself as well as by the state, school, local office of education, and teacher organizations. Based on such diagnoses, the learning opportunity is given by school, local office of education, and metropolitan and provincial office of education. MOEHRD sometimes provides teachers with a learning opportunity when policy need for such arises. To organize and supervise the teacher education programs, opinions of the teachers and related personnel are collected and analyzed for the purpose of boosting professional development of teachers.

128. The in-service training for currently employed teachers designed for professional development can be divided to the qualifying training program for acquiring higher status or special certificate, and the performance development training programs designed to promote professionalism. When a teacher completes the qualifying training program, particularly the grade 1 teacher-qualifying program, promotion in the salary step is granted. However, whether or not a teacher completed the professional development program does not affect maintaining of teacher certificate. The teacher who wishes promotion in the teacher hierarchy must take the qualifying training program. The score and hours of the performance development program are used as the data for promotion.

129. There are 1,322 institutions in total for in-service training of the currently employed teachers, including central-level training institutes, training institutes affiliated to university and university of education, training institutes run by local governing bodies, and private training institutes designated by local governing bodies. The following Table 4.2 shows the number of these different types of institutes.

Table 4.2 Teacher in-service training institutions (2002)

Categories	No. of institutions	Institution's name
Central-level training institutes	3	Institute of General Training in Education at the Korea National University of Education Institute of General Training in Education at the Korea National Open University Training institute affiliated to Teachers College of the Seoul National University
Training institutes affiliated to universities	67	Training institute affiliated to the Gangweon Teachers College, etc.
Training institutes affiliated to universities of education	11	Training institute for elementary school education affiliated to the Gongju University of Education, etc.
Regional training institutes	16	Educational training institute of Seoul, etc.
Distance education training institute	38	Distance education training institute affiliated to the Jeonnam University, etc.
Training institute in specialized areas	1,187	Private training institutes designated by local governing bodies
Total	1,322	

Source: MOEHRD internal data

130. In-service training is criticized for being plagued by a lot of problems. For instance, there is no compatibility between the preliminary education and in-service education both in theory and practice. This is demonstrated by the fact that the grade 1 teacher qualifying training is in its content nearly a repetition of the preliminary education without any consideration of the uniqueness of in-service education.

131. In consideration of the rapid changes in not only the knowledge and technologies in various sectors of the society, but also the theory and skills related to instruction and learning, the preliminary education should focus on nurturing the ability to adapt oneself successfully to changes. The in-service education should focus on providing continuous and broad opportunities for continuing education throughout the lifespan. However, the qualifying training is criticized for being vexed by numerous problems, such as: training opportunity is given only once in one's lifespan; it is done in a formalistic way; there are overlapping with preliminary education; it utterly fails at complying with the demands of the actual educational scene.

Consequently, it hardly helps teachers to develop their capacities. Also, the training method is merely sitting at the lectures given by university professors six hours a day for several tens of days during the vacation period. Critics argue that its effectiveness remains highly questionable. Moreover, even those kinds of training are not related to certificate acquisition or promotion, while most teachers remain very passive toward and uninterested in them (Jong-hi No, 1998).

132. An opinion survey showed that secondary school teachers are dissatisfied with the content, evaluation method, and accessibility of the in-service training (Yong-ju Kim, 2000). This was confirmed by the fact that teachers in general confessed that the training scarcely helped to improve their capacities. Also, the teachers are not actively disposed to the training, simply considering it to be a device to help one's career promotion. All of these point to the following conclusions: first, the current teacher education is hardly relevant to its original goal of improving the quality of school education through improvement of teacher professionalism; second, the teacher education is urgently in need of an overall revamping in its management and evaluation methods.

133. New policy alternatives for improving teacher professionalism are as follows. First, the 'Long-Term Overseas Study Program for Teachers' provides the teachers selected from those who have a certain career experience with the opportunities to acquire academic degrees at overseas educational institutions for a period of approximately two years. The purpose is of giving teachers the chance to absorb the up-to-date educational theories and knowledge of the advanced countries. The program is managed in a way that requires teachers to experience diverse forms of school management and instructional activities under the categorized themes that fit each country or region. The government plans to expand the beneficiaries of the Program.

134. Second, the government is conceptualizing the policy for opening the Doctor of Education (Ed.D.) course, focusing on practical tasks in order to enhance professionalism of the teachers, education specialists, and public servants in educational administration. The only advanced degree program available to the teachers who acquired master's degree at graduate schools of education is doctoral courses offered in ordinary universities. This leaves the teachers' desire for higher degrees are unsatisfied. Particularly, educational administrators and inspectors are produced without a separate procedure of training, and only based upon the

qualifying training. It is difficult to expect professional capacity and authority from them. Hence, the Ed.D. course can be a channel for supplying able leaders to the educational area by placing the degree-holders in important posts as principal, school inspector, and officials of MOEHRD and regional offices of education. Majoring fields would encompass educational administration, school inspection, counseling, and curricular subjects. If the Ed.D. course effectively emphasizes practical knowledge and skills for work performance differently from other academic courses, it is likely to be an instrumental mechanism to raise professionalism of the teachers. Still, actual implementation of the Ed.D. course is expected to be preceded by a long process of review and planning.

Chapter 5: Recruiting, Selecting and Assigning Teachers

5.1 The Recruitment and Selection of Teachers

135. As mentioned before, employment of new teachers of national and public elementary and secondary schools is directed by the 16 metropolitan and provincial offices of education through a form of open competition. Although the employment examination is given separately to the candidates of elementary school and secondary school, the procedure of employing and assigning teachers is the same for both school levels. However, individual schools employ private school teachers through autonomously chosen methods such as open competition or interview.

136. Important changes in the method of employing elementary and secondary school teachers took place in 1990. Until then, those who graduated from formal teacher education institutions (university of education) and those who completed the course offered at temporary teacher education facilities were granted elementary school certificate without an examination and employed as new teachers. Also, the practice of employing the graduates of the university of education located in each region ahead of other candidates contributed to an effective supply of teachers to both urban and rural regions. The case was similar for the employment practice of secondary school teachers. Up to 1990, those who graduated from national colleges of education were given priority status in employment without having to take an examination. The remaining seats after that were filled in by the graduates of private colleges of education and those who completed teacher education courses in the comprehensive university; both had to take an examination to determine individual's ranking in the competition for employment. However, the Constitutional Court ruled in October 1990, that the priority employment of the graduates of national colleges of education and universities of education violated the Constitution that guarantees equality and the right to choose an occupation. Henceforth, all new teachers of elementary and secondary schools have been employed through the open, competition-based examination.

137. The procedure of open competition to select teachers for the national and public schools at elementary and secondary levels starts with the superintendent's decision in every

November of the expected quota for selected teachers for each curricular subject, which is made in considerations of the vacancies and the reserve personnel for future increase. Next, those who desire to be employed as teachers take the employment examination, which is divided into a first written test, administered in December every year and a second test conducted at the beginning of the next year. The first, a written test consists of study of education (30 points) and major subject (70 points), selects 120% of the expected size of employment. The second test, essay writing and interview, is given to those who passed the first one, in early February, and selects the final successful candidates. The subjects and assigned points of the employment examination for elementary and secondary school teachers are shown in the Table 5.1 below.

138. To supervise the employment examination, each metropolitan or provincial office of education forms a supervisory committee, while test construction and scoring are commissioned to the Korea Institute of Curriculum and Evaluation(KICE). But the commissioning is done on a yearly basis, therefore, consistent preparation is difficult. The interval between the announcement of commissioning and completion of test material is short when the commissioned party is required to finish all the procedures of selecting test constructors, test construction, printing and distributing the test within that period. Such a short preparation period was a cause behind public distrust toward the examination.

Table 5.1 Teacher employment examination: subjects and the points assigned to each subject

	Elementary school	Secondary school
1st Test (written test)	Study of education (30 points; multiple-choice items) Elementary school curriculum (70 points; writing short answers)	Study of education (30 points; multiple-choice items) Major subjects (70 points; writing short answers)
2nd Test	Essay writing (20-25 points) Interview (10-25 points) Performance (10-70 points)	Essay writing (25-35 points) Interview (10-25 points) Class teaching (10-20 points) Computer proficiency (5-10 points)

Note 1. Reflecting university GPA: university GPA is divided into 10 levels and reflected in the first test (10-25 points).

2. Giving bonus points: bonus points are given within 15% of the perfect score of the first test by individual metropolitan or provincial regions.

Source: MOEHRD internal data

139. To be eligible for applying to the employment examination, the applicant has to possess the teacher certificate (equivalent to or higher than associate teacher), or the second-major teacher certificate, and must be under age 41 at the time of announcing the examination date. The age restriction can be lifted in case urgent need arises to fill the vacancies or to employ experienced professionals. Due to a shortage of elementary school teachers, some metropolitan and provincial regions extended the age restriction up to 51.

140. When teacher vacancies occur due to teachers' temporary leave for child birth or rest, contract teachers are employed on a temporary basis. School principals employ these contract teachers without the examination procedure. Contract teachers cannot become regular teachers unless they pass the employment examination. Those teachers who choose to retire for various reasons, they can return to schools only as contract teachers unless they take the employment exam again. The number of contract teachers are growing at present because the new Curriculum tries to give students more choice of subjects, which requires more diverse teaching workforce. However, since the contract teachers could be a factor for lowering educational standard due to their weak sense of mission and unstable status, teacher unions keep demanding that the contract teachers be replaced by regular teachers.

141. One of the most serious problems in teacher employment is the gap between training and employment. The serious shortage of elementary school teachers occurs because the teacher supply fails to meet various situational variables. This includes the rapid increase in the number of teachers who chose 'honorary retirement,' general avoidance of teaching position in rural regions, and sudden population increase in newly urbanized regions like Gyeonggi Province. As shown in the Table 5.2, the number of teachers needed is much more than the number of teachers actually selected. It means that nearly 100% of those who completed elementary teacher education courses are employed as elementary school teachers, which is not in effect conducive to engendering competition among teacher candidates and selecting excellent teachers. To improve the weak screening function of the elementary school employment system and simultaneously secure a stable base for teacher supply, the government is currently working on the 'Mid- and Long-Term Plan for Supplying Elementary School Teachers.'

Table 5.2 Demand and supply of elementary school teachers

(unit: persons)

Year	No. of teachers needed	No. of teachers selected	Supply rate (%)
1999	10,026	7,825	78
2000	8,133	5,729	70.4
2001	9,575	5,599	58.5
2002	6,925	6,187	89.3

Source: Internal data, Teacher Education and Development Division, MOEHRD

142. In contrast to the elementary school teachers, the supply of secondary school teachers has faced a serious oversupply of teacher candidates, with the employment rate of mere 20% for the last four years. As shown in the Table 5.3 below, a total of 101,133 candidates had been trained from 1998 until 2001, but only 20,654 of them were employed. The employment rate was 20.4% on the average. To raise the employment rate of secondary school teachers, the government considers the following measures: diminishing student quota of teacher education institutions; role redistribution between the departments of colleges of education and teacher education courses in universities; changing the departments of colleges of education to ordinary academic departments; and integrating all departments of colleges of education. Particularly regarding the role redistribution between colleges of education and universities with teacher education courses, the government is inclined toward overall reduction of the teacher education courses by placing colleges of education in charge of the national common basic subjects. While ordinary universities provide teacher candidates with the training in major subjects.

Table 5.3 Supply and employment of secondary school teachers (1998-2001)

Year	Supply (A)				Employment (B)			Employment rate (B/A)
	Teachers college	Ordinary university	Grad. School of education	Total	Nat'l. & public schools	Private schools	Total	
1998	11,567	11,888	1,875	25,330	1,975	1,307	3,282	12.9%
1999	11,297	11,731	1,731	24,765	4,277	1,268	5,545	22.3%
2000	10,745	12,527	2,264	25,585	5,457	2,298	7,755	30.3%
2001	10,762	11,428	3,263	25,453	2,500	1,572	4,072	16.0%
Total	44,371 (44%)	47,623 (47%)	9,139 (9%)	101,133 (100%)	3,596 (69%)	1,611 (31%)	5,207	20.4%

*Note: The numbers for national and public schools indicate those who passed the employment examination and the numbers for private schools indicate those who are newly employed.

Source: MOEHRD internal data

143. There are many criticisms as to the question items and supervision of the teacher employment examination. First of all, critics point out that the paper and pencil test of the employment examination is irrelevant to evaluating candidate's ability and aptitude for teaching. There are complaints among the teacher candidates about the short interval between the announcement of the examination date and the actual date of the examination. Due to the absence of a standardized domain of the test questions and curricular differences among teacher education institutions, examinees have difficulty in systematically preparing for the examination. Therefore, questions often arise concerning fairness of the scope, contents, and item constructors of the examination. The interview is also criticized for its formalistic nature in selecting many in a very short time. Critics argue that such interviews cannot evaluate the capacity and character required for teaching. Evaluation of the instructional ability is also conducted in a formalistic manner by requiring examinees to submit a sheet of written instructional plan, inviting criticism that it is not really related to teacher's ability to handle educational situations. Furthermore, most students attending secondary teacher education institutions concentrate on studying to the employment examination. This is at the expense of sacrificing 'normal' learning through university courses, which were originally devised to nurture the capacity for the teaching profession.

144. To improve the teacher employment procedure, the government liberalized the age requirement of the candidates from its former restriction (40~45), and allowed metropolitan and provincial offices of education to determine the age requirement autonomously to cope with imminent issues such as filling vacancies or hiring experienced professionals as of November, 2000. At the same time, to solve many problems inherent in the employment examination, the government has reduced the weight of paper and pencil test in the whole examination and strengthened the evaluation of instructional ability and the interview. Also, the government encourages participation of various outside parties in the evaluation process, such as currently employed teachers or parents. To insure effectiveness of such participation, MOEHRD included the item 'degree of outside parties' participation' when evaluating metropolitan and provincial offices of education. Finally, government attempts to lower the weight of the bonus scores from the present 15% of the first test down to 10% by legal amendment, since the current 15% is high enough to determine either pass or fail on the employment examination has given rise to complaints of many candidates without the bonus points. In preparing the test items, the government is to lengthen the test construction period up to two or three years, and is considering adopting the question item bank system for the purposes of adjusting difficulty level of multiple-choice tests and securing fairness of the examination.

5.2 Teacher Assignment

145. Assignment of teachers in schools starts from confirming the teacher quota in need, which is undertaken by the MOEHRD through consulting with other ministries such as the Ministry of Government Administration and Home Affairs. Teacher quota is regulated by law. Assignment of teacher quota is processed through the hierarchy of MOEHRD, metropolitan and provincial offices of education, local offices of education, and schools.

146. The teacher assignment standard is defined by the Article No. 32 and No. 40 of the Enforcement Act of the Elementary and Secondary School Education Law. There are systemic requirements to assign teachers equitably by determining the quota for schools, classes, and different class sizes. In determining the teacher quota for schools, maintaining a balance is sought by considering such factors as teachers' instructional hours, number of teachers per class, and the percentage of securing the needed teacher quota. The government is currently

considering the following measures: flexible management of the teaching workforce to resolve the problem of individual difference in instructional hours; increasing teacher assignment in specialized fields; and constructing a new teacher assignment method suitable for the new Seventh Curriculum.

147. The most urgent matter related to teacher selection and assignment that should be considered in developing future policies is to prepare the means to select and assign excellent teachers equipped with the professional capacities suitable for teaching. To actualize the goal, the government is reviewing adoption of the ‘Accreditation and Evaluation of Instructional Skill. This entails designating excellent schools for instructional skill development as the accredited institution for instructional skill development, authorizing them to evaluate teacher candidates’ instructional ability on a random basis, and utilizing the evaluation results for teacher employment. Adoption of such a method is expected to provide a momentum for resolving the current time-bound limitation in evaluating instructional skill as well as emphasizing the importance of instructional skill in teacher education courses.

Chapter 6: Retaining Effective Teachers

6.1 Leaving the Profession and Teacher Absenteeism

148. Teachers are known to leave the profession due to the reasons of retirement age, disease, death, marriage, disciplinary punishment, and others. Yet retirement at the maximum age, 62, is the predominant reason for leaving the profession. As retirement is mandatory for those who reach 62 years of age, they cannot stay in schools. Since tenure and status are guaranteed and there is no process of contract renewal, reasons behind teachers' leaving are mostly that of personal nature, rather than the will of the educational authority.

149. The recent large-scale exiting of the teachers was related to the lowering of teacher retirement age from 65 to 62, enforced by the revised Education Public Servant Law, January, 29, 1999. The number of teachers who left the profession was over 40,000 in 1999 and 2000, including the number of the retirees reaching mandatory retirement age and those who chose honorary retirement option. Honorary retirement is a kind of voluntary retirement based on a teacher's choice before reaching the mandatory retirement age. As an incentive, honorary retirement allowance is paid in addition to retirement grant to those who meet the qualification of honorary retirement and choose to do so. The government extended the age scope of the honorary retirees to compensate the lowered retirement age. There was also an expected revision of the teacher pension law at that time. Many teachers in their late fifties chose the honorary retirement option not to face disadvantage in their retirement grants. Therefore, there was a sudden increase in the number of honorary retirement, 29,000 in that two-year span.

150. The cutback on the teacher retirement age in 1999 was a policy decision in an era of serious restructuring in virtually every sector of the Korean society, chosen under a circumstance in which there existed no legal means to oust inappropriate, or incapable teachers from schools. Such an abrupt exiting of large number of teachers is an exceptional phenomenon. The following Table 6.1 shows the number of the retired elementary and secondary school teachers.

**Table 6.1 Number of retired teachers and the honorary retirees
after the reduction of teacher retirement age**

(unit: persons)

	Year	Regular retirement			Honorary retirement			Total		
		Elem.	Sec.	Total	Elem.	Sec.	Total	Elem.	Sec.	Total
Before lowering retirement age	1998	1,545	1,3341	2,886	3,326	1,795	5,121	4,871	3,136	8,007
After lowering retirement age	1999	4,828	5,248	10,076	11,302	7,526	18,828	16,130	12,774	28,904
	2000	910	1,396	2,306	4,906	5,223	10,129	5,816	6,619	12,435
	(sub-total)	5,738	6,644	12,382	16,208	12,749	28,957	21,946	19,393	41,339
	2001	319	560	879	464	591	1,055	783	1,151	1,934
	February, 2002	367	615	982	135	240	375	502	855	1,837

Abbreviation: Elem. = elementary school; Sec. = secondary school

Source: Internal data, Teacher Education and Development Division, MOEHRD

151. According to a recent survey, the average absent days of elementary and secondary teachers was 2.1, including paid vacation and unpaid absence. The survey was administered to a total of 6,877 teachers from 144 elementary and secondary schools across the nation between 2001 and 2002. Reasons for these absences were family matter, personal matter, course taking in graduate school, hospital visit, and overseas training. Most absences occurred within the limit of the yearly paid vacation. It is safe to conclude that teacher absenteeism has never emerged as a serious issue in any particular type of schools. Unreported absence is subject to disciplinary actions such as salary cutback, depending on its reason. The result of the survey is summarized in the following Table 6.2.

Table 6.2 Absenteeism of elementary and secondary school teachers (2001-2002)

	Types of absence			Total	No. of teachers surveyed
	Yearly holidays	Absence	Special holidays		
No. of absent days	10,917	50	3,607	14,584	6,877
Reasons for absence	Family matter, personal matter, attending graduate school, hospital visit, overseas training, attending wedding or funeral, etc.				

note: 1. The paid vacation is included in the calculation of absence.

2. Female teachers' childbirth vacation has been excluded.

Source: Internal data, Teacher Education and Development Division, MOEHRD

6.2 Teacher Promotion

152. The positions of teachers are classified as teacher, vice-principal, and principal. Teachers are directly involved in educational activities, while vice-principals do not teach except in special cases. Vice-principals are involved in school administration, supports teachers' work, and supervise the school. The principal is responsible for school management as the top manager, who establishes the educational plan, maintain school facilities and supervises teachers. Many teachers seek promotion to become school administrators. The competition for promotion is severe, partly fueled by the traditional value emphasizing social status.

153. Teacher promotions are decided based on various sources of evaluation, including length of service, performance score, research achievement, and the bonus points for various educational activities. As described in the following Table 6.3, the total evaluation score for the vice-principal and principal candidate is 212, which includes 90 points for length of service, 80 points for performance, 30 points for in-service training and research experience, and 12 bonus points. The bonus points are given for those who served in special schools, research schools, or schools in the remote areas and etc. Among those teacher candidates who meet the qualification criteria for vice-principals, the vice-principal certificate is awarded. Principal certificate is award to those vice-principals, whose term of service exceed three years and meet the qualification criteria for principals.

154. The total career length valid for promotion is 25 years. This is divided into 20 years of basic career and 5 years of excess career. When there is a temporary leave from work, that absent period is excluded from calculating the total length of career service. The eligible career service needed for promotion includes educational career, educational administrative career, and educational research career. Less than one year period of military service or maternity leave is included in the calculation of the career service needed for promotion. Also, teaching in remote areas gives bonus points to teachers. Therefore, those who wish promotion work in remote areas, rural schools, and special education schools for a set period of time to get necessary promotion points. In some provinces, the period in which a teacher worked as a home room teacher gives him or her bonus points. Therefore, those who wish promotion should secure bonus career

points through various activities such as participation in educational research conference and taking graduate school courses and in-service training courses.

Table 6.3 Promotion criteria for elementary and secondary school principal and vice principal

Classification	Promotion criteria(points)	Points
Length of service	20 years(84) + 5 years(6)	90
Performance evaluation	Excellent(72 and over), Good(64~72), Average(56~64), Unsatisfactory(less than 56)	80
In-service training & Research experience	In-service training: Performance development training(18) + Qualifying training (9) Research performance: research award(1) + degree(2)	30
Bonus points	Experience in special school, research school, school in remote areas, education-related professional experience, qualification in the technology field, and etc.	12
Total		212

Source: The promotion provisions for education public servants (revised in January 29, 2001).

155. The teacher promotion system has caused overheated competition. So much that some call for improving the system to reward the teachers who are faithful to their duty of teaching by giving favorable considerations to them in promotion. As the exactly same promotion system is in operation across the country, some people point out that this uniform promotion system makes the problems worse. Sharing such criticism, the government attempts to improve the promotion system by giving autonomy to the superintendents in metropolitan cities or provinces to manage the system tailored to the local needs.

156. The proportion of the teachers who get promoted to vice-principal is usually less than 1% of the entire teacher population, except in 1999, as appeared in the Table 6.4. The age of those who get promoted is mostly over 50, although there is no statistical data on distribution of the promoted teachers for different age groups. Under the current system, most teachers who are promoted to vice-principal and principal have teaching experiences of 25 to 30 years. Hence, considering that the mean age of teachers who enter teaching profession is 25, most of the teachers reach the ages 50 to 55 when they become vice principals.

Table 6.4 Number of teachers in national and public schools promoted to vice-principals

School level	Categories	1997	1998	1999	2000	2001
Primary	No. of the promoted	944	1,293	2,497	980	544
	Total No. of teachers	136,928	138,397	135,888	138,309	141,019
	Promotion %	0.69	0.93	1.84	0.71	0.39
Secondary	No. of the promoted	610	685	2,013	487	550
	Total No. of teachers	127,728	127,769	125,966	126,157	125,840
	Promotion %	0.48	0.54	1.60	0.39	0.44

Note: Due to the adjustment of the teacher retirement age from 65 to 62 in 1999, a dramatic increase has occurred in the number of promoted teachers in that year.

Source: Internal data, Teacher Education and Development Division, MOEHRD

157. One of the problematic aspects of teachers' promotion system is that seniority, rather than ability, is the key criterion for promotion because the point for the length of service is 90, which takes more than 45% of the total points needed for promotion. Other problems include: the proportion of principal and vice-principal is very low among the total teacher population; promotion opportunity is very limited; a uniform promotion regulation is applied to all over the country, so that the current promotion system fails to take into account regional variations.

158. To solve these problems, the government plans to improve the promotion system in a way that the teachers who are able and accomplished as well as faithful to teaching duty are rewarded in promotion, without totally revamping the current system. The following efforts have been made to improve the current system: 1) in order to come up with a meritocratic promotion system, the previous career requirement of 30 years was reduced to 25 years by amending the regulation on promotion; 2) in order to increase autonomy of the employing authority and reflect local uniqueness in the promotion system, the bonus point conferment was bifurcated in July, 2001, into the common bonus point for in-service training and the elective bonus point that reflects local characteristics; 3) in order to reward the teachers faithful to

teaching and strengthen objectivity of performance evaluation, the formerly abstract descriptions in the performance evaluation items were specified and clarified in a more objective way in June, 2002; and 4) to cool down the excessive focusing upon in-service training, the evaluation method for in-service training has been revised, and the introduction of peer evaluation and multi-dimensional evaluation methods are being considered to fortify the performance evaluation.

159. Also, to lessen the competition to attain the administrative position and reward the teachers faithful to teaching, the government is examining bifurcating the personnel structure into the administrative track and teaching track and adopting the head teacher system. The head teacher is distinguished from vice-principal or principal in that he or she teaches in the classroom instead of taking care of school management. There are several ideas under review for implementing the head teacher system. First, bifurcating the personnel structure by completely separating the administrative track from teaching track. Second, separating the two tracks, yet permitting head teacher's appointment as principal and vice-principal. Third, creating multiple steps in the promotion hierarchy of the personnel structure, that is, the grade 2 teachers, grade 1 teacher, head teacher, vice principal, and principal. Detailed contents of the head teacher system thus far suggested are: head teachers should take up about 10% of the total teaching workforce; head teachers should be in charge of classroom instruction, clinical supervision, field research, and leading the on-site training; those who have taught for a duration equal or longer than 15 years after acquisition of the grade 1 teacher certificate and completed required training procedure should be eligible for the head teacher position. However, due to conflicting opinions among teacher unions and organization, the head teacher agenda is still pending, and it is likely to take quite a while until it is actually implemented in school settings.

6.3 Teacher Salary

160. Teacher salary consists of the basic salary determined by seniority and assorted allowances. The salary scale for the teachers, vice-principals, and principals of elementary and secondary school is based on a unitary salary step. Hence, irrespective of the level of school, teachers with the same academic credential and seniority belong to the same salary step. So there is no difference in their basic salary. In addition to the basic salary, there are various types

of allowances whose characteristics are very similar to the basic salary. In addition, benefits to help teachers enjoy financial stability are provided such as support for the tuition of their children in secondary schools, non-interest loan for the tuition of their children in university, and loan for living expense. Also, vice-principals and principals are paid additional allowance for their post. Teachers are paid additional allowance when they are appointed to posts requiring additional responsibilities such as the department head or given charge of a class. Since 2001, teachers of excellent educational activities have been paid merit bonus. At the beginning, the whole amount of merit pay was supposed to be given differentially based on teachers' work performance. However, due to many reasons including the difficulty involved in evaluating teacher performance in educational activities, in 2001, 90% of the merit bonus was given to all teachers without difference and the remaining 10% was given on the differential basis.

161. Because the teacher salary remains relatively low compared to the salaries in private sector corporations, given the same extent of educational backgrounds, the government plans to upgrade the teacher salary to the level of the established private firms by 2004, by linking the plan to the 'Five Year Plan to Upgrade the Salary of Public Servants.' In addition, the government attempts to raise the allowance paid especially to the teachers with heavy workload and responsibilities in order to heighten teacher morale and improve the treatment of teachers. In other words, increased amount of allowances are paid to home room teachers, who are given charge of classes and teachers appointed to posts requiring additional responsibilities such as department heads.

162. At present, the most controversial issue related to teacher salary is the merit-based bonus for teachers. On February 12th, 2001, MOEHRD announced its plan to implement the merit-based bonus system by evaluating the work performances of the principals, vice-principals, teachers, and other staffs employed in all elementary and secondary schools, with an intent to start such payment at the end of February. According to the new policy, 70% of the currently employed teaching workforce in each educational institution would be the recipients of the merit-based bonus, which was to be paid once a year at the amount of 50 to 150% of the monthly salary, based on the evaluation of the preceding year's performance of the teachers. However, teacher unions and organization opposed the policy on grounds that schools would most probably abandon the strict procedure of evaluating teacher performance and choose easier

ways such as paying on the basis of seniority. Therefore, the original intention of the policy to strengthen teachers' competitiveness through merit-based bonus would not be realized. The critics continued that the merit-based bonus would strengthen the administrative control over teachers, decrease the school-level autonomy, which was supposed to be encouraged for the goal of actualizing school-based management, and reinforce the central control over the education system. They argued that this would be merely a hierarchical structure supervised by a top-down monitoring mechanism based upon the extrinsic, monetary reward. According to a survey of 5,286 teachers conducted by KFTA in January 2001, reported that 86% of the teachers were against the merit-based bonus system.

163. Facing the teachers' opposition, MOEHRD had to change its policy. The bonus payment proposal included the idea of differentiating teachers' performance into three groups ranging from A to C and differentiated payments were provided depending upon the group he or she belongs to. This proposal triggered the nation-wide teachers' movement to return the money to the government. Further, a teacher who belonged to lowest performance group, which is group C, filed a lawsuit demanding repeal of the bonus policy and solatium, claiming that his honor had been damaged. Hence, the issue of merit-based payment was brought to the court.

164. When MOEHRD attempted to propel the policy of 'differentiated payment' once again in May, 2002, teachers' organization and unions including KFTA and KTWU reacted with an immediate protest. They protested on grounds that differentiated payment of a portion of the bonus budget would regenerate the controversy over the criteria for evaluating teachers' performance, which would create a hostile atmosphere among teachers and strengthen bureaucratic management of schools. However, MOEHRD maintained that most of the budget would be distributed evenly to all teachers, while only a small portion would be paid to some teachers on the differentiated basis for the purpose of reviving the original purpose of the merit-based payment. Still, no visible compromise between the two parties has been produced. Also, some argue that a less apparent motive behind the teachers' fierce opposition to the merit payment is the apprehension that such a practice is likely to open the door to let in a teacher evaluation system to schools, without the due process of developing the rational evaluation standard (J. Go, *op. cit.*).

6.4 Welfare System

165. The Welfare System is designed to promote teachers' welfare and provide incentives for excellent teachers to stay in the teaching profession. It includes vacation, pension, and leave of absence.

166. The kind of vacation national and public school teachers can use includes yearly vacation, sick leave, and special vacation, according to the Regulation for National Public Servant's Service and the Ordinance for Handling Teachers' Vacation. In principle, private school teachers' vacation follows the service regulation of the national and public school teachers according to the Article No. 55 of the Private School Law. Teachers who have been employed for a period of three to six months are entitled to four-day yearly vacation. The longer a teacher's length of service gets, the longer his or her yearly vacation becomes. Thus, those who have been employed over five years are entitled to 23-day yearly vacation. The Table 6.5 shows the length of yearly vacation for national and public school teachers by the length of service.

Table 6.5 Yearly vacation of national and public school teachers by length of service

Length of service	Yearly vacation (days)	Length of service	Yearly vacation (days)
3 ~ 5 months	4	3 years ~ less than 4 years	16
6 months ~ less than 1 year	7	4 years ~ less than 5 years	19
1 year ~ less than 2 years	10	5 years ~ less than 6 years	22
2 years ~ less than 3 years	13	6 years and up	23

Source: MOEHRD Internal data

167. Sick leave includes general sick leave and official sick leave; the former is granted for as long as 60 days and the latter, as long as 180 days per year. Special vacation includes vacation for wedding or funeral, maternity leave, women's health vacation, award vacation, and long service vacation.

- The vacation for wedding, funeral, etc. is granted when a teacher himself or herself, or a close person faces such occasions as wedding ceremony, 60th and 70th birthday ceremony, child birth, or death. The Table 6.6 indicates the permissible cases in detail.
- Maternity leave: 90 days are granted including both the pre- and post-leave, of which the latter should be longer than 44 days.
- Women's health vacation: 1 day per month is granted to women for reasons of menstruation and regular medical examination during pregnancy.
- Award vacation: vacation of less than 7 days are granted by principal when a teacher has received awards designated in the law for award and feat, when a teacher has been selected as a model public servant according to the regulation for model public servants, and when a teacher has accomplished an important task successfully.
- Long service vacation: teachers whose service period have reached 20 years should be granted 10 day vacation by principal, starting from the first day of the 20th year.

Table 6.6 Conditions of granting vacation to the national and public school teachers

Occasion	Eligibility	Days	Occasion	Eligibility	Days
Wedding ceremony	Self	7	Death	Siblings of self and spouse; spouses of the siblings	3
	Children	1			
	Siblings of self and spouse	1			
60 th & 70 th birthday ceremony	Self and spouse	5		Siblings of the parents of self and spouse; spouses of the siblings	3
	Parents of self and spouse	1			
Child birth	Spouse	1			
Death	Spouse; parents of self and spouse	7	Finishing mourning	Spouse; parents of self and spouse	2
	Great grand parents (mother's side included) and grand parents (mother's side included) of self and spouse	5		Great grand parents (mother's side included) and grand parents (mother's side included) of self and spouse	1
	Children and spouses of children	3		Siblings of self and spouse; spouses of the siblings	1

Source: MOEHRD Internal data

168. A pension system is supervised for the purpose of insuring financial stability and improving welfare of the teachers in public and private schools alike, after their retirement from the profession. Thanks to the pension, the post-retirement lives of the teachers who had worked for 20 years and longer tend to be financially stable. Also, the teachers' mutual fund system also contributes greatly to improving teacher welfare.

169. As the proportion of female teachers increases, new provisions have been made including the child-rearing vacation devised to protect maternity. When a female teacher files for the child-rearing vacation, she must be granted the vacation and the one-year vacation is recognized as a part of the professional career without any disadvantages in calculation of the salary or promotion point. There are other miscellaneous rests: nursing rest when a family member gets ill; couple accompaniment rest when one of the married couple is stationed overseas; and training rest for enrolling in graduate school or a training course. Thus, teachers receive diverse institutional aid designed to allow them to maintain stable teaching career with a secure status.

6.5 Teacher Evaluation

170. At present, evaluation of the teachers' performance is conducted according to the 'Regulation for the Promotion of Education Public Servant.' The evaluation of the work performance covers work record, work performing ability, and work performing attitude. At present, the principal and vice-principal have the authority to evaluate teachers with the ratio of 50:50. The vice-principal is evaluated by the principal. Subjects of the evaluation prepare and submit the 'Self-evaluation report' on December 31 every year. The evaluators take the self-evaluation report as a part of the data for calculating the performance score of the subjects, using the 'Performance record evaluation table.'

171. Ineffective teachers can face disadvantages at the time of performance evaluation, which can exert negative influence upon their promotion. Also, teachers can be subjects of disciplinary punishment according to the Ordinance for the Disciplinary Punishment of Education Public Servant in the following cases: when a teacher behaved in a way that can be an object of disciplinary punishment specified in the Item No. 1, Article No. 78 of the National

Public Servant Law, or the Item No. 1, Article No. 69 of the Provincial Public Servant Law; that is, when a teacher violated regulations or neglected professional duties; and when a teacher behaved in a way that seriously injures teacher's dignity and decency. Disciplinary punishment of private school teachers follows the Private School Law. However, both the teacher evaluation and the institutional mechanism for ousting the ineffective teachers remain very weak. The strong status protection of the teaching profession prevents such disciplinary mechanism from being truly operational.

172. Current teacher evaluation system has been criticized by teachers in terms of fairness of the evaluator, objectivity of the evaluation standards, clearness of evaluation items. New moves to introduce changes in teacher evaluation are as follows: adopting the 'In-service training point accumulation' system by reinforcing the performance evaluation items to be more objective and specific, June 25, 2002; recognizing the period of maternity leave and the pre-employment military service as parts of valid educational career; bifurcating the bonus points into the common bonus points and elective bonus points, so that the superintendent can supervise the elective points in consideration of local characteristics; examining the measure of transforming teachers' in-service training and research achievement into credit hours; constructing the standard for teachers' task performance; and reorganizing the salary system.

- Transforming teachers' in-service training and research achievement into credit hours: outcomes of training and research activities are to be incorporated to promotion of basic salary, once the accumulated points in those activities have reached a certain level.
- Constructing the standard for teachers' task performance: effective performance can be promoted by constructing the systematic standard for teachers' task performance.
- Reorganizing the salary system: in order to help teachers to receive more amount of salary in times of active educational activities and rising living expense, reorganizing the salary system is being considered.

6.6 Work Environment

173. Despite the effort made thus far to reduce the number of pupils per class, basic educational conditions in Korea have not yet reached a satisfactory state. Compared to the OECD member countries, the number of pupils per class is still high in Korea, as shown in

Table 6.7 below. To normalize education and continue the reform drive, it is highly important to make efforts for reducing the number of pupils per class, which is the basic infrastructure for education. The ‘July 20 Plan to Improve the Educational Condition’ was aimed at reducing the number as low as 35. It is necessary to make continued investment in the project to reduce the number of pupils per class.

Table 6.7 Number of pupils per class in national and public schools

Year	Elementary school	Middle school	General high school	Vocational high school
1965	65.4	60.7	59.8	53.5
1970	62.1	62.1	60.1	56.1
1975	56.7	64.5	59.8	57.0
1980	51.5	62.1	59.9	59.6
1985	44.7	61.7	58.0	55.5
1990	41.4	50.2	53.6	51.5
1995	36.4	48.2	48.0	47.9
2000	35.8	38.0	44.1	40.3
2001	35.6	37.3	41.6	36.4
2002	34.9	36.7	34.7	32.2

Source: MOEHRD & KEDI (2002), *Statistical Yearbook of Education*

174. MOEHRD announced the plan to improve the educational condition on July 20th, 2001. Its main contents were the following six areas: improving instructional and learning methods, reducing the number of pupils per class, increasing the teacher quota in elementary and secondary schools, increasing the facilities needed for the Seventh Curriculum, increasing the number of professors in the national universities, and protecting and nurturing basic academic learning. The plan was produced based on the understanding that the current size of pupils per class impeded effective implementation of the Seventh Curriculum, which was the core of education reform.

175. Of the above plans, the essence of the plan to increase the teacher quota in elementary and secondary schools entailed that first, new classes and schools would be established to reduce the number of pupils per class. Second, a total of 23,600 new teachers would be supplied to schools in 2002 and 2003 to meet the requirement of the Seventh Curriculum.

176. It has been conceptualized that the teacher's work mostly includes: 1) class preparation and teaching, extra-curricular teaching during after hours, and advising special activities; 2) student life guidance through interviews with parents and offering counseling to students; 3) managing classes and a grade level. Then, the daily chores of the teachers can be defined as the tasks that hinder educational activities. These include advising special activities, life guidance, and participation in the management of a class, grade level, and school.

177. Teachers in general view that the amount of their chores is excessive and that proliferating use of the e-mail has given rise to the rapid increase in the number of official documents handed down to schools, so as to stand in the way of teachers' performing of their original tasks. The following Table 6.8 shows circulation of official documents based on a survey of a total of 535 schools. The monthly average number of the official documents forwarded is 65. Hence the quantity of official documents handled daily is about 2.3 at present.

Table 6.8 Distribution of the official documents at all school levels (2001)

School levels	Documents received (mean figure)	Documents forwarded (mean figure)	Average monthly figure of forwarded documents per school	Average daily figure of forwarded documents per school
Elementary school (205)	2,564	724	58	2.0
Middle school (169)	2,707	673	58	2.0
General high school (91)	3,212	772	64	2.1
Vocational high school (70)	3,562	1,299	80	2.8
Mean total (535)	3,011	867	65	2.3

Source: MOEHRD internal data

178. The yearly quantity of the official documents processed by teachers is not in practice so great as to cause teachers' grievance. However, they express that they have a very difficult time handling those documents. There appear to be several reasons for this. First, teachers tend to consider all the tasks besides class instruction as chores. Second, processing of the official documents is over-concentrated in the hands of some teachers vis-à-vis others. Therefore, the former consider their workload excessive. Third, many teachers lack the necessary skill to

handle administrative chores efficiently. This is especially true in small-sized schools with a small number of classes. The shortage of administrative workforce contributes to enlarging the individual administrative workload. To lessen the teacher complaint about the administrative workload, the government is readjusting the distribution of administrative workload between the teachers and the school administrator's office. However, it is likely that the administrative personnel whose workload would increase will oppose such change.

179. Chores are the main culprit that interferes with teachers' professional activities. Hence the government has proposed measures to reduce them several times, but the persistent bureaucratic practice relying on documentary chores was by no means reduced, even showing some increase recently. At this point, it is necessary to tackle the issue of teacher chores with a strong will to eradicate them, which corresponds to the changed work habit of the age of information technology. Since the chores have negative influence upon the teachers' pride in their professionalism, resolving the issue is likely to contribute greatly to recovering the lost pride of the teachers.

180. To assist teachers in handling the chores, administrative assistants and computer assistants are being assigned in each school. One administrative assistant will be assigned in every elementary and secondary school by 2005. Their number was 1,757 in 2001 and has grown to 3,723 in the next year. Also a total of 3,820 computer assistants have been assigned in 2001 and 2002. But a lot more of them are needed to assign one assistant in each school.

181. To create the work environment conducive to teachers' full concentration in educational activities as well as to prevent various bureaucratic chores from hindering teachers' educational activities, the government is developing the a comprehensive measure to reduce teachers' workload. The following shows the main contents of the measure.

- Greatly increasing the teacher quota to reduce the instructional load (11,000 teachers supplied in 2002)
- Placing administrative assistants and computer assistants in all schools
- Giving priority to the placement of assistant personnel in small-sized schools, which suffer the shortage of administrative workforce
- Suppressing unnecessary official documents and reducing the size of their circulation

- Simplifying official events and suppressing teacher mobilization for events
- Integrating and simplifying all kinds of redundant, dispersed files
- Avoiding the request for similar and repetitive types of data to schools in cases of collecting statistical and evaluation data
- Rationalizing school's administrative chores
- Constructing the 'Nation-Wide Information System of Educational Administration' (completed in October, 2002)
- Rationally redistributing the administrative chores among teachers
- Attempting the downward dispersion of administrative decision-making authority

6.7 Professional Mobility

182. One of the opportunities for teachers to experience a different work environment is dispatching to administrative organizations. According to the Item No. 3, Article No. 7 of the Ordinance for the Employment of Education Public Servant, teachers can be dispatched to administrative institutions when such dispatching is deemed necessary either to assist implementation of the national projects for education, research, and academic promotion, or to assist administrative organizations in sudden need of external help for their administrative tasks.

183. Rest from work for the purpose of working in other places is granted only when a teacher is temporarily hired by international organizations, foreign institutions, or educational institutions for overseas Korean residents, according to the Item No. 1-6, Article No. 44 of the Education Public Servant Law. There is no other form of rest permitted, including the rest for employment in other domestic institutions.

184. It is difficult to verify clearly that the dispatching and rest from work contribute to enhancing teacher professionalism and retaining excellent teachers. However, dispatching to the research and administrative institutions related to educational activities appears to be a good opportunity to broaden teachers' experiences in educational activities. Also the temporary employment in the international organizations and the educational institutions for overseas Korean residents seems to heighten teacher professionalism by exposing them to unique and diverse experiences. Although the dispatching and rest of the teachers are systemically insured,

in practice, such opportunities are not given to teachers frequently due to the problem of preserving the needed teaching workforce in schools.

6.8 Retirement Age

185. Retirement age of the elementary and secondary school teachers is 62 and that of the university professor is 65. In 1998, with the inauguration of a new political regime, there occurred a general cutback on the retirement age of all public servants as a part of the attempt to making a small and efficient government through a pan-governmental restructuring. Retirement age of the general public servants of grade 5 and higher was lowered from 61 to 60. That of the public servants of grade 6 and below was lowered from 58 to 57. That of the elementary and secondary school teachers was lowered from 65 to 62.

186. One of the main rationales behind lowering teachers' retirement age was to activate the teaching profession for the new and high-quality education to cope with the knowledge-information society of the twenty-first century. Related to the rationale, there existed public opinions that appeared to buttress the governmental action. Many people viewed that the teachers could not be an exception from the overall societal change called restructuring particularly in consideration of the problematic teachers who were involved in such scandalous acts as bribery, high-paying tutoring, and corporal punishment of students. Also, the fact that only teachers were granted the exceptionally high retirement age of 65 while the general figure in nearly all other occupations was 60 seemed to be another factor that preserved immobility of the teaching profession.

187. The background factors for executing the policy of lowering the teacher retirement age presented by MOEHRD were as follows: the traditionally conservative personnel system of school such as promotion to vice-principal and principal has caused immobility of the teaching profession; students and parents have been increasingly dissatisfied with the aged teachers; it is necessary at the national level to launch restructuring in all sectors of the country to overcome the imminent economic crisis; and it is also necessary to seek fair restructuring in light of the cutback of retirement age the other public servants had to swallow. The retirement age cutback was finally enforced after a tortuous process and contributed to resolving the problem of over-

accumulated candidates for principal. However, as noted earlier, it gave rise to a large-scale honorary retirement of teachers and the subsequent serious teacher shortage. It has been considered the main culprit behind the depression of the teaching profession.

188. At the time of implementing the policy of lowering the retirement age, there existed a national consensus on overall restructuring to overcome the national economic crisis. As shown in the following Table 6.9, most parents approved of the age cutback, whereas most teachers were against it. In any event, the unilateral action of the government has created a deep distrust and grievance among teachers in general, and the teacher organizations have continued to demand returning back to the old practice, making a keen political issue out of the teacher retirement age cutback.

Table 6.9 Result of an opinion survey on the cutback on teacher retirement age

Survey dates and the institutions in charge of the survey		1998. 7	1998. 8~9	1998. 11	1998. 11
		KEDI	Gallup	Gallup	Korea Research
Approve of the age cutback	Parents	64.4%	70.6%	82.2%	88.9%
	Teachers	36.2%	54.3%	42.6%	76.5%

Note: The survey was conducted July-November, 1998.

Source: MOEHRD internal data

189. Elementary and secondary school teachers demand recovering the previous retirement age on following grounds: educational issue ought not to be approached simply with an economic rationale; university professor's retirement age remained intact; ordinary public servant's retirement age was reduced only by a year, thus it is inequitable to reduce teacher's retirement age by three years. Meanwhile, parents approve of the age cutback because, they claim, it is a matter of course for them to wish their children taught by young, competitive, and energetic teachers, and the age-old scandals in the teaching profession centering around the principal and the closed, conservative climate should be reformed.

190. Although the problematic teachers accused of bribery, violence, and incompetence and thus, generated society's distrust toward the teaching profession should have been the target of the teacher reform, the means to oust those teachers was concentrated on the aged teachers. Since the age reduction, the teaching profession has been suffering such syndromes as the 'crisis of public education' and 'classroom collapse,' because the retirement age cutback has joined forces together with various educational problems and created a negative synergy effect. It is undeniable that the retirement age cutback has, on the one hand, depressed the teaching profession which had already been disheartened due to the relative poverty felt by teachers and, on the other, caused severing of the tie between the teachers and parents. But the government remains very cautious, since recovering the previous retirement age is also likely to create the turmoil and confusion.

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APPENDICES

Appendix 1. Additional Tables and Figures

Table 1. Number of Schools of by Level and Type

Table 2. Number of Teachers by Level and Type

Figure 1. Organization of Educational Administration

Figure 2. Teacher Promotion Structure

Appendix 2. Comprehensive Plan to Develop the Teaching Profession

Appendix 1: Additional Tables and Figures

Table 1. Number of Schools of by Level and Type

(unit: school)

Classification		Number of Schools (%)			
		Total	National	Public	Private
Grand Total		19,214(927)	103(151)	12,807(13)	6,214(763)
Kindergarten		8,343	3	4,237(51%)	4,103(49%)
Elementary School	Total	5,385	17(0.3%)	5,291(98.3%)	77(1.4%)
	Elementary School	5,384	17	5,291	76
	Civic School	1	-	-	1
Middle School	Total	2,824	10(0.3%)	2,131(75.5%)	683(24.2%)
	Middle School	2,809	9	2,129	671
	Civic High School	4	-	1	3
	Miscellaneous School	11	1	1	9
High School	Total	2,060	17(0.8%)	1,093(53.1%)	950(46.1%)
	General High School	1,254	12	621	621
	Vocational High School	741	5	425	311
	Air & Corr. High School	39	-	39	-
	Trade High School	15	-	-	15
	Miscellaneous School	11	-	8	3
Special School		136	5(3.7%)	44(32.4%)	87(63.9%)
Junior College	Total	160	7(4.4%)	9(5.6%)	144(90%)
	Junior College	159	7	9	143
	Miscellaneous School	1	-	-	1
University	Total	198	44(22.2%)	2(1.0%)	152(76.8%)
	University	163	24	2	137
	Univ. of Education	11	11	-	-
	Industrial University	19	8	-	11
	Technical College	1	-	-	1
	Air & Corr. University	1	1	-	-
	Miscellaneous School	3	-	-	3
Graduate School	Total	18(927)	(151)	(13)	18(763)
	Independent Graduate School	18	-	-	18
	Graduate School	(927)	(151)	(13)	(763)

Source: MOEHRD & KEDI (2002). *Brief Statistics on Korean Education*.

Note: The figures in parentheses are not included in the grand total.

Table 2. Number of Teachers by Level and Type

(unit: person)

Classification		Number of Teachers			
		Total	National	Public	Private
Grand Total		453,142	15,981	287,422	149,739
Kindergarten		29,673	15	6,384	23,274
Elementary School	Total	147,499	462	145,309	1,728
	Elementary School	147,497	462	145,309	1,726
	Civic School	2	-	-	2
Middle School	Total	95,479	402	75,337	19,740
	Middle School	95,283	380	75,337	19,566
	Civic High School	12	-	-	12
	Miscellaneous School	184	22	-	162
High School	Total	114,782	1,086	57,483	56,213
	General High School	74,398	623	35,733	38,042
	Vocational High School	39,906	463	21,499	17,944
	Air & Corr. High School	-	-	-	-
	Trade High School	186	-	-	186
	Miscellaneous School	292	-	251	41
Special School		5,068	318	2,050	2,700
Junior College	Total	12,163	353	364	11,446
	Junior College	12,156	353	364	11,439
	Miscellaneous School	7	-	-	7
University	Total	47,587	13,273	488	33,826
	University	44,177	11,144	488	32,545
	Univ. of Education	721	721	-	-
	Industrial University	2,543	1,296	-	1,247
	Technical College	-	-	-	-
	Air & Corr. University	112	112	-	-
	Miscellaneous School	34	-	-	34
Graduate School	Total	891	72	7	812
	Independent Graduate School	211	-	-	211
	Graduate School	680	72	7	601

Source: MOEHRD & KEDI (2002). *Brief Statistics on Korean Education*.

Figure 1. Organization of Educational Administration

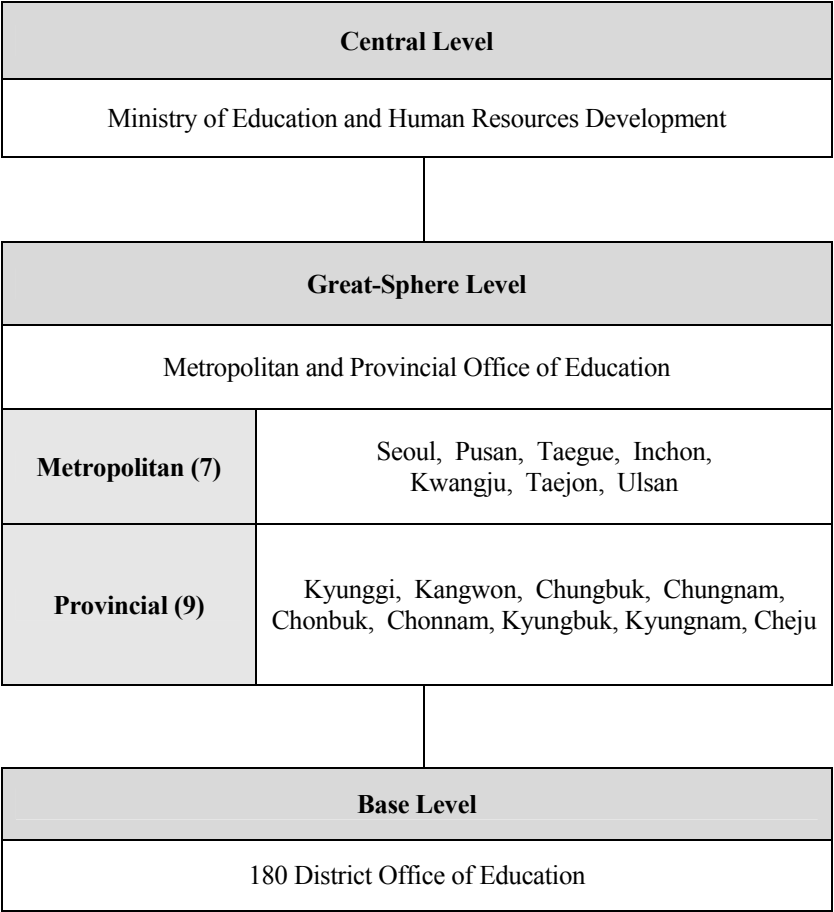
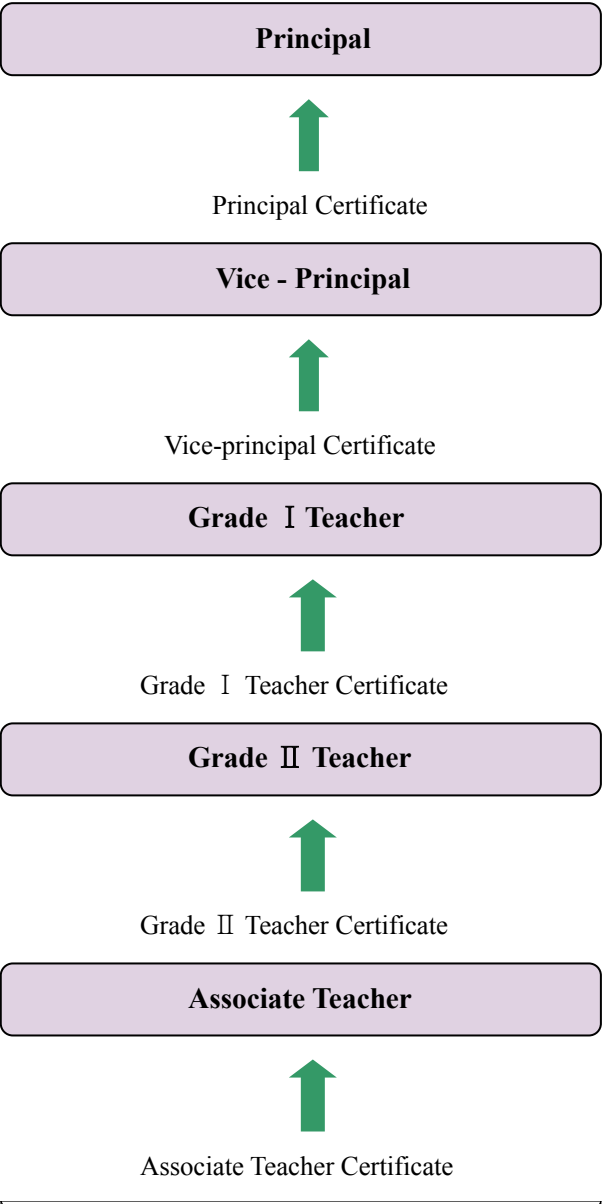


Figure 2. Teacher Promotion Structure



Appendix 2

Comprehensive Plan to Develop the Teaching Profession

1. Goals of Teacher Policy

- Creating a social climate that respect teachers
- Enhancing the teacher morale by improving treatment of teachers and their working conditions
- Raising professionalism to strengthen teachers' status as professionals

2. Reform Tasks to be Implemented Immediately

In order to help teachers concentrate on teaching with pride, the following 32 tasks in 10 areas have been identified to be implemented immediately.

AREA 1: Making Teaching as a Well-Respected Profession

- 1) Introduction of measures to make teaching profession as a well-respected profession

AREA 2: Relieve Teachers' Workload

- 2) Increasing the number of teachers
- 3) Hiring teaching support staffs
- 4) Building School Information Management System
- 5) Reducing teachers' work load

AREA 3: Improvement of Teacher Compensation

- 6) Increasing teacher salary
- 7) Reflecting previous job experiences other than teaching career on salary structure

AREA 4: Promotion of Teacher Welfare

- 8) Extending research and welfare facilities for teachers
- 9) Introducing Welfare Card System allowing a variety of monetary benefits to teachers

- 10) Flexible working hours

AREA 5: Promotion of Teacher Participation in the Policy Decisions

- 11) Promotion of teachers' participation in decision making process
- 12) Promotion of teachers' participation in research activities

AREA 6: Formation of Education Community

- 13) Utilization of volunteers' support to form education community

AREA 7: Educating Effective Teachers

- 14) Developing and implementing new curriculum for elementary and secondary teacher education institutions
- 15) Redesigning student teaching methods
- 16) Recruiting more teacher trainers majoring in subject matters or possessing teaching experiences at schools
- 17) Providing alternative teacher certification measures
- 18) Introduction of "Evaluation and Accreditation System for Teacher education Institutions"
- 19) Changing the title of 'nursing teachers'

AREA 8: Strengthening In-Service Teacher Training

- 20) Strengthening the training of newly appointed teachers
- 21) Providing teachers with in-service training leave tailored to their needs
- 22) Providing teachers with an opportunity for overseas study leave for a longer term
- 23) Encouraging and supporting teachers' voluntary activities related to training or research
- 24) Extending in-service training opportunities for studying minor subjects

AREA 9: Teacher Support for Newly Revised National Curriculum

- 25) Improving the training and certification system for subject teaching staffs at elementary school level
- 26) Allowing extended opportunities of studying multi-majors and minors to students at teacher education institutions
- 27) Improving appointment criteria for those teachers who are hired based on contract

28) Revitalizing teacher circulation system

AREA 10: Extending Opportunities for Experiencing Other Areas

29) Extending long-term and short-term overseas training opportunities

30) Allowing teachers to work at private companies during a fixed term

31) Introduction of a special kind of leave of absence for those teachers who want to experience other employment opportunities during a fixed term

32) Providing teachers with opportunities of gaining access to a variety of knowledge and information

3. Reform Tasks to be Implemented after an In-depth Review

The following 10 tasks in two areas have been identified as the ones to be implemented after an in-depth review due to budget constraints or different opinions among diverse education stakeholders.

AREA 1: Improving Teacher Education and Certification System

1) Introducing Head Teacher System

2) Reforming teacher education and certification system

3) Upgrading teacher education institutions to graduate school level

4) Introducing Ed.D. course to promote teacher professionalism

5) Activating credit accumulation system to convert in-service training hours and research achievement into credits

6) Introducing a system exempting excellent teachers from mandatory military service

AREA 2: Improving Teacher Promotion and Evaluation System

7) Preparing job performance standards

8) Organizing an Advisory Council for Teacher Personnel Administration

9) Introducing principals' reappointment system

10) Renewing teacher salary structure

4. Reform Tasks already Implemented or being Implemented

- 1) Establishing and operating teacher safety nets
- 2) Developing infrastructure for school information system and promoting teachers' ability to utilize it
- 3) Improving teacher employment examination
- 4) Introducing and settling school-based accounting system
- 5) Amending the Regulations on the Personnel Management of Education Public Servants
- 6) Amending the Regulations on the Promotion of Education Public Servants
- 7) Adjusting the number of student quota at teacher education institutions
- 8) Allowing elementary and secondary school teachers to participate in open competitions for receiving funds to conduct education policy researches