

OECD Review on Evaluation and Assessment Frameworks  
for Improving School Outcomes

**- Country Background Report for Korea -**

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This report was prepared by the Korean Educational Development Institute in close cooperation with the Korea Institute for Curriculum and Evaluation and the Ministry of Education, Science and Technology, Republic of Korea, as an input to the OECD Review on Evaluation and Assessment Frameworks for Improving School Outcomes. The document was prepared in response to guidelines the OECD provided to all countries. The opinions expressed are not necessarily those of the OECD or its Member countries. Further information about the OECD Review is available at [www.oecd.org/edu/evaluationpolicy](http://www.oecd.org/edu/evaluationpolicy).



## Foreword

Countries around the world are developing tools of evaluation and assessment to measure educational outcomes, and are drawing from evaluation results to improve school operation. The framework of educational evaluation in Korea, which was previously centered on student achievement, is increasingly expanding across the entire education sector to include teacher appraisal evaluation of programs, institutions and policies. In this new phase of development for educational evaluation, Korea has identified the need to conduct a system analysis from a macro perspective.

Evaluation and assessment in education has become a significant agenda within the international community as well, as recognition grows on the fact that evaluation and assessment heavily impact both improvement and accountability in school systems. In October 2009, the OECD held an international meeting to discuss these issues, attracting the participation of experts from 27 countries (Australia, Austria, Belgium, Canada, Czech Republic, Denmark, Finland, France, Greece, Ireland, Israel, Italy, Japan, Luxembourg, Mexico, Netherlands, New Zealand, Norway, Poland, Portugal, Republic of Korea, Slovakia, Slovenia, Spain, Sweden, United Kingdom, United States of America) out of all 34 OECD member countries. At the meeting, the OECD invited member countries to participate in a comparative review of evaluation and assessment frameworks related to school education. Members were invited to take part in a country review where the country and an external review board would collect information on detailed education issues and policy approaches and review evaluation policies, or draft a country background report which contains literature review and data analysis.

The comparative program is designed to diagnose the various ways each country is working to develop evaluation and assessment frameworks, better utilize results, and facilitate policy implementation. It offers an in-depth analysis, according to OECD guidelines, of the contexts, core elements and policy measures set forth by participating countries. The review program has been given the third highest priority by the OECD Education Policy Committee, following the Indicators of Education Systems(INES) project and Teaching And Learning International Survey 2(TALIS2).

The Ministry of Education, Science and Technology of Korea took part in this comparative strand by contributing 20,000 EUR to the OECD and designating the Korean Educational Development Institute to write a country background report.

Through the report, Korea seeks to provide the international society with information on the evaluation and assessment systems in Korea to improve school outcomes. Also, by consulting other country background reports and the final synthesis report afterwards, Korea looks forward to gaining insights on international evaluation trends as well as valuable policy implications for Korean educational evaluation.

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# Abstract

## **Necessity and Objectives**

World countries use evaluation and assessments in various dimensions and analyze the results to assess and improve school outcomes and to bring innovation to school education. As global recognition grows on the fact that well planned and organically articulated evaluation and assessment frameworks prove useful in measuring the efficiency of educational systems and innovative plans, the OECD has decided to conduct an international comparative study on evaluation and assessment frameworks for improving school outcomes, so as to identify efficient and effective evaluation and assessment frameworks that are in place within the school education sector.

This country background report has been drafted to describe the evaluation and assessment frameworks for improving Korea's school outcomes, as basic analytical work for international comparative study that follows the OECD guidelines. The report intends to introduce the current situation of Korean primary and secondary education, analyze the diversity of evaluation and assessment frameworks for improving school outcomes such as system evaluation, school evaluation, teacher appraisal, student assessments and other evaluation and assessments in Korea, and suggest directions for the future development of education in international society.

## **Summarized Findings**

Adopted in 1951, Korea's basic school system of 6-3-3-4 has been maintained up to now without any significant changes. At the national level the Ministry of Education, Science and Technology and at the local level 16 metropolitan/provincial offices of education are in charge of school education. The authority and responsibility of school education are being delegated from the central to local governments and to schools, in line with policies to extend local and school autonomy in education.

Korea's evaluation and assessment framework for improving school outcomes consists of system evaluation, school evaluation, teacher appraisal, student assessment, and other evaluation and assessments. Information collection and management systems such as the National Education Information System, Educational Information Disclosure System and Statistic Survey of Education are also operated to support the evaluation and assessment frameworks. In recent years, the evaluation and assessment frameworks and information management systems are gradually being linked together, with the National Assessment of Student Achievement at the core, so as to raise efficiency for both sides.

Although system evaluation is not yet institutionalized in Korea, the education system is practically evaluated in time with other major educational reviews, such as when Korea's educational history is compiled every 10 years, the previous administration's educational policies are assessed by a newly established administration, Korea's education system is reviewed as part of an international organization's program, and current educational policies are evaluated following the proposal of new policies by Presidential Advisory Committees. The government also evaluates macro educational systems in the process of educational policy making, system change and curriculum revision, so as to diagnose problems and devise improvement plans for the national education system.

Proposed by the Presidential Educational Innovation Advisory Committee, school

evaluation was first introduced in 1995 to induce change across the whole education system and to improve the quality of school education. The current school evaluation framework takes the form of an expert review, which includes a self-evaluation followed by an external evaluation that uses common indicators at the national level and self-developed indicators at the local level. The central government establishes a basic plan for school evaluation, according to which metropolitan/provincial offices of education set up respective plans on school evaluation within their jurisdiction and evaluate schools. The Korea Educational Development Institute supports them technically by developing manuals, training evaluators, providing consultation, etc.

In Korea, teachers are appraised by: the Teacher Appraisal for Performance for HRM purposes; the Performance-based Incentive System designed to improve the quality of education and motivate teachers; and the Teacher Appraisal for Professional Development that has been assisting all teachers' professional development in instructional skills and school management skills since 2010. The appraisal framework aims at supporting the continuous professional development of teachers while overcoming the problems of duplication, unfairness and subjectivity of appraisal.

Students are assessed at various levels: school-level assessments confirm students' fulfillment of educational goals at school; at the national level the National Assessment of Student Achievement and College Scholastic Ability Test are conducted; and at the local level the Subject Learning Diagnostic Test and Combined Achievement Test are implemented. Korea also participates in international comparisons such as PISA or TIMSS. Results of student assessment are used in diagnosing the status and problems of curriculum implementation, developing policies to help improve student performance, etc. Results of the National Assessment of Student Achievement, in which the whole of Korean students have been participating since 2008, are gradually being tied to policy making.

In addition, local education authorities are evaluated by the central government, school principals are appraised, and candidate schools are evaluated for special financial support programs.

### **Conclusion and Policy Suggestion**

Korea's evaluation and assessment framework is broadening its scope from student assessment to school evaluation, teacher appraisal, evaluation of principals, evaluation of local education authorities, evaluation of research institutes, evaluation of educational policies, and to the whole of the education system. As the Educational Information Disclosure System expands, with its utilization of information technology and articulation of various evaluation frameworks, there grows higher possibility of using data that are provided on the system when evaluating educational policies and education systems. Following the extension of the National Assessment of Student Achievement to the entirety of Korean students, there is a growing interest in reflecting the assessment results in policy making. On the other hand, evaluation and assessment frameworks for improving school outcomes should be supplemented with measures to avoid excessive preparatory works for evaluation and side-effects, and should develop efficient measures to fulfill the respective purposes of evaluation and assessment frameworks by providing reasonable linkage.

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# List of acronyms and glossary of terms

## Government Offices

- MEST : The Ministry of Education, Science and Technology
- MPOEs : Metropolitan/Provincial Offices of Education

## Research Institutes

- IMD : The International Institute for Management Development
- KEDI : The Korean Educational Development Institute
- KICE : The Korea Institute for Curriculum and Evaluation
- KRIVET : The Korea Research Institute for Vocational Education and Training

## Information Systems

- INES : The Indicators of Education Systems
- NEIS : The National Education Information System (A comprehensive online information system that enables Korea's approximately 10,000 primary, secondary and special schools, 178 local offices of education, 16 metropolitan/provincial offices of education and the Ministry of Education, Science and Technology to electronically register, link and process all sorts of educational administration data: the system is also linked with the Ministry of Public Administration and Security(G4C), Supreme Court of Korea, etc. for information sharing) .
- SIDS : The School Information Disclosure System (A system that requires all primary and secondary schools to mandatorily disclose data on their status of students/teachers, facilities, school violence occurrence, sanitary measures, financial soundness, school meal provision, student achievement levels, etc. at least once per year on their school homepages or SIDS portals at <http://www.schoolinfo.go.kr> and [www.academyinfo.go.kr](http://www.academyinfo.go.kr))

## Teacher Appraisals

- PIS : The Performance-based Incentive System (An incentive system introduced in 2001 to supplement the previous singular wage system and provide compensatory salaries according to teachers' performance outcomes and achievement levels)
- TAP : The Teacher Appraisal for Performance (An appraisal system designed to regularly evaluate the qualities, attitudes and performance of teachers and to provide information for personnel management)
- TAPD : The Teacher Appraisal for Professional Development (An appraisal system intended at raising the professional competence of teachers in continuity, by placing the focus of evaluation on the professional abilities that a teacher must equip in order to effectively provide class instruction and life guidance for students)

## Student Assessments

- CSAT : The College Scholastic Ability Test
- NAEA : The National Assessment of Educational Achievement
- PISA : The Program for International Student Assessment
- TIMSS : The Trends in International Mathematics and Science Study

## Studies

- IEA : The International Association for the Evaluation of Educational Achievement
- TALIS2 : Teaching And Learning International Survey2



# Executive Summary

## 1. The school system

1. The 6-3-3-4 education system that was first adopted in 1951 continues to compose the basic structure of Korean school education, with no major changes having occurred to date. The providers of primary and secondary education are generally divided into primary school, middle school, high school and special school.

2. As of 2009, approximately 3.5 million students were enrolled in 5,829 primary schools which employ about 200,000 teachers. Approximately 470,000 students entered primary school and 650,000 students graduated in the same year. A total of 3,106 middle schools accommodated about 2 million students and 110,000 teachers. Middle schools accepted 650,000 entrants and produced 670,000 graduates in 2009. There were around 2,200 high schools in operation with 1.96 million students and 120,000 teachers, which welcomed 670,000 new students and produced 570,000 graduates in 2009. Approximately 20,000 students and 7,000 teachers constituted the 150 special schools in Korea, which accepted 7,000 new students and produced 7,000 graduates in 2009.

3. As of 2010, the central government office overseeing the education sector is the Ministry of Education, Science and Technology(MEST), which was launched in 2008 by integrating the two previously separate bodies of the 'Ministry of Education and Human Resources Development' and the 'Ministry of Science and Technology.' MPOEs are located in seven cities and nine provinces to oversee local educational administration. In terms of role division, the ministry is responsible for establishing and implementing policies for school education, higher education, and science and technology R&D at the national level. Based on the ministry's central policy plan, MPOEs set up and implement local school education policies, and provide support for schools within their jurisdiction.

4. The two most emphasized school policies at present are those intended at 'expanding school autonomy' and 'decentralizing education to the local level.' A local self-governing system has been in place across the country since 1991, and a direct election system has been on the run since 2006 to elect superintendents of metropolitan/provincial offices of education. As one of the most important policy plans for the current administration, strong steps are being taken to enlarge school autonomy based on decentralization. This is based on the government's recognition that the process of decentralization lags in the education sector, and those decentralization efforts are not being practically linked to school autonomy expansion initiatives. The government has thus set a core national agenda to 'secure quality in educational decentralization'(MEST, 2008). This means that the Ministry of Education, Science and Technology is delegating rights of policy establishment and implementation regarding primary and secondary education to the metropolitan/provincial offices of education and schools. Deregulation procedures are being carried alongside so as to provide a legal foundation for educational autonomy and self-governance, and to bring diversification into the education sector. Side by side with school autonomy expansion efforts, the government is also reinforcing the function of consultative meetings held between the superintendents of metropolitan/provincial

offices of education. The consultative meetings are being granted an increasingly stronger role of discussing and coordinating key deregulation policies including financial autonomy and personnel/organization/quota management. At the same time, a School Information Disclosure System, Teacher Appraisal for Professional Development, school assessment and other schemes are in place to ensure accountability in the process of expanding school autonomy.

## **2. The framework for evaluation and assessment**

5. Korea's framework of evaluation and assessment consists of system evaluation, school assessment, teacher appraisal, student assessment, and their relation with other evaluation and assessment policies. System evaluation is carried out to comprehensively diagnose problems that are identified over the course of establishing education policies, revising the education system, and changing the curriculum. System evaluation also covers the activity of planning improvement measures for such problems. School assessment has been conducted autonomously by MPOEs since 2006, by use of around ten common indicators. Teacher appraisal includes three components: Teacher Appraisal for Performance, Teacher Appraisal for Professional Development, and Performance-based Incentive System. Student assessment is carried out on two levels. At the national level, the central government conducts a National Assessment of Educational Achievement. At the local level, MPOEs conduct a Subject Learning Diagnostic Test and a Combined Achievement Test. In addition, all MPOE's are assessed by the Ministry of Education, Science and Technology. Some MPOEs also conduct an appraisal of school principals. School subsidy programs, which are administered by the central government and local educational authorities, are each placed under performance evaluation, which are often fed back to decisions regarding subsidy continuance or subsidy amounts.

6. Data collection and management for educational evaluation is provided by the National Education Information System (NEIS), School Information Disclosure System, and statistical surveys of education.

7. Two policy directions are currently given emphasis in operating evaluation and assessment systems. First, the government finds strong need to interlink the results of each evaluation system. Even though various evaluation systems are in place, the utilization of results is yet ineffective and therefore leads to little practical impact. Accordingly, steps are currently being taken to upgrade and link the systems together so that policy makers may understand what is practically taking place at school sites, rather than just viewing the outcomes of educational administrative bodies. Second, efforts are increasing to link data collection/management systems with the evaluation systems. The aim is to relate the two system frameworks and generate synergistic effectiveness for both sides.

8. Of all such system changes, the National Assessment of Educational Achievement (NAEA) is gaining increasing recognition as a central nexus between the various systems of evaluation and assessment. The introduction of NAEA counters the previous situation where information on academic achievement, the core evidence of educational outcomes, had not been put to sufficient use. NAEA was launched in 2003 as an equalized design of national evaluation and expanded to all schools nationwide in 2008, enabling a comparative review of how schools and metropolitan/provincial offices of education have performed in the academic

year concerned and to what extent their performance has improved from the previous year. The government is promoting the utilization of NAEA results by disclosing school-level outcomes using a three-scale grading system according to achievement levels(moderate and higher, basic, underperforming) and also a comparison of improvement from the previous year(moderate and higher, underperforming) that excludes personal data. Disclosed NAEA data are utilized in school evaluations. NAEA results and improvement indicators are also reflected when evaluating local educational authorities. The measures place the system at the core of Korea's whole framework of educational evaluation and assessment.

9. In developing indicators for the evaluation and assessment systems, the main policy direction is moving towards securing more reliability and objectivity in evaluation. This is because even though there is a general agreement on the importance of qualitative assessment, difference exists among the evaluators in their estimation of points for assessment indicators. In the current Korean situation, an increasing emphasis is being placed on utilizing evaluation results, and so the proportion of quantitative indicators is growing in each evaluation system.

10. In all, the government's priority policy goal for educational evaluation is to raise the accountability of schools with a focus on performance outcomes. This policy interest has given new and important light to the National Assessment of Educational Achievement as a core performance measurement of schools. In addition, as a procedural control tool to attain desirable school outcomes, the government is concentrating a depth of policy efforts to settle in and advance the Teacher Appraisal for Professional Development.

### **3. System evaluation**

11. While Korea institutionalizes the evaluation of government administration, government-funded research institutes, schools, teachers, students, principals and educational administration agencies, evaluation of the education system itself is yet to be institutionalized. However, the government does conduct systematic evaluations through various means, for example placing major education policies and the education system under the evaluation of academic societies, professional research institutes and the government periodically with the publication of the decennial history of Korean education. The overall education policy framework of the preceding government is also evaluated over the course of government change. In addition, Korea takes part in OECD review programs to acquire an external evaluation of its education system. System evaluation in Korea consists of a diagnosis of problems and a proposal of improvement measures for educational policy planning, school system revision and curriculum revision. System evaluation offers a macro view of the problems that exist in the national education system.

12. In terms of who conducts evaluations/evaluators, Korea's system evaluation is largely divided into four types. First, government-led evaluation aims at diagnosing and improving the education system, results of which are utilized in developing system revision initiatives. Representative examples are the ten major educational reforms of the Education Reform Deliberation Committee(1987), comprehensive plan for educational reform(1987), basic plan for educational development by the Advisory Committee for Education Policies(1991), and the 1st(1995), 2nd(1996), 3rd(1996) and 4th(1997) education reform plans of the Education Reform

Committee. Second, research institutes, which are run on institute and government finance, also conduct evaluation to diagnose and improve the education system, and provide evidence and information for system revision. An example is the 2nd policy conference on school system research which discussed prospects of education system change and the school system(2006). Third, academic societies carry out system evaluation to identify educational issues and to propose and share alternative plans for problem solution. Evaluation results are used as evidence for government policy implementation. Examples are the academic conference on the longitudinal study of Korean education(2006), conference of education communities on the achievements and challenges of the 60 years of Korean education(2008), Spring academic conference of the Korean Educational Research Association on education policy agendas and the directions of the Lee Myung Bak administration(2008). Fourth, system evaluation is provided by foreign organizations or international comparison tools such as OECD review programs, which are financed by the government. Korea participates in the OECD's international comparison programs to analyze its strengths and weaknesses of education and to develop policy implications. Evaluation results provide evidence and information for government policy implementation. Examples are INES(1996), the Korean Education Policy Review(1996), PISA (2000), and the Thematic Review of Korean Teacher Policy(2002).

13. System evaluation normally starts out with the identification of an educational issue by the central government, local educational authorities, National Assembly, media, research institutes, academic society, teachers' associations or parents' associations. Once an issue that largely impacts on the lives of the Korean people is identified, a committee is set up to objectively diagnose the current status of education, clarify the essence of the problem, set standards to measure how the problem is being recognized, research related Korean and foreign precedents, and review and propose improvement plans. Members of the committee make major decisions and carry out policy research to analyze basic data, review the current status, survey satisfaction levels, and analyze Korean and foreign cases. A tentative plan to solve the problem is then prepared based on policy research, which is put through an extensive process of public opinion gathering, including public hearings and discussion meetings. The finalized improvement proposal is submitted to the National Assembly for legislation, and is institutionalized as a law or a Presidential decree, ultimately leading to system change. When conducting an external review of the education system through an OECD program, the member country requests evaluation or the OECD proposes to start a review process. The OECD then provides guidelines to the member country, according to which the country writes a country background report. After the country background report is submitted to the OECD, an external review panel designated by the OECD visits the country. The panel holds balanced meetings with various stake holders from the central government, local educational authorities, educational experts, schools, teachers' associations and parents, and conducts a site survey. The panel then writes a review report in which it presents policy recommendations. A seminar is organized within the country afterwards to decide and follow up on the reflection of recommendations in policy formulation.

14. Though system evaluation is mostly led by the government and research institutes, a wide range of stake holders are involved in the process and results utilization of evaluation, including the government, research institutes, students, parents, private tutoring institutions, industries, teachers, teacher's associations, teacher training institutes, universities and the National Assembly. With education being one of the most critical interests of the Korean

people, all competent groups engage deeply in system evaluation and take active part in campaign/petition, conference and publication activities. Since various groups take part in the evaluation process, conflict and tension can rise in the course of legislation or policy implementation. But on the other hand, their participation ensures diversity and democracy, and therefore secures validity and a driving force for policy implementation.

15. Within the boundary of the basic 6-3-3-4 school ladder system that was adopted in 1951, Korea has been diagnosing problems within the education system and proposing plans to make improvements. Results of such system evaluation has been utilized in improving the admission systems to higher levels of education, revising the teacher training and appointment system, expanding autonomy for school operation, and diversifying high school types.

16. First, the government changed the admission system for advancement to higher levels of education by introducing a government-led residential district-based student assignment system for high school, and changing the admission system 16 times for higher education. Since university admission hugely affects the future social status of youths in Korean society, changing the admission system for advancement to higher levels of education, university admission in particular, casts a deep impact on the education system as well as the lives of the people. Thus, system changes have involved the participation of various competencies and the application of diverse methods, and have been implemented in phases.

17. Second, the teacher training and appointment system has seen continuous advancement over the decades. The government set up temporary teacher training centers in the 1950s, elevated normal teacher's high schools to 2-year junior college level, established graduate schools of education in the 1960s, enlarged national and private teacher's colleges in the 1970s, elevated universities of education in the 1980s, and introduced a new teacher appointment examination system based on open competition in the 1990s. Discussions to revise the teacher training and appointment system are usually led by the central government or presidential deliberation/advisory bodies, and are reviewed through the collection of public opinion.

18. Third, the curriculum, which provides grounds to implement school education, has been revised eight times since the promulgation of the 1st curriculum in 1954 up to the curriculum revision of 2009. The 1st to 7th curriculum revisions were carried out 'periodically, in whole and at once.' But a significant change was brought with the curriculum revision of 2007, since which the revision has been carried out 'occasionally, and in parts.' The occasional, on-demand revision procedure has ensured more flexibility, efficiency and social adaptability in curriculum revision, but yet has room to improve in terms of stability, because it is not in the form of legislation but only in the form of ministry announcement, lacking in survey, evaluation and feedback functions. The government finds the need to more systemically reflect the results of the National Assessment of Educational Achievement, school assessment, and evaluation of metropolitan/provincial offices of education as basic reference data when revising the curriculum. Plans for curriculum revision should also be put through an on-site feasibility review and pilot application so as to raise school adaptability.

19. Fourth, since 2000, school system revision has been discussed as a means of optimizing human resources development. This includes proposals to introduce a flexible school system that will support both work and study, revising the school ladder system to 5-4-3-4 or

5-3-4-4, and changing the academic calendar so that it starts from September every year instead of March. With regard to the proposals, the government has established a comprehensive school system revision plan and is holding discussion meetings on related policy research. The progress for revision is being delayed, however, due to the opposition of stake holders including primary school teacher training institutes, and the difficulty of setting forth a concretized implementation plan.

20. System evaluation results are ultimately used to improve the education system. Revising the education system is a significant change in that it casts a huge change on the peoples' lives and the interests of related stake holders.

21. Though regular evaluation of the school system has not been institutionalized in Korea yet, the government expects that the School Information Disclosure System, introduced in 2008, will serve as a foundation to solidify the framework of system evaluation. Since all primary and secondary schools are required to regularly announce their educational information including students' academic performance, the disclosure system enables review of school outcomes, and provides a measurement of how education policies relate to school outcomes. Disclosed information can also be used as basic data to evaluate the effectiveness of the school system as a whole or in part.

22. Ultimately, Korea will need to organically use results of educational statistical surveys, student assessment, teacher appraisal, school assessment, evaluation of metropolitan/provincial offices of education, school information disclosure, and evaluation of curriculum formulation and operation, and work to institutionalize an evaluation framework that may assess school system policies in a systemic manner.

#### **4. School evaluation**

23. In the 1990s, the Korean government launched an education reform initiative geared at transforming the previous uniform, rigid and centralized educational governance system into a more decentralized system where schools would be accountable for their own operation. The idea was to grant metropolitan/provincial offices of education and schools more autonomy to meet various educational demands, and in turn give more weight to evaluating them so as to ensure quality in their educational activities. If the previous quality assurance approach had focused on the principles of regulation and control, with the reform initiative, a new approach gave light to the principles of autonomy and accountability. In the course of the transformation, the government introduced assessment schemes for the providers of Korean education: metropolitan and provincial offices of education and schools.

24. In 1995, the Presidential Commission on Education Reform proposed the introduction of a school assessment system aimed at raising the quality of school education through sound between-school competition. Low levels of satisfaction for school education were leading to increasing dependence on private tutoring, and the Korean society saw a de-functioning of school education. School assessment was launched as a way to counter the problem, that is, to induce change across the entire education system and to raise the quality of school education.

25. Prior to the implementation of school assessment, the quality of school education was monitored through mechanisms including supervision and inspection. But these mechanisms tended to be limited to class activities only, rather than providing advice and diagnoses for the overall system of school operation. And oftentimes, supervision and inspection focused only on checking whether schools are carrying out the policy projects of central and local education offices. It was only with the introduction of the school evaluation framework that the whole school system began to be diagnosed and evaluated by reference of normative standards.

26. The Primary and Secondary Education Act and the Enforcement Decree of the Act states that the Minister of Education, Science and Technology shall conduct school evaluation. Pursuant to the Act, the minister establishes a basic plan for school evaluation, and superintendents of metropolitan/provincial offices of education set up detailed implementation plans. The Korean Educational Development Institute is consigned by the consultative body of metropolitan/provincial offices of education to conduct research, training and development related to school evaluation, and to provide professional assistance for metropolitan/provincial offices of education in their procedures for school evaluation.

27. School evaluation takes the form of a criterion-referenced method by setting absolute standards that schools must attain and measuring whether schools have reached those standards, rather than giving points for assessment that will lead to between-school comparison. The assessment is intended to review the entirety of the education system including school conditions, curriculum and learning outcomes. For this, core indicators have been developed at the national level to tackle the limitation of the exhaustive, segmental and policy-oriented previous indicators, and to assess the school organ from a more comprehensive perspective. These are “common indicators” that are applied to all schools nationwide, which set forth visions for ideal schools and nationally shared directions for school innovation. But when indicators are developed only at the national level, they hold limitation in reflecting the various educational aspects of the local level. Therefore, in order to meet the demands of local education, metropolitan/provincial offices of education select an additional set of “self-developed indicators” and use them to assess how well schools are implementing and addressing the core education policies and issues of the offices.

28. School evaluation is carried out across four areas corresponding to input, process and output: education planning, curriculum and pedagogy, educational management, and educational outcomes. The area of education planning includes the indicators of school education objectives and implementation strategy. Indicators for the area of curriculum and pedagogy measure schools’ efforts to understand students, curriculum formulation, and teaching/learning activities. Educational administration is measured by indicators including the leadership of school members, their initiatives to build learning organizations, and their relation with the school council and regional society. In the area of educational outcomes, there is on-going debate on what kind of indicators should be adopted to utilize learning outcomes. As for the present, evaluators conduct a comprehensive assessment of schools by standard of the academic achievement goals set by the schools themselves. Methods are being discussed, however, to apply common standards to assess how schools have improved on the National Assessment of Educational Achievement in the future.

29. In the early stage of implementation, school evaluation used measurable standards and

indicators that focused on actual outcomes. But quantitative factors of school outcome do not guarantee the qualitative side of school education, nor do they reveal practical achievements and educational capability. A new “expert review model” is currently being applied to solve the problem and assess schools by mobilizing experts, in addition to the absolute standards. The strength of the expert review is that instead of relying on quantitative indicators, it provides a comprehensive and qualitative diagnosis that draws from the professional input of evaluators, which makes it possible to measure the quality level of schools and diagnose the school as a whole system. The weakness is that assessment involves the subjective judgment of the evaluators. In order to minimize this problem, schemes are in place to train evaluators and provide them with assessment manuals. With this aim to raise objectivity in assessment, the government is also devising ways for evaluators to use objective data drawn from the School Information Disclosure System and the National Assessment of Educational Achievement, rather than relying on their own judgments only.

30. The evaluation procedure is composed of self-evaluation and external evaluation. Schools accumulate data on their educational planning, process and outcomes, and carry out self-evaluation every year. To-be-assessed schools are given notification regarding assessment schedules at the start of the year. On-site visit notices are usually given 1-2 months prior to the visit. The evaluation team is composed of 3-5 evaluators appointed from among the principal, vice-principal, supervisors(school inspector), retired teachers, general educational civil servants, researchers and university faculty. Generally the assessment board visits a school for one day.

31. Results are presented to schools in a written report within 1-2 months from the completion of evaluation. The report includes grades for each indicator and evidence supporting the judgment. Schools can raise objections to the results and are given an opportunity to submit a request for adjustment to local educational authorities after receiving notification. The disclosure of results is confined to each school at present, but with the introduction of the School Information Disclosure System, assessment results will soon be disclosed to the public and parents in all schools. Evaluation reports will be partially disclosed, revealing the strengths of each school and the recommendations given for them. Results are tied to administrative and financial measures such as level-differentiated budget provision. For example, the weight of school inspection can be differentiated according to the results. Schools that gain excellent results are granted exemption from inspection, while focused inspection and consulting are given to underperforming schools. Few cases have been found where school evaluation results are utilized as material for personnel management. Some metropolitan/provincial offices of education grant teachers of excellent schools additional points when they transfer to another school, or use assessment data when evaluating teacher promotion to a vice-principal position. Recently, in the course of preparing to implement the Evaluation for School Management, many metropolitan/provincial offices of education are setting forth policies to use school evaluation results as key information when appraising principals.

32. The positive aspects of school evaluation are that it 1) offers future directions for the development of school education, 2) provides schools with opportunity to reflect on their educational activities, and 3) provides useful feedback material for school improvement. The negative aspects of school evaluation are that 1) teachers show little agreement on the usefulness of evaluation, 2) unclear standards for qualitative indicators are lowering the



reliability of assessment, 3) results seldom leads to concrete diagnoses or the proposal of alternatives, and 4) results are not disclosed to students and parents, preventing their right to be informed of the school's performance. In order to counter these problems and raise reliability, the government is reviewing ways to strengthen observation and interview functions, develop clear standards for the absolute grade scale system, and introduce a qualification system for evaluator selection. Also, as a way of enhancing school accountability, the government is planning to more closely tie school evaluation with results from the National Assessment of Educational Achievement, and to disclose school evaluation results to the whole public.

## **5. Teacher appraisal**

33. Korea's teacher appraisal framework is composed of a Teacher Appraisal for Performance which is intended for personnel management purposes, a Performance-based Incentive System which is designed to improve educational quality and raise the morale of teachers, and a newly introduced Teacher Appraisal for Professional Development aimed at enhancing professional teacher capability for instruction and school operation.

34. The Teacher Appraisal for Performance is conducted to provide data for personnel affairs including promotion and transference. Appraisal applies to principals and vice-principals. Evaluators are senior-level personnel including principals, vice-principals and some of the peer teachers. Appraisal elements include the inner qualities as an educator, attitude as a civil servant, instruction, student guidance and educational research. Common indicators are used at all schools nationwide. A relative appraisal method is in use, and results are provided only to the applicable person upon request.

35. The Performance-based Incentive System, designed to raise teacher morale and distribute incentives according to performance, is carried out once per year by the Appraisal Committee for Teacher Incentives. Teachers are appraised with regard to whether they have assumed classroom teacher or executive positions, their hours of instruction, awards received, and ability for study and life guidance. A common set of incentive standards are applied nationwide. Appraisal takes the form of summative and relative assessment, results of which are not disclosed in principle.

36. The Teacher Appraisal for Professional Development, introduced for the purpose of raising the professional ability of teachers, applies to primary and secondary teachers(including special school teachers) and is provided by peer teachers, students and parents who all take part as evaluators. Appraisal is conducted once every year. Teachers are appraised regarding their instruction and guidance, while principals and vice-principals are appraised for their school operation outcomes. Schools are granted the right to adjust indicators for appraisal to tailor their own needs. Appraisal adopts a formative and absolute evaluation method. Results are fed back so that principals, vice-principals and teachers may use them as basic material for self-development.

37. The recently introduced Teacher Appraisal for Professional Development supplements the Teacher Appraisal for Performance and takes Korea's teacher appraisal system one step

forward. Key achievements of the system can be summarized in three aspects. First, unlike the Teacher Appraisal for Performance, which focuses on personnel management, this new system concentrates on professional ability development. A teacher's classroom activities are closely reviewed, the results of which are directly fed back into promoting the teacher's self-endeavors to raise his/her instructional ability and professionalism. Second, by means of a multi-dimensional appraisal that involves the whole school community, the system creates an interaction of mutual review where the principal, vice-principal and teachers all become evaluators and are also evaluated at the same time. This is a significant break from the Teacher Appraisal for Performance, which regulates that the principal and vice-principal evaluate the teachers only. The system has also gained a higher degree of reliability by conducting a opinion survey of students and parents. Third, instead of using uniform appraisal criteria and question items, under the system, schools are granted maximum autonomy to build their own appraisal system. Within the boundary of basic guidelines, schools are therefore autonomously deciding and operating appraisal criteria, methodology and procedures.

38. Each system of teacher appraisal contains a number of problems, for which improvement measures are being actively discussed. When operating the Teacher Appraisal for Performance model, the foremost problem is the lack of reliability in appraisal results. In a vertical system where the principal and vice-principal assess teachers, limited data and unfair procedural practices have led to a prevalent sense of distrust across the whole teacher society. Second, appraisal results are not being put to effective use. Results are currently being used for personnel management purposes only such as promotion and transference, and not provided as material to diagnose and develop the professional ability of teachers. Third, the contents of appraisal are uniform. A fixed contents plan is equally applied nationwide, with no difference given between school levels. Though school particularities and teacher roles widely differ by region and by school level, the appraisal system only offers a rigid standard that applies the same to all. Fourth, appraisal contents are not concrete enough. Contents and criteria are described in abstract terms, with no detailed standards provided. There is high possibility that the appraisal will therefore produce incomplete or ambiguous results.

39. Four policy directions are being discussed to bring improvement to the Teacher Appraisal for Performance. First, appraisal results should be tied more closely with incentive schemes for teachers and measures to support their professional development. Second, replacing the current uniformity of the range and indicators of evaluation, adequate appraisal tools should be developed and utilized according to each grade level, school size and teacher's development stage. Third, public perceptions should be improved on the appraisals given by evaluators, so as to secure objectivity in appraisal results. Fourth, policies and systems should support teachers to affirmatively make use of appraisal results.

40. Two major problems have been identified in implementing the Performance-based Incentive System. First, system operation methods do not live up to the fundamental purpose of the system. Schools are receiving budgets for seniority-based payment and afterwards equally distributing incentives within the school, a practice that contradicts with the original objective of the incentive policy. Second, the system lacks objective standards for evaluation, and does not provide any consensus or guidelines on how to appraise teachers in what aspects.

41. In countering the problems, first, teachers must acquire a clear understanding of the objective and expectations of introducing the Performance-based Incentive System. Second, teachers should be encouraged to take more active part in developing the range and indicators of evaluation, so that they may better accept the results of performance assessment. Third, performance review should assume a broader dimension by adding qualitative assessments, not only quantitative measurements.

42. As for the Teacher Appraisal for Professional Development, the core challenges are first, the issues of objectivity, fairness and reliability that are raised by appraised teachers. Second, different approaches conflict on how to utilize appraisal results. Some view that results should be utilized for various purposes, while others view that results should be fed back into the sole purpose of teachers' professional development. Third, the system yet lacks a legal basis, and at present appraisal is operated as a rule of metropolitan/provincial education. The system needs a legal binding force for nationwide operation.

43. Five policy needs have been identified in order for the Teacher Appraisal for Professional Development, expanded nationwide starting 2010, to make a soft landing and settle in at all schools nationwide. First, legislation is urgently required for the revised Primary and Secondary Education Act and its provisions for teacher appraisal. Second, the purpose of the system must be described in more detail and clarity within the legislative bill. Third, several technical problems need quick remedy. Fourth, a cautious approach is required in selecting teachers to attend training on authority leadership based on their appraisal results. In the absence of an overall revision of the appraisal model, operating the system as a vehicle for trainee selection is apt to bring about many unwanted problems. Fifth, local educational authorities must take on a stronger role in system operation. Whether the nationwide expansion of the appraisal system sees success or not depends heavily on how local educational authorities fulfill their roles.

## **6. Student assessment**

44. Student assessment refers to the process of collecting and analyzing information on student achievement at school in all cognitive, affective and psycho-motors domains, to secure objective value and raise understanding for students. Student assessment is classified into various types depending on what viewpoint is applied. By standard of the student assessment competencies, Korea's student assessment framework is divided into evaluations carried out at the school level(teachers), regional level(metropolitan/provincial offices of education), national level and international level. Primary and secondary education in Korea is provided according to a centralized 6-3-3-4 ladder system. At the school level, individual students are assessed in terms of their achievement in the educational goals of each subject and their performance in the course. Though differences may exist between schools, assessment plans are drawn up ever year along with the schools' yearly educational planning, which include details of the regular testing period for each subject, the areas, methodology, frequency and standards of assessment, the extent to which assessment results are reflected, and the test grading methodology and results utilization plan. Student assessment conducted by MPOEs is designed to diagnose student performance by region or by city/province, and to analyze the status of teaching/learning. The education offices can conduct self-developed assessments on their own. Nationwide, two

assessment programs are carried out by MPOEs: the Subject Learning Diagnostic Test and the Combined Achievement Test. National-level assessment refers to evaluation conducted by the government for all students nationwide. In Korea, two national-level assessment systems are in place: the National Assessment of Educational Achievement and the College Scholastic Ability Test. For decades, the former assessment system has evaluated sample groups of primary and secondary students for the purpose of assuring quality in national education. This includes procedures to identify their educational achievement trends, analyze the relation between academic performance and educational context variables, and provide data to improve teaching-learning practices. Starting 2008, the assessment system expanded to all students in applicable grade years. The purpose of assessment took up a broader dimension, from merely 'providing data for teaching-learning methodology improvement and examining educational quality management' to 'diagnosing and elevating the achievement level of individual students, and checking and supporting the educational accountability of schools' as well. The College Scholastic Ability Test is a high-stakes assessment designed to provide fair and objective student data to assist with admissions screening. The purpose of the test is to raise the capacity to select persons most suitably qualified for higher education and to contribute to the normalization of high school education. As for international comparative programs that assess student achievement, Korea is currently taking part in the Programme for International Student Assessment(PISA) and Trends in International Mathematics and Science Study(TIMSS).

45. While the primary purpose of student assessment conducted by schools is to help all students achieve educational goals, the method of recording and utilizing student assessment results differs according to school level. Primary schools apply both written assessment and performance evaluation, and record assessment results in grades and descriptive form. Schools normally conduct their own academic achievement assessment of 5th and 6th graders in the form of mid-term examinations or final examinations. Secondary schools also conduct written assessment and performance evaluation in general. Assessment results offer students basic feedback on their educational achievements, and are also used in diagnosing, formulating and integrating academic performance according to evaluation functions. For evaluation purposes, student assessment is divided into norm-referenced evaluation and criterion-referenced evaluation, results of which are compared in terms of relative ranking or absolute criteria. Results are used in various ways and are linked with individual/group teaching-learning activities so that optimum disposal is made possible. The degree to which a student has academically performed within his/her each grade year and education level is written in the student's school record, to be later reflected as core material for decision-making on student placement, school entrance and selection screening. At high schools in particular, school records that contain students' three-year academic history provide evidence of school grades and extracurricular activities as reference material for university admission screening.

46. Since expanding the National Assessment of Educational Achievement in 2008 to a nationwide scale, the system has seen some major changes in terms of the period, subjects, targets and length of assessment. The assessment period has moved from October to July so as to secure more time to provide individual students with supplementary education. At the high school level, 2nd graders are now placed under assessment, and the subjects of assessment limited to only Korean, mathematics and English, in line with preparations to operate an elective-centered curriculum. Subject areas for the assessment of primary 6th graders have been reduced to Korean, mathematics and English starting 2011. Middle school 3rd graders continue

to be assessed across all five subjects of Korean, mathematics, social studies, science and English. In recent years, noticeable changes have taken place with regard to the results utilization of student assessment carried out by metropolitan/provincial offices of education and the central government. The ratios of regional or school achievement levels are being disclosed to the public, leading to active education policies aimed at raising the educational capacity of schools that have a high ratio of students who lack basic academic ability. For example, results are tied with measures to improve teaching-learning methodology so that teachers may responsibly instruct basic academic ability, as well as with supplemental programs for individual students. In the future, results are also expected to provide basic data for academic ability enhancement policies and school assessment. This will provide useful information for students as they seek to identify their specific supplementation needs for improved academic performance. For teachers, assessment results serve as basic data to assist their instruction for students on academic aptitudes and counseling on future school enrollment plans. Results also enable better understanding of student achievement levels by school and region, thus serving as evidence material to enhance the accountability of educational institutions. The advantages of results usage being as such, the government has ordered that the ratios of student achievement levels be disclosed at individual schools starting with the 2010 National Assessment of Educational Achievement, in line with the Special Act on the Information Disclosure of Educational Institutions.

47. In order to help prospective teachers acquire basic knowledge and expertise in assessment, teacher's colleges and universities of education, which nurture the skills of primary and secondary school teachers, offer courses on educational evaluation. At these higher education institutions, curriculum and evaluation studies are provided for all subject areas. Within the general field of education, subjects such as educational evaluation, measurement and assessment of education, education research methodology, psychological examination, educational statistics and psychological measurement are provided as compulsory or optional courses for prospective teachers. Educational contents include the basic concept of educational evaluation, classification and types of assessment, principles and practice of evaluation test writing, principles and planning of performance evaluation, quality of test items, basic statistical analysis, results utilization, and general classroom and student assessment. For incumbent teachers, in-service training on educational assessment is provided as part of the training framework so as to assist their expertise enhancement.

48. The active utilization of the National Assessment of Educational Achievement(NAEA) is a representative example of feeding back assessment into policy development. NAEA results are used as ground data to understand how well the current curriculum has been incorporated in schools and what problems exist, leading to efforts to revise or improve the quality of the national curriculum. Results are also reflected when developing new curricula by assisting decision-making on the scope, sequence, continuity and difficulty levels of the curriculum. As a practical policy that put NAEA results into use, the Ministry of Education, Science and Technology(MEST) announced in 2008 a plan to support schools that have a dense population of students who lack basic academic ability, based on NAEA results. In June 2009, the ministry designated such schools as 'target schools in need of academic ability enhancement(a new name has been given to these schools in 2011: 'creative management schools that pursue academic ability enhancement')' and set forth a basic plan to enhance the teaching capability of schools and minimize the number of academically incompetent students. Starting 2011, the

ministry intends to draw from NAEA results to identify and support schools that have a high population of students who lack basic academic ability, and provide incentives or require the accountability enhancement of local educational authorities and schools according to the degree of NAEA results improvement(MEST, 2009). The plan is a specific policy strategy of the ministry, drawn from a survey among metropolitan/provincial offices of education on their demand for practical NAEA results utilization. Such results utilization offers mutual feedback between individual students, parents, schools and local educational authorities. It also enables a continuous monitoring of how education policies set forth by the government(ministry, government-funded research institutes, etc.) are actually being implemented at school sites.

## **7. Other types of evaluation and assessment**

49. Other evaluation schemes conducted to improve school outcomes include the evaluation of metropolitan/provincial offices of education provided by the Ministry of Education, Science and Technology, the appraisal of principals, and the evaluation of financial subsidy programs for schools. The ministry has been evaluating metropolitan/provincial offices of education since 1996 with the aim of raising the accountability of the offices and inducing their voluntary efforts for educational development by prompting sound competition. The purpose of evaluation can be understood in the same context as the operation of the autonomous local education system.

50. Two review systems are in place for the appraisal of principals: the Evaluation for School Management, which a number of metropolitan/provincial offices of education have started to conduct in recent years, and the Principal Appraisal for Professional Development, which is carried out at all metropolitan/provincial offices of education starting 2010 as part of the Teacher Appraisal for Professional Development. As of February 2010, six out of the 16 metropolitan/provincial offices of education are currently conducting or have announced plans to conduct the Evaluation for School Management. The Busan Metropolitan City Office of Education initiated the appraisal in 2009, the first in the country to do so. It will be followed by the Seoul, Daegu, Gyeongbuk and Gyeongnam offices in 2010. The Chungbuk office has announced plans to start appraisal in 2011. The purpose of the Evaluation for School Management is to ‘strengthen the accountability of principals.’ The purpose of the Principal Appraisal for Professional Development is to ‘raise the capability of principals for professional work performance and educational activity support.’ The two appraisal systems are very likely to expand in the future.

51. Aside from the basic educational expenses given by the central government and local educational authorities, primary and secondary schools can apply for public subsidies by being selected as beneficiary institutions of various educational support programs provided by the central government or local educational authorities. Representative subsidy schemes currently in place are the Project to Assist After-school Programs, Support Project to Designate Classrooms by Subject, Project to Support Schools with No Private Tutoring, and Project to Aid Target Schools in Need of Academic Ability Enhancement. Selected schools receive level-differentiated subsidy according to evaluation results. In addition, schools receive expenses for government programs for which they are designated as pilot schools or demonstration schools.

52. Considering that schools and their members are placed under various types of evaluation and assessment, it is necessary to ensure that the school members fully reach their original goals of education and are not overburdened by excessive preparation for evaluation. Streamlining is also required at schools, since the data that schools constantly collect, organize and manage to provide for the School Information Disclosure System and National Education Information System actually overlap with the evaluation material in many cases. As various evaluation and assessment frameworks and related data collection system are likely to be linked, a policy perspective is required to reduce teachers' workload.





# 1. The School System

## 1.1 Major features

### *Basic structure of school education*

1. The 6-3-3-4 education system that was first adopted in 1951 continues to compose the basic structure of Korean school education, with no major changes having occurred to date. Under the revised curriculum of 2009 which will be applied in schools starting 2011, the national common basic curriculum which currently spans from grade 1 to 10 will be changed into a common curriculum which applies to all students from grade 1 to 9. This comes as part of government efforts to further raise consistency between the school system and the curriculum.

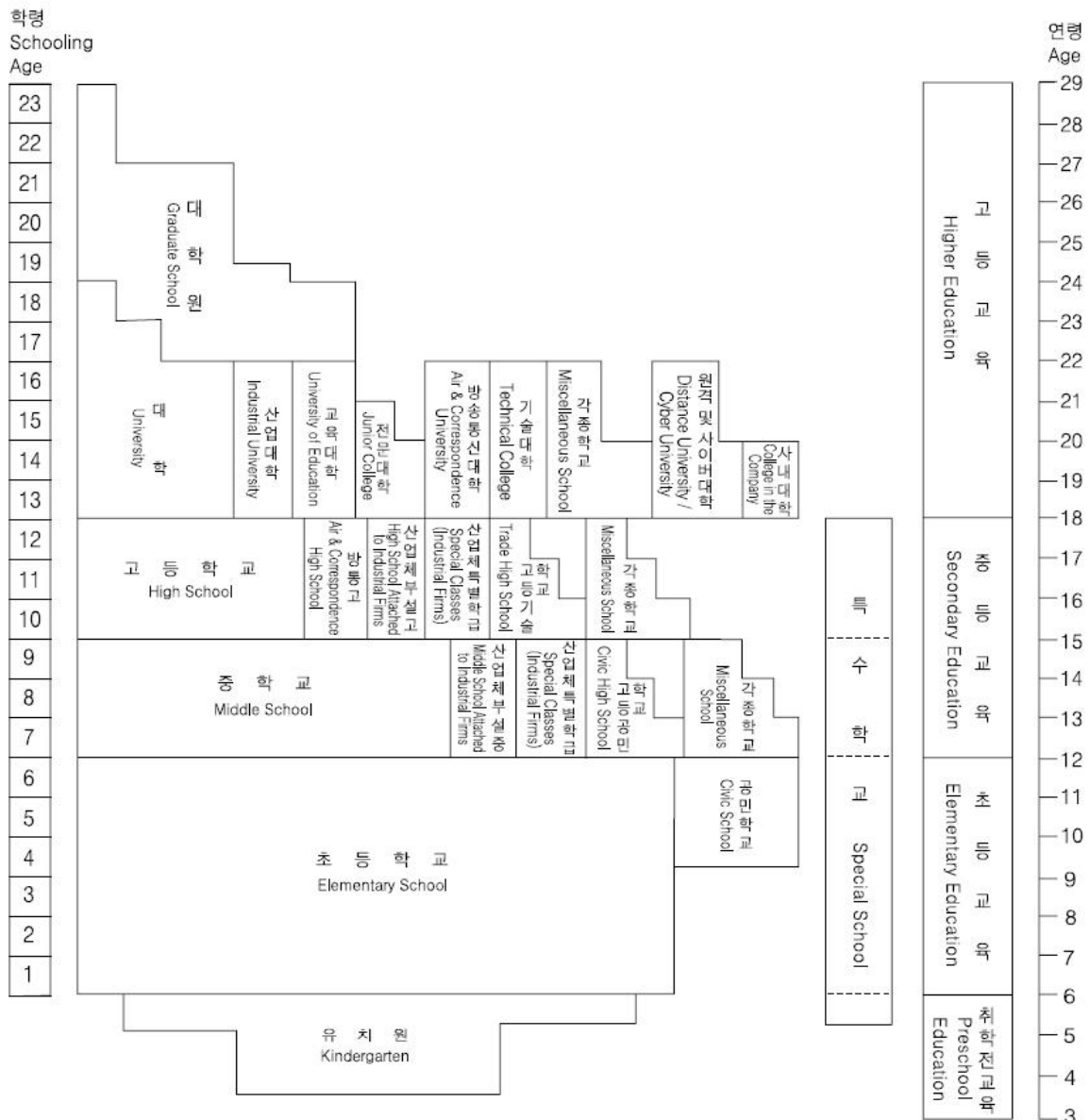
### *Trends of change*

2. Though the school system of Korea remains consistent, new types of high schools are being introduced into the system. The government is implementing a ‘project to diversify 300 high schools’ in a bid to diversify school education and grant expanded autonomy. The three diversified types of high school currently pilot operated are ‘public boarding high schools’(which are designated among schools located in underdeveloped agricultural regions, small and medium-sized cities and large cities, and provided with facility assistance to accommodate 80% or more of enrolled students in on-campus school dormitories), ‘Meister high schools’(which are designated among vocationally specialized high schools to operate with eased regulations on curriculum and teacher appointment, and are financially subsidized to provide students with free tuition, foreign language education, overseas training programs and support for employment/advancement into higher levels of education), and ‘self-financed private high schools’(which are designated among private high schools and granted full autonomy in school operation, and are in turn required to be evaluated by students and parents). In introducing these new types of schools, the government’s policy aim is to move away from uniform high school provision and instead bring diversity into the system.

## 1.2 The current school system

### Types of schools

3. The providers of primary and secondary education are generally divided into primary schools, middle schools, high schools and special schools. Further classified, the system consists of primary schools, civic schools, middle schools, miscellaneous schools, civic high schools, general high schools, vocational high school, air & correspondence high schools, trade high schools, high schools affiliated to industrial firms, and special schools.



[Figure 1] The school system of Korea(Source: MEST, KEDI, 2009)

The purpose of primary schooling is to provide basic education required for people's everyday lives; middle schools aim at providing secondary education on top of the basic education acquired at the primary level; and high schools set it a core objective to provide further secondary education as well as basic professional education. The purpose of special

schools is to assist students who have physical, mental or intellectual disabilities and are in need of special education, by providing them with education equivalent to primary, middle or high school education and to educate them on the knowledge, skills and social adaptation techniques required for practical everyday life. Students graduating from middle school usually prefer to move on to general high schools. But students are also open to the choice of advancing to vocational high schools, should they intend to locate employment right after high school graduation or they wish to advance to junior college and secure a better chance for employment.

#### ***Distribution of students and teachers by type and level of school***

4. The status of Korea's primary schools, middle schools, high schools and special schools as of 2009 are shown in <Table 1>.

<Table 1> Distribution of students and teachers by type and level of school

|                        | No. of schools |       | No. of classes/<br>departments | No. of students | No. of teachers | No. of entrants and graduates |                  | No. of students per class | No. of students per teacher |
|------------------------|----------------|-------|--------------------------------|-----------------|-----------------|-------------------------------|------------------|---------------------------|-----------------------------|
|                        |                |       |                                |                 |                 | No. of entrants               | No. of graduates |                           |                             |
| Primary school         | 5,829          | (374) | 124,892                        | 3,474,395       | 175,068         | 469,592                       | 657,402          | 27.8                      | 19.8                        |
| National               | 17             | -     | 388                            | 10,667          | 526             | 1,698                         | 1,826            | 27.5                      | 20.3                        |
| Public                 | 5,737          | (374) | 123,047                        | 3,419,336       | 172,705         | 460,401                       | 648,159          | 27.8                      | 19.8                        |
| Private                | 75             | -     | 1,457                          | 44,392          | 1,837           | 7,493                         | 7,417            | 30.5                      | 24.2                        |
| Middle school          | 3,106          | (38)  | 58,396                         | 2,006,972       | 109,075         | 652,115                       | 674,864          | 34.4                      | 18.4                        |
| National               | 9              | -     | 187                            | 6,354           | 387             | 2,039                         | 2,203            | 34.0                      | 16.4                        |
| Public                 | 2,447          | (38)  | 47,540                         | 1,637,391       | 89,036          | 533,237                       | 548,722          | 34.4                      | 18.4                        |
| Private                | 650            | -     | 10,669                         | 363,227         | 19,652          | 116,839                       | 123,939          | 34.0                      | 18.5                        |
| General high school    | 1,534          | -     | 41,403                         | 1,484,966       | 88,997          | 507,349                       | 424,888          | 35.9                      | 16.7                        |
| National               | 14             | -     | 334                            | 11,012          | 759             | 3,681                         | 3,383            | 33.0                      | 14.5                        |
| Public                 | 862            | -     | 22,533                         | 802,651         | 49,502          | 278,913                       | 219,848          | 35.6                      | 16.2                        |
| Private                | 658            | -     | 18,536                         | 671,303         | 38,736          | 224,755                       | 201,657          | 36.2                      | 17.3                        |
| Vocational high school | 691            | -     | 16,121                         | 480,826         | 36,077          | 163,137                       | 151,410          | 29.8                      | 13.3                        |
| National               | 5              | -     | 183                            | 5,269           | 456             | 1,705                         | 1,748            | 28.8                      | 11.6                        |
| Public                 | 403            | -     | 8,635                          | 247,529         | 19,827          | 84,723                        | 76,466           | 28.7                      | 12.5                        |
| Private                | 283            | -     | 7,303                          | 228,028         | 15,794          | 76,709                        | 73,196           | 31.2                      | 14.4                        |
| Special school         | 150            | -     | 3,631                          | 23,720          | 6,793           | 7,596                         | 7,748            | 6.5                       | 3.5                         |
| National               | 5              | -     | 173                            | 1,056           | 346             | 332                           | 346              | 6.1                       | 3.1                         |
| Public                 | 55             | -     | 1,654                          | 10,652          | 3,047           | 3,532                         | 3,593            | 6.4                       | 3.5                         |
| Private                | 90             | -     | 1,804                          | 12,012          | 3,400           | 3,732                         | 3,809            | 6.7                       | 3.5                         |

Source: 2009 Statistical Yearbook of Education

- Note: 1) Primary school entrants include those who enter school at early age.  
 2) Special school graduates include those who complete related courses in primary school, middle school and high school.  
 3) The number of schools in brackets( ) indicate branch campuses, and are not included in the total school number.  
 4) Number of students per school=the number of enrolled students/number of classes (※Difference with the OECD standard: OECD data for primary school include the number of primary schools and civic schools, and excludes special classes at primary schools, while Korean data

include the number of special classes at primary schools. OECD data for middle school include the number of middle schools, civic high schools, miscellaneous schools(middle school level), and excludes special classes at middle schools, while Korean data include the number of special classes at middle schools)

- 5) Number of students per teacher=the number of enrolled students/number of teachers (※Difference with the OECD standard: OECD data focus on the number of classroom teachers who instruct students. Korean data count classroom teachers, managerial groups including principals and vice-principals, and also non-teaching professionals)

Schools in Korea are divided into national schools that are established and managed by the central government, public schools that are established and managed by local governments(which are again divided into municipal schools and provincial schools according to the founder), and private schools that are established and managed by school juridical persons or private individuals. These various types of schools are located across more than 80% of the country's metropolitan cities, small and medium sized cities, and rural towns.

### ***The governance structure of education***

5. As of 2010, the central government office overseeing the education sector is the Ministry of Education, Science and Technology(MEST) which was launched in 2008 by integrating two former separate bodies: the 'Ministry of Education and Human Resources Development' and the 'Ministry of Science and Technology.' MPOEs are located in seven cities and nine provinces to oversee local educational administration. The ministry is responsible for establishing and implementing national policies for school education, higher education, and science and technology R&D(refer to the organizational structure included in the appendix). Based on the ministry's central policy plan, MPOEs set up and implement policies for local school education and provide support for schools within their jurisdiction(refer to each MPOE's current status of students, teachers and schools provided in the appendix). Research institutes such as the Korean Educational Development Institute(KEDI), Korea Institute for Curriculum and Evaluation(KICE), Korea Research Institute of Vocational Education and Training(KRIVET), Korea Education and Research Information Service(KERIS) and National Institute for Lifelong Education(NILE) support the central government, MPOEs and schools with policy research and project implementation. At the regional level, local education offices and education & science information research institutes exist under MPOEs to support schools. Individual schools are run under the responsibility of the school principal. But in recent years, teachers and parents are involving more deeply in school management through school councils and other routes.

### ***Components and distribution of educational finance***

6. Korea's educational finance can be explained by the three structural components of resource, account and cost. Each structural component forms an integral part of the country's educational finance framework(Gong, Eun-bae, et al., 2007). When closely analyzing how the education budget flows from the central educational administration body down to each school's spending, a slight difference is revealed according to school type. National schools operate on personnel fees and operational costs that are subsidized by the Ministry of Education, Science and Technology, which supervises and inspects the schools. National schools also draw expenses from facility costs and user fees. Public schools run on personnel fees, operational expenses and facility costs subsidized by metropolitan/provincial offices of education, personnel

fees covered by local governments, and user fees. Resources of the MPOEs of education primarily consist of the government's local education subsidy, support from the national treasury, and the offices' revenues. Private schools are basically financed by subsidy from metropolitan/provincial offices of education(since 1974, when the high school equalization policy was introduced to resolve the problem of excessive competition for high school admission, the government has been subsidizing private schools and placing students, and in turn private schools have not selected students on their own. As an exception, self-financed private high schools do not receive government subsidy), and the financial coverage of school foundations including usage fees, commission, transfer, carry-over, revenue of previous years, reserves and loan. Additional costs are provided by the beneficiaries. In sum, when classifying primary and secondary school budgets into basic operational expenses (personnel fees, operational costs, facility costs) and user fees, national schools and public schools receive basic operational costs in subsidy by the central educational administration office and local education authorities, respectively, which in turn supervise and inspect the schools. Other financial needs are met by user fee provision. Private schools are also subsidized by local education authorities with personnel fees and others funding sources. With the exception of a portion of private schools that compose a large part of their budgets with fund transfers from school foundations, most private schools receive a considerable size of financial support from the national treasury.

#### ***Procedure for school curriculum development***

7. In the first step of school curriculum development, the Ministry of Education, Science and Technology develops a national basic curriculum and disseminates it to the metropolitan/provincial offices of education. The education offices then compose a set of 'guidelines for the formulation and operation of the school curriculum' which are tailored to regional characteristics and needs, and distributed to schools. Based on the guidelines, each school then formulates and operates its own curriculum. The national curriculum for primary and secondary school is currently composed of 10 years of national common basic curriculum and 2 years of elective curriculum. But with the curriculum revision of 2009, the common basic curriculum period has been adjusted to 9 years(1st grade primary school-3rd grade middle school), and the elective curriculum period has changed to 3 years(1st-3rd grade high school). The change will be applied at schools step-by-step starting in 2011. Occasional revisions of the national curriculum are planned and carried out by the ministry in order to set optimum educational objectives for each school level(MEST, 2009). For example, in the 2009 curriculum revision, the ministry had found it necessary to adjust the common curriculum period(1st grade primary school-3rd grade middle school) so that the years concur with Korea's compulsory education period. The 'common curriculum(previously the 'national common basic curriculum')' elucidates the subject courses and instruction hours that all Koreans must fundamentally complete. Governmental responsibility for providing the people with basic education spans across this fixed 9-year common curriculum period, from primary to middle school. At the high school level, an elective curriculum is provided to tailor each student's academic or career path needs.

### ***Teacher development***

8. A teacher's certificate is required in order for a person to become a primary or secondary school teacher in Korea. All primary school teachers are all educated at universities of education. Secondary school teachers are nurtured either by a teacher's college, college of education's teacher training program at a general 4-year university, or graduate school of education. Those who complete the required teacher training courses and graduate from either of the three institutions can obtain a teacher's certificate that is conferred by the Minister of Education, Science and Technology. After obtaining a primary or secondary teacher's certificate, those who wish to become employed at a school must either pass a national/public school teacher appointment examination administered by the metropolitan/provincial office of education, or either undergo a teacher appointment procedure at a private school. In other words, the right to personnel management including teacher appointments rests with metropolitan/provincial offices of education (consigned by the ministry) at national/public schools, and with school foundations at private schools. As for the national/public teacher appointment examination, the whole process of developing questions, printing examination instruments and grading was previously undertaken by consultative bodies composed of metropolitan/provincial offices of education. The process is now consigned to the Korea Institute for Curriculum and Evaluation (KICE), an educational research institute under the Ministry. In terms of employment status, national/public school teachers are civil servants, but private school teachers are not. Regardless of the status difference, however, both national/public school teachers and private school teachers share a similar social recognition and wage rate.

### ***Representative school policies in effect***

9. The two prioritized directions for school policy at present are to 'expand school autonomy' and 'decentralize education to the local level.' A local self-governing system has been in place across the country since 1991, and a direct election system has been run since 2006 to elect superintendents of metropolitan/provincial offices of education (the previous indirect system under which superintendents were elected through the vote of school council members was switched to a direct election system by residents following the revision of law in December 2006). As one of the most important policy plans for the current administration, strong steps are being taken to enlarge school autonomy based on decentralization. This is grounded on government recognition that the process of decentralization is lagging in the education sector, and that decentralization efforts are not being practically linked to school autonomy expansion initiatives. The government has therefore set it a core national agenda to promote 'substantial decentralization and autonomy of local education' (MEST, 2008). This means that the ministry is delegating rights to policy making and implementation regarding primary and secondary education to metropolitan/provincial offices of education and schools. Deregulation procedures are being carried alongside so as to provide a legal foundation for educational autonomy and self-governance, and to bring diversification into the education sector. Side by side with school autonomy expansion efforts, the government is also reinforcing the function of consultative meetings held between superintendents of metropolitan/provincial offices of education. The consultative meetings are being imposed an increasingly stronger role of discussing and coordinating key deregulation policies including financial autonomy and personnel/organization/quota management. At the same time, a School Information Disclosure System, Teacher Appraisal for Professional Development, school evaluation and other schemes are in place to ensure accountability in the process of expanding school autonomy.

## **2. The Framework for Evaluation and Assessment**

### **2.1 Current approach**

#### *Outline of the framework for educational evaluation*

10. Korea's framework of educational assessment and evaluation to improve school outcomes consists of system evaluation, school evaluation, teacher appraisal, student assessment, and their relation with other evaluation and assessment policies. System evaluation includes a comprehensive diagnosis of problems that are identified over the course of establishing education policies, advancing the education system, and revising the curriculum. System evaluation also covers the activity of planning improvement measures for such problems. School evaluation has been conducted autonomously by metropolitan/provincial offices of education since 2006, by use of around ten common indicators. Teacher appraisal includes the three components of Teacher Appraisal for Performance, Teacher Appraisal for Professional Development, and Performance-based Incentive System. Student assessment is carried out at two levels. At the national level, the central government conducts a National Assessment of Educational Achievement. At the local level, metropolitan/provincial offices of education conduct a Subject Learning Diagnostic Test and a Combined Achievement Test. In addition, all metropolitan/provincial offices of education are assessed by the Ministry of Education, Science and Technology. Some metropolitan/provincial offices of education also conduct an appraisal of school principals. School subsidy programs, which are administered by the central government and local education authorities, are each placed under performance evaluation, which are often fed back into making decisions regarding subsidy continuance or subsidy amounts.

#### *Overview of the evaluation and assessment systems*

11. Within Korea's evaluation framework, individual students and teachers are assessed through the National Assessment of Educational Achievement and Teacher Appraisal for Professional Development, respectively. Schools are reviewed by the school evaluation system. There exists no separate administrating body for the evaluation of the school system at large. Instead, academic societies, research institutes and the government assess the overall school system when undertaking procedures to develop education policies and publish the decennial history of Korean education. At the local level, evaluation boards are set up to evaluate metropolitan/provincial offices of education. When needed, metropolitan/provincial offices of education autonomously conduct an Evaluation for School Management. The targets, evaluators and administrators of each evaluation system are tabled below:

<Table 2> Competencies and implementing bodies of evaluation and assessment

| Targets of evaluation                        | Name of system                                             | Competencies authorized to conduct evaluation | Evaluator                                                                                                                                                                            | Administrator                                                                      |
|----------------------------------------------|------------------------------------------------------------|-----------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------|
| Students                                     | Teachers' evaluation of students*                          | Teacher                                       | Teacher                                                                                                                                                                              | Teacher                                                                            |
|                                              | National Assessment of Educational Achievement             | MEST                                          |                                                                                                                                                                                      | KICE                                                                               |
|                                              | Subject Learning Diagnostic Test                           | Metropolitan/provincial office of education   |                                                                                                                                                                                      | Relevant metropolitan/provincial office of education                               |
|                                              | Combined Achievement Test                                  | Metropolitan/provincial office of education   |                                                                                                                                                                                      | School                                                                             |
| Teachers                                     | Teacher Appraisal for Performance                          | MEST (common criteria applied nationwide)     | Principal, vice-principal                                                                                                                                                            | School                                                                             |
|                                              | Performance-based Incentive System                         | MEST                                          | Review committee for performance-based incentives                                                                                                                                    | School                                                                             |
|                                              | Teacher Appraisal for Professional Development             | Metropolitan/provincial office of education   | Principal, vice-principal, peer teachers, students, parents                                                                                                                          | Metropolitan/provincial office of education                                        |
| Principal                                    | Performance-based Incentive System                         | MEST (common criteria applied nationwide)     | Review committee for performance-based incentives                                                                                                                                    | Metropolitan/provincial office of education                                        |
|                                              | Teacher Appraisal for Professional Development             | Metropolitan/provincial office of education   | Vice-principal, teachers, parents                                                                                                                                                    | School                                                                             |
|                                              | Evaluation for School Management                           | Metropolitan/provincial office of education   | Local office of education, metropolitan/provincial office of education                                                                                                               |                                                                                    |
| School                                       | School evaluation                                          | MEST                                          | Evaluation board set up by local education offices and metropolitan/provincial offices of education (composed of teachers, university faculty, etc.)                                 | Metropolitan/provincial office of education; KEDI supports work related evaluation |
| Metropolitan/provincial offices of education | Evaluation of metropolitan/provincial offices of education | MEST                                          | Evaluation board set up by MEST (composed of researchers, university faculty, etc.)                                                                                                  | KEDI                                                                               |
| School system                                | Not named/designated                                       |                                               | School system evaluation is substituted by a comprehensive diagnosis of national educational policies and the central government's periodic publication of Korea's education history |                                                                                    |

\*Refers to all forms of student assessment that teachers conduct within school boundaries.



### ***Collection and management of data for evaluation and assessment***

12. Data collection and management for evaluation and assessment is provided by the National Education Information System (NEIS), School Information Disclosure System, and statistical surveys of education. Educational evaluation is closely linked with these three data systems as explicated below. The linkage is enabled by a high possibility of data usage drawn from shared contents usage and advanced information technology.

#### ***National Education Information System (NEIS)***

13. The National Education Information System (NEIS) comprises three types of data services: academic affairs administration, general school administration, and information provision for parents. The 'academic affairs administration service system' was launched in March 2006 by separating 3 out of all 27 NEIS data bases - academic/student affairs, admission, and health care. The system is intended at providing convenience for teachers in their undertaking of administrative duties and strengthening NEIS' function of educational support. The 'general school administration service system', initiated in November 2002, provides data for all 16 metropolitan/provincial offices of education, 182 local education support offices, and administration offices at schools. Service menus include personnel management of teachers, personnel management of non-teaching employees, wage, civil appeals, qualification examination for school enrollment, lifelong education, school foundation, budget, accounting, school accounting, property, facility, commodity, property registration, inspection, planning, press relations, judicial affairs, emergency planning and system management. The 'parent information service system' enables review of student and school information such as students' school records, academic grades and attendance, and the school curriculum and calendar. Parents are able to access their children's information online for the academic year concerned.

#### ***Educational Information Disclosure System***

14. The government has been running an Educational Information Disclosure System since 2008 pursuant to the Special Act on the Information Disclosure of Educational Institutions and its Enforcement Decree, in order to secure the parental right to be accurately informed, promote academic/policy research, induce parental input in school education, and raise effectiveness and transparency in educational administration. As stated in the Special Act, the system works to actively inform and provide data on school operation and educational environments via information and communication networks and other devices, even before any data are made public or there is any request to disclose data. The system is named the 'School Information Disclosure System' for primary and secondary school levels, and 'University Information Disclosure System' for the higher education level. As of March 2010, information regarding students, teachers/faculty, budgets and settlement of school accounts are publicly accessible through the system. In addition, the government plans to disclose results of the National Assessment of Educational Achievement starting November 2010 and results of the Teacher Appraisal for Professional Development (in average grades) starting February 2011, via the online system.

#### ***Statistical survey of education***

15. The statistical survey of education reviews and analyzes basic education and administration activities carried out across the whole sectors of pre-primary school, primary school, middle school, high school, special school, miscellaneous school, junior college, university, graduate school, and educational administration authorities (MEST, metropolitan/

provincial offices of education, local offices of education). Survey results are reflected upon when formulating education policies and provided as data for educational research. Survey items for schools include school status, teacher status(appointment, second academic major, subject instruction, teacher training attendance, instruction of autonomous activities), and facility status(school paper, energy usage, buildings, classrooms by usage purpose, air conditioning and heating system, gym). Survey results are not disclosed at the individual school level, but are disclosed at the metropolitan/provincial level through a statistical yearbook. Metropolitan/provincial offices of education are surveyed on the statuses of their educational institutions, possession of ships for field practice, operation of the teacher appointment examination, issuance of teacher's certificates, in-service training, teacher training, public libraries, qualification examination for school enrollment, secondary schools affiliated to industrial firms, school-type lifelong education institutions, private education institutes and reading rooms, student halls, number of school-age children, and study abroad students. Survey results are utilized as basic data when developing policies for educational administration, proceeding with legislation for education, setting up/and closing schools, establishing teacher development plans and searching for solutions to current educational issues. Data are also used as standard material to estimate the distribution of educational finances and expenses. In addition, the data provide material for comparison with other international statistics, general administrative purposes, educational research, and information for the private sector.

***Accessing the data systems***

16. The three data systems above are not intended as a tool for evaluation, but offer a considerable amount of data required for educational evaluation. The Educational Information Disclosure System offers data of all schools nationwide through its 'school information' website at <http://www.schoolinfo.go.kr>. Results of the statistical survey of education are viewable online at <http://cesi.kedi.re.kr>, which provides tools to read and download statistical yearbooks and analytical material. NEIS computerizes school administrative work and provides parents with data services through which they may better understand their children's school lives. The three systems are linked together so that data from one system may be directly viewed from another system.

***Operating the data systems***

17. The targets of data collection, extent of information disclosure, authority for data collection and management, and operational bodies for each data system are tabled below:

<Table 3> Systems for the collection and management of educational data

| Name of system                                | Targets of data collection                            | Extent of information disclosure                                                                      | Authority for data collection and management | Operating body                                          |
|-----------------------------------------------|-------------------------------------------------------|-------------------------------------------------------------------------------------------------------|----------------------------------------------|---------------------------------------------------------|
| National Educational Information System(NEIS) | Students                                              | For teachers (in their own administration area), students(personal data) and parents(children's data) | MEST                                         | Korea Education and Research Information Service(KERIS) |
| School Information Disclosure System          | Schools                                               | Open to the whole public                                                                              | Schools                                      | Schools *                                               |
| Basic statistical survey of education         | Schools, Metropolitan/provincial offices of education | Open to the whole public                                                                              | MEST                                         | KEDI                                                    |

\*Operation of the integrated 'school alert' site is consigned by MEST to KERIS.

## 2.2 Context

### *Context of the evaluation and assessment framework*

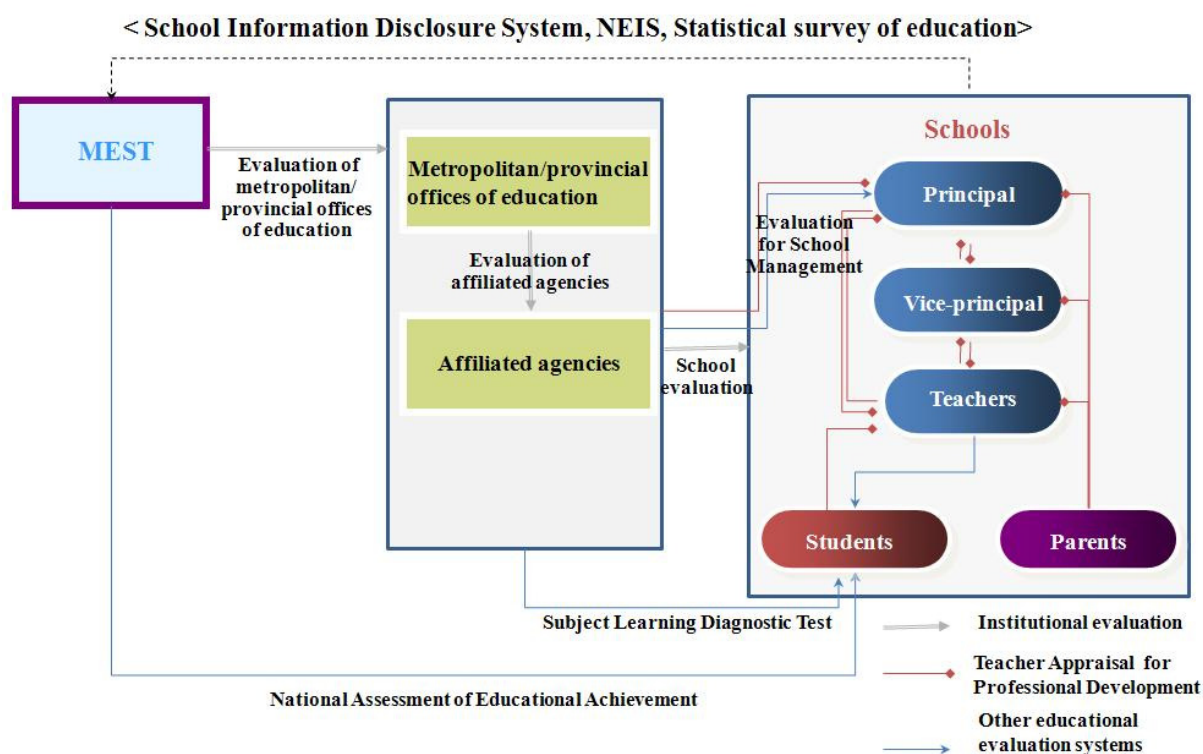
18. Evaluation and assessment systems are heavily affected by the objectives they pursue and by how the results are utilized. The purpose and utilization of each system are shown below:

<Table 4> Purpose and results utilization of evaluation and assessment systems

| Target of evaluation                        | Name of system                                             | Purpose of evaluation                                                                                                                                                                                                                                                                                                                                                  | Utilization of evaluation results                                                                                                                                                                                                                                         |
|---------------------------------------------|------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Student                                     | National Assessment of Educational Achievement             | <ul style="list-style-type: none"> <li>- Identify individual student achievement levels</li> <li>- Empower teaching and learning and raise academic ability</li> <li>- Support the education of students who lack basic academic ability</li> <li>- Provide data to consult when improving the curriculum and providing administrative/financial assistance</li> </ul> | <ul style="list-style-type: none"> <li>- Inform results to individual students for study reference</li> <li>- Provide school-level results to improve the quality of education</li> <li>- Publicize a part of school-level results and the rate of improvement</li> </ul> |
|                                             | Subject Learning Diagnostic Test                           | <ul style="list-style-type: none"> <li>- Diagnose performance levels of subject learning in advance</li> <li>- Distribute a standardized evaluation tool, by which to improve the school evaluation system</li> </ul>                                                                                                                                                  | <ul style="list-style-type: none"> <li>- Identify lagging students and consult data when instructing them</li> </ul>                                                                                                                                                      |
|                                             | Combined Achievement Test                                  | <ul style="list-style-type: none"> <li>- Enhance adaptability to the university entrance examination</li> <li>- Meet student/parent demand for material to consult when advancing to a higher level of education</li> </ul>                                                                                                                                            | <ul style="list-style-type: none"> <li>- Consult data when providing counseling for students' academic progress after graduation</li> </ul>                                                                                                                               |
| Teacher                                     | Teacher Appraisal for Performance                          | <ul style="list-style-type: none"> <li>- Reflect in personnel affairs</li> </ul>                                                                                                                                                                                                                                                                                       | <ul style="list-style-type: none"> <li>- Reflect as personnel data when deciding promotion, transfer, etc.</li> </ul>                                                                                                                                                     |
|                                             | Performance-based Incentive System                         | <ul style="list-style-type: none"> <li>- Reward teachers according to their performance progress and outcomes</li> </ul>                                                                                                                                                                                                                                               | <ul style="list-style-type: none"> <li>- Provide data as the grounds for performance-based payment</li> </ul>                                                                                                                                                             |
|                                             | Teacher Appraisal for Professional Development             | <ul style="list-style-type: none"> <li>- Diagnose and develop professional ability for class instruction and student guidance</li> </ul>                                                                                                                                                                                                                               | <ul style="list-style-type: none"> <li>- Diagnose and raise the professional ability of teachers</li> <li>- Disclose average grade results by school</li> </ul>                                                                                                           |
| Principal                                   | Performance-based Incentive System                         | <ul style="list-style-type: none"> <li>- Reward principals according to their performance progress and outcomes</li> </ul>                                                                                                                                                                                                                                             | <ul style="list-style-type: none"> <li>- Provide data as the grounds for performance-based payment</li> </ul>                                                                                                                                                             |
|                                             | Teacher Appraisal for Professional Development             | <ul style="list-style-type: none"> <li>- Develop principals' professional abilities for school management</li> </ul>                                                                                                                                                                                                                                                   | <ul style="list-style-type: none"> <li>- Diagnose and raise the professional ability of principals</li> </ul>                                                                                                                                                             |
|                                             | Evaluation for School Management                           | <ul style="list-style-type: none"> <li>- Strengthen the educational accountability of principals</li> </ul>                                                                                                                                                                                                                                                            | <ul style="list-style-type: none"> <li>- Reflect as personnel data(to provide benefits or disadvantages for those ranking in the top and bottom 2-3%)</li> </ul>                                                                                                          |
| School                                      | School evaluation                                          | <ul style="list-style-type: none"> <li>- Assess the quality of school education and raise accountability</li> </ul>                                                                                                                                                                                                                                                    | <ul style="list-style-type: none"> <li>- Consult data when carrying out educational activities</li> <li>- Provide data as the grounds for applying administrative/financial measures within the education office of concern</li> </ul>                                    |
| Metropolitan/provincial office of education | Evaluation of metropolitan/provincial offices of education | <ul style="list-style-type: none"> <li>- Secure accountability in operating metropolitan/provincial offices of education and induce voluntary efforts for improvement through sound competition</li> </ul>                                                                                                                                                             | <ul style="list-style-type: none"> <li>- Reflect data when deciding level-differentiated financial support</li> </ul>                                                                                                                                                     |

**Structure of the evaluation and assessment system**

19. Korea’s evaluation systems and data collection/management systems are related to each other as shown below. The Ministry of Education, Science and Technology assesses metropolitan/provincial offices of education, and in turn, the education offices evaluate primary and secondary schools. Local educational authorities self-decide whether to conduct the Evaluation for School Management, and carry out Teacher Appraisal for Professional Development at schools in the form of mutual assessment among the principal, vice-principal, teachers, students and parents. Student assessment consists of teachers’ assessments of students which are autonomously conducted by schools. The National Assessment of Educational Achievement is conducted by the Ministry, and the Subject Learning Diagnostic Test is conducted by the metropolitan/provincial offices of education. Information and data required for evaluation are drawn in portions from the statistical survey of education, NEIS and School Information Disclosure System. Evaluation results are partially announced to the public.



[Figure 2] Systems for evaluation and data collection/management

**Policy trends in evaluation and assessment**

20. Two policy directions are currently given emphasis in Korea’s evaluation and assessment system. First, the government finds a great need to interlink the results of each evaluation system. This is because even though various evaluation systems are in place, the utilization of results is yet ineffective and therefore leads to little practical impact. Accordingly, steps are currently being taken to advance and link the systems together so that policy makers may understand practically what is taking place at school sites, rather than just viewing the outcomes of educational administrative bodies. Second, efforts are increasing to link data collection/management systems with the evaluation systems. Thanks to shared contents usage

and advanced information technology, there is high possibility of actual data utilization. This provides a convenient environment to link data collection/management systems with educational evaluation systems. The ultimate aim is to relate the two different systems and generate synergistic effect for both sides.

#### ***Forms of change in the evaluation systems***

21. Major changes occurring within the evaluation and assessment framework are the nationwide expansion of the National Assessment of Educational Achievement, announcement of the school-level results of the assessment, educational research activation using evaluation results, announcement of each school's average grade level of the Teacher Appraisal for Professional Development, disclosure of school evaluation results, and disclosure of results for the evaluation of metropolitan/provincial offices of education(ranking of offices).

#### ***Significance of the current evaluation system***

22. School evaluation, Teacher Appraisal for Professional Development, and National Assessment of Educational Achievement are conducted at the individual school level. Results are therefore used for individual school purposes as well. The Evaluation for School Management functions as a critical standard when deliberating whether a principal may be reappointed to the position at school. Such school-level evaluation results and procedures can also be utilized both directly and non-directly when assessing local educational authorities. In Korea, the process of evaluation is generally a top-down one, following the educational administration system that flows from the central government to local educational authorities, and again from local educational authorities to individual schools. School evaluation does include student/parent satisfaction surveys, and the evaluation of local educational authorities also includes student/parent/teacher satisfaction surveys. But that makes up less than 10% of the total evaluation points. With the structure being as such, Korea's educational evaluation system bears high relevance as an administrative device for education.

#### ***Context of school system evaluation***

23. School system evaluation is carried out qualitatively and comprehensively, mostly through conferences and research aimed at diagnosing educational issues and establishing relevant policies. This includes an overall diagnosis and problem solution procedure that takes place over the course of the central government's educational policy planning and periodic publication of Korea's history of education. In addition, the National Assessment of Educational Achievement has been conducted among primary 6th graders, middle school 3rd graders(9th graders) and high school 1st graders(10th graders), so as to identify the academic achievement levels of individual students and to lower the rate of students who lack basic academic ability(11th graders have been assessed in addition since 2010). The assessment analyzes how students' academic ability and achievements change by year, thereby providing important data for school system evaluation.

#### ***Features of change in the evaluation and assessment systems***

24. The National Assessment of Educational Achievement(NAEA) is gaining increasing recognition as a central link between the various systems of evaluation and assessment. The introduction of NAEA counters the previous situation where information on academic

achievement, the core evidence of educational outcomes, had not been put to sufficient use. NAEA was launched in 2003 as an equalized national evaluation system and expanded to all schools nationwide starting 2008, enabling a comparative review of how schools and metropolitan/provincial offices of education have performed in the academic year concerned and to what extent their performance has improved from the previous year. The government is promoting the utilization of NAEA results by disclosing school-level outcomes using a three-scale grading system according to achievement levels (moderate and higher, basic, underperforming) that excludes personal data, and also a comparison of improvement from a year earlier (moderate and higher, underperforming). Disclosed NAEA data are utilized in school evaluation. NAEA results and improvement indicators are also reflected when assessing local educational authorities. The measures place the system at the core of Korea's whole framework of educational evaluation and assessment.

### ***Public opinion on system changes***

25. Such system changes are not met without concerns, especially from some teachers' and parents' associations who point out that placing too much emphasis on the results of the National Assessment of Educational Achievement may cast a negative impact on school education, for example curricular operation giving too much weight on test preparation.

### ***Directions for the further development of evaluation systems***

26. The main policy direction is to secure more reliability and objectivity in evaluation. Though at present, there is general agreement on the importance of qualitative assessment, difference exists among evaluators in their estimation of indicators for assessment, which is why evaluation results are often met with distrust. Countering this problem primarily requires the development of professional evaluators, a task that must be backed by long-term planning and continuous efforts. But in the current Korean situation, an increasing emphasis is being placed on evaluation results utilization, and so the proportion of quantitative indicators is growing in each evaluation system.

### ***Development of educational evaluation experts***

27. Educational evaluation experts are being nurtured in two tracks, academics and practical evaluators. As yet, Korea lacks a route for academic experts to develop practical evaluation skills in continuity. The best way to develop both qualities is to first complete a related academic degree at a graduate school, then find employment as a researcher at a research institute or a professor at a university. But in present Korea, evaluators who possess practical evaluation experience mostly do not possess an academic background in evaluation, and have instead accumulated on-site experience in the course of their career. The government is therefore planning long-term policies to compose a pool of professional evaluators for each evaluation system, with aim to nurture a larger number of qualified experts and raise their professional capability.

### ***Impact of evaluation on the school system***

28. It is not always feasible to assess how educational evaluation affirmatively impacts the school system. In most cases, there is difficulty in conducting a direct comparison of improvement before and after evaluation. Such comparison can also be inappropriate at times.

In current practice, the impact of educational evaluation is partially measured through a survey of demands and awareness levels.

### **2.3 Diagnosis of system effectiveness and policy initiatives**

#### ***Diagnosing the effectiveness of student assessment and policy initiatives***

29. Results of evaluation conducted by metropolitan/provincial offices of education and the central government are being utilized in a much wider dimension than before. In the past, educational performance rates of regions and schools were not disclosed to the public. But now, outcomes of the National Assessment of Educational Achievement are made fully accessible for the public, and are also actively utilized in policy planning for schools that show a high proportion of underperforming students. For example, results are reflected in measures to improve teaching-learning methodologies so that teachers may be fully accountable for raising students' basic academic ability. Results are also fed into developing remedial instruction programs for students.

#### ***Diagnosing the effectiveness of teacher appraisal and policy initiatives***

30. Teachers are assessed through the Teacher Appraisal for Performance introduced in 1964 and the Performance-based Incentive System, which was launched in 2001 as a means of enhancing educational quality and raising teacher morale. Adding to these devices, the Teacher Appraisal for Professional Development has been in pilot operation since November 2005 under a goal to counter the major problem found in the two existing systems, namely the low level of effectiveness teacher appraisal generates for practical capability enhancement. Compensating this setback, the new appraisal system informs individual teachers of their strengths and weaknesses and provides related personal information, helping raise their professional ability and maximize organizational effectiveness. The appraisal system has continued to be a social issue over the past five years. More public attention of the system's effectiveness is expected in the coming years, as the government has expanded the pilot operation to all schools nationwide starting 2010 and plans to announce each school's average grade points beginning 2011.

#### ***Diagnosing the effectiveness of school evaluation and policy initiatives***

31. School evaluation helps measure the quality of school education and presents directions for further improvement. However, the system is in need of professional evaluators and an effective feedback tool in Korea. The government is preparing to develop a new model of school evaluation that will improve on these problems. Since a large amount of school-based data are being collected both through the school evaluation system and data collection/management systems, the government seeks to extend usage of information coming from the data collection/management systems as a way of reducing the burden of schools for evaluation and giving more reliability to school evaluation.

#### ***Diagnosing the effectiveness of the school system***

32. System evaluation does not constitute Korea's institutional framework of educational evaluation and assessment. But as part of procedures to publish the history of Korean education, which has been carried out every ten years since government establishment, core

education policies and systems are being regularly reviewed by the academic sector, research institutes and the government. Education policies are also placed under assessment in time with government change. The education system is assessed as well through participation in OECD research programs and others.

### ***Personnel groups that develop evaluation policies and systems***

33. A large portion of high-ranking personnel who take direct part in developing evaluation systems and policies, including the Minister of Education, Science and Technology and senior secretaries to the President, come from a career background of university faculty or president. In small steps, teachers and parents are also increasing their participation in system and policy development procedures.

34. Evaluation and assessment frameworks that are experiencing continuing change in current Korea, namely the Teacher Appraisal for Professional Development and the National Assessment of Educational Achievement, are in the face of strong resistance from teacher trade unions including the Korean Teachers and Education Workers' Union, Korean Union of Teaching and Education Workers, and Korea Liberal Teachers' Union. After developing the Teacher Appraisal for Professional Development in 2006, a special consultative board had been temporarily operated to discuss how the system should be implemented. The consultative board was composed of government officials, parents, representatives of teachers' associations and unions, and researchers. For the National Assessment of Educational Achievement, which regularly evaluates all primary and secondary schools every three years, a steering committee is run with the participation of school inspectors/supervisors from metropolitan/provincial offices of education, ministry officials in charge of school evaluation, and staffs responsible for school evaluation support programs at the Korean Educational Development Institute(KEDI) who oversee support programs for school evaluation. In terms of system evaluation, the Presidential Advisory Council on Education, Science and Technology is operated pursuant to the Act on the Presidential Advisory Council on Education, Science and Technology so as to offer policy advice on education, human resources development, and science & technology innovation. The council is composed of experts in related sectors including university presidents and faculty, researchers, primary and secondary school teachers, parent representatives, and media personnel.

### ***Recent issues in educational evaluation***

35. A recent issue that has risen in Korea regarding educational evaluation is the 'utilization of evaluation results.' That is, to what extent student assessment results are being fed back into instructing students and improving school outcomes, how well teacher appraisal results are being used to develop the professional ability of teachers, and whether schools are effectively using school evaluation results to provide more support and improve education. Another issue of interest is the 'reliability of evaluation results,' as this factor closely affects the degree of results utilization. Accordingly, increasing weight is being attached to developing objective evaluation data and criteria, rather than relying on the subjective opinion of evaluators. That evaluation and assessment are being given more emphasis in the education sector means that teachers, schools and local educational authorities are being demanded of higher levels of accountability. In Korea, the central government has taken to delegating a large portion of its educational administrative rights to local governments, and at the same time working to secure accountability from the side of local governments by strengthening the



educational evaluation system. Compared to the western culture of education, Korea's education sector has up to now placed less emphasis on the 'accountability' factor. This is why the government's newly weighted focus on educational evaluation is being received as a huge change for the country.

***Priority policies for evaluation***

36. The government's priority in evaluation and assessment is to raise the accountability of schools, with focus on performance indicators. This policy interest has given new and important light to the National Assessment of Educational Achievement. The government is also concentrating a depth of policy efforts to settle in and advance the Teacher Appraisal for Professional Development to achieve those outcomes.

### 3. System Evaluation

#### 3.1 Current status of system evaluation

##### *School system evaluation*

37. The Constitution of the Republic of Korea, established on July 17, 1948, stipulates the principles of equal educational opportunity and compulsory primary education for all Korean people. It also states that all educational institutions shall be placed under the supervision of the state, and that education systems shall be founded by law. Pursuant to the Constitution, the Education Act was promulgated on December 31, 1949 as law No. 86, which was later revised to the Education Act of law No. 178 on March 20, 1951. The 6-3-3-4 school ladder system that was established at the same time with the revision formed the basis of Korea's education system which pertains to this day. This framework of 6-3-3-4 has seen no major change over the decades, with occasional alterations and new policies being inserted within the system including new advancement routes to higher levels of education, new systems of teacher development and appointment, expansion of autonomy for school operation, and diversification of high school types. Since the backbone of the education system remains unchanged, no regular evaluation of the school system is conducted as a whole. Instead, there exist macro approaches by which to diagnose problems identified in the system and to make improvements.

##### *Macro assessment of the education system*

38. Since the Korean government's establishment in 1945, the history of Korean education has been published approximately every ten years, over the course of which academics, research institutes and the government conduct evaluation of major education policies and systems. Materials published so far are the *Thirty Years of Korean Education*(Korean National Mother's Association Press, 1997), *Forty Years of Education*(Ministry of Education, 1988), *Forty Years of Korean Education*(special planning team for government press briefing, 2007), and *History of Education for Fifty Years:1948-1998*(50-Year Education History Compilation Committee, 1998). In addition, the Ministry of Education, Science and Technology is currently working to publish a history compilation of *Sixty Years of Korean Education*. School system evaluation also takes place during government changes, when the previous administration's education policies are reviewed and assessed. Major education policies are also assessed at about mid-term and towards the end of a President's term in office, during which the school system as a whole is usually evaluated.

39. The Presidential Commission on Educational Innovation, in operation from February 1994 to February 1998, proposed in 1995 to introduce a regular evaluation of student's academic ability, schools, educational institutions, and curriculum formulation and operation, as a device for quality assurance in the curriculum. Evaluation systems were initiated for each sector accordingly, which formed the basis for the framework of student assessment, school evaluation, evaluation of metropolitan/provincial offices of education, and curriculum evaluation that exists today. In 2002, the Basic Act on Human Resources Development was promulgated, allowing for the establishment of a National Human Resources Committee which began to survey, analyze and assess the human resources development policies of government ministries. The Act was however abolished with the launching of the Lee Myung Bak government in

2008, leading to discontinuity in the national evaluation of human resources development policies. In 2007, a Special Act on the Information Disclosure of Educational Institutions was promulgated, providing legal basis for requiring educational institutions to publicize core data including their level of educational performance. With the Act, a foundation was laid to identify how school policies exactly relate to raising the effectiveness of school education.

40. System evaluation takes place through the input of foreign experts as well, for example inviting OECD experts to take part in research on Korean education. Since Korea joined the OECD in 1996, it has been participating in external evaluation in various dimensions, with its education system as a whole, as well as separate sector-based evaluations of teacher policies, higher education, etc. In other instances, the Programme for International Student Assessment(PISA) and Trends in International Mathematics and Science Study(TIMSS) serve as representative tools that enable an international comparison of Korea's educational effectiveness. The government also diagnoses Korea's education system by consulting comparative reports published by the International Institute for Management Development(IMD) and World Economic Forum, which provide information on the strengths and weaknesses of education systems in countries.

<Table 5> Participation in OECD research for system evaluation

|              | Korean Education Policy Review                                          | INES: Indicators of Education Systems                                                                                                                                                | PISA: Programme for International Student Assessment                                                                                                                                  | Thematic Review of Korean Teacher Policy                         | Thematic Review of Korean Tertiary Education                                     |
|--------------|-------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------|----------------------------------------------------------------------------------|
| Year         | 1996                                                                    | 1996-                                                                                                                                                                                | 2000-                                                                                                                                                                                 | 2002                                                             | 2005                                                                             |
| Contents     | Review of and recommendations for Korean educational policy development | Offering of implications to develop indicators for system comparison, establish a policy monitoring system for educational development, and build an educational data service system | International comparative measurement of the basic reading, math and science ability of 15-year-olds, held every 3 years to compare the effectiveness of compulsory education systems | National report of Korea for the OECD Review of Teacher Policies | Research on Korea's tertiary education system and recommendation for improvement |
| Competencies | Ministry of Education, KEDI                                             | Ministry of Education, Science and Technology, KEDI                                                                                                                                  | Ministry of Education, Science and Technology, KICE                                                                                                                                   | Ministry of Education & HRD, KEDI                                | Ministry of Education & HRD, KEDI                                                |

41. While Korea continues to measure its education system through a variety of means, evaluation methods are not yet systemically structured. Pursuant to the Basic Act on the Evaluation of Government Administration(2006), the Prime Minister's Office evaluates the central government's major education policies from the aspects of policy planning, implementation and outcomes. The National Research Council for Economics, Humanities and Social Sciences under the Prime Minister's Office assesses the work of government-funded educational research bodies including the Korean Educational Development Institute(KEDI), Korea Institute for Curriculum and Evaluation(KICE) and Korea Research Institute of Vocational Education and Training(KRIVET). The results are submitted as reports to the Prime Minister, Minister of Planning and Finance, and National Assembly. Evaluation schemes that assess the policies of the central government and government-funded research institutes are geared at securing effectiveness, efficiency and accountability in government administration and research. But in a strict sense, the schemes do not evaluate the country's education system itself. Student assessment, school evaluation, teacher appraisal, principal appraisal, evaluation of educational administrative organizations, and evaluation of teacher development institutions are all institutionalized, but the education system evaluation has yet to be developed as a regular procedure. This report therefore focuses on the major contents, backgrounds, causes and problems of various macro education system changes that were created on top of the basic 6-3-3-4 ladder system that has been in place since Korea's national independence of 1945. By looking at how such educational issues were diagnosed and solved throughout history, this report provides an analysis of Korea's framework of educational evaluation and assessment, since the background, progress and results of education system changes are none other than follow-up measures of system evaluation.

### **3.1.1 Overall framework for system evaluation**

42. System evaluation covers the review of problems and the proposal of improvement measures for educational policy planning, school system revision and curriculum revision. Evaluation bears significance in that it offers a macro view of the problems and issues of the national education system. It also prompts changes to the school system and impacts school evaluation, teacher appraisal and student assessment.

43. <Table 6> explains the overall framework of Korea's educational system evaluation.

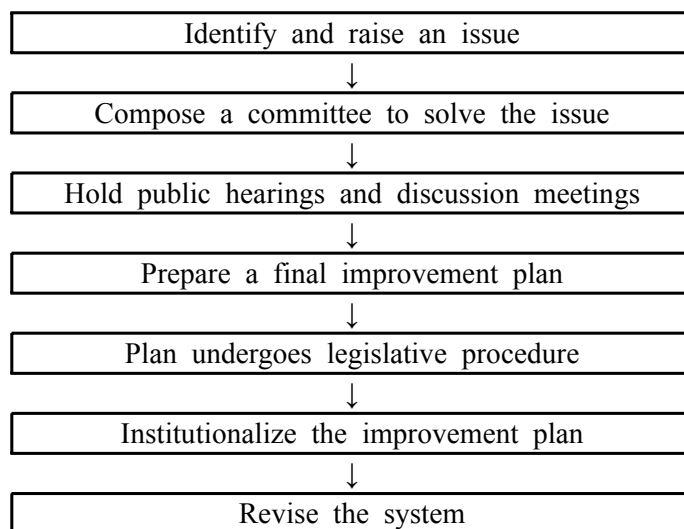
<Table 6> Framework of educational system evaluation

|                          | Government                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             | Research institutes                                                                                                                                                                                                                                                               | Academic societies                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   | OECD                                                                                                                                                                               |
|--------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Purpose of evaluation    | <ul style="list-style-type: none"> <li>◦ Review and improve the education system</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            | <ul style="list-style-type: none"> <li>◦ Review and improve the education system</li> </ul>                                                                                                                                                                                       | <ul style="list-style-type: none"> <li>◦ Develop education agendas</li> <li>◦ Propose and share alternatives for problem solving through an academic approach</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             | <ul style="list-style-type: none"> <li>◦ Analyze the strengths and weak points of Korean education through international comparison and develop policy implications</li> </ul>     |
| Resources for evaluation | <ul style="list-style-type: none"> <li>◦ Government resources</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | <ul style="list-style-type: none"> <li>◦ Institutional resources</li> <li>◦ Government resources</li> </ul>                                                                                                                                                                       | <ul style="list-style-type: none"> <li>◦ Government support</li> <li>◦ Aid from academic societies</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | <ul style="list-style-type: none"> <li>◦ Government resources</li> <li>◦ Contributions</li> </ul>                                                                                  |
| Cases of evaluation      | <ul style="list-style-type: none"> <li>◦ Ten major educational reforms of the Education Reform Deliberation Committee(1987), Comprehensive plan for educational reform(1987)</li> <li>◦ Basic plan for educational development by the Advisory Committee for Education Policies(1991)</li> <li>◦ 1st(1995), 2nd(1996), 3rd(1996) and 4th(1997) education reform plans of the Education Reform Committee</li> <li>◦ <i>Forty Years of Education</i>(1988)</li> <li>◦ <i>Fifty Years of Education: 1948-1998</i>(1998)</li> <li>◦ Announcement of deliberation results by the Education Reform Committee on the 'plan to reform the university entrance examination for the academic year 2008 and on'(2004), 'vocational education reform plan', and 'plan to advance the curriculum and textbook'</li> <li>◦ <i>Forty Years of Education in Korea</i>(2007)</li> </ul> | <ul style="list-style-type: none"> <li>◦ 2nd policy conference on school system research: prospects of education system change and the school system(2006)</li> <li>◦ <i>White paper on education</i>(2006)</li> <li>◦ <i>White paper on education 2003-2007</i>(2007)</li> </ul> | <ul style="list-style-type: none"> <li>◦ Academic conference on the longitudinal study of Korean education(2006)</li> <li>◦ Conference of education communities: achievements and challenges of the 60 years of Korean education(2008)</li> <li>◦ Spring academic conference of the Korean Educational Research Association: Education policy agendas and directions of the Lee Myung Bak administration(2008)</li> <li>◦ Fall academic conference of the Korean Society for Curriculum Studies: Application and diagnosis of the future curriculum (2009)</li> <li>◦ Spring academic conference of the Korean Educational Research Association: Issues of Korean education and the current government's leadership(2010)</li> </ul> | <ul style="list-style-type: none"> <li>◦ INES</li> <li>◦ Korean education policy review(1996)</li> <li>◦ PISA</li> <li>◦ Thematic review of Korean teacher policy(2002)</li> </ul> |
| Results utilization      | <ul style="list-style-type: none"> <li>◦ Introduce new education systems and policies</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       | <ul style="list-style-type: none"> <li>◦ Provide evidence and information for system revision</li> </ul>                                                                                                                                                                          | <ul style="list-style-type: none"> <li>◦ Provide evidence and information for policy implementation</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       | <ul style="list-style-type: none"> <li>◦ Provide evidence and information for policy implementation</li> </ul>                                                                     |

### 3.1.2 Procedures used in system evaluation

#### *Domestic procedures for system evaluation*

44. Procedural validity, as well as contextual rationality, must be secured in order to make the right decisions. The following explains two procedures that are used in system evaluation, one led by the government and another that draws from co-work with international organizations. In general, government-led system evaluation follows the procedures shown in [Figure 3].

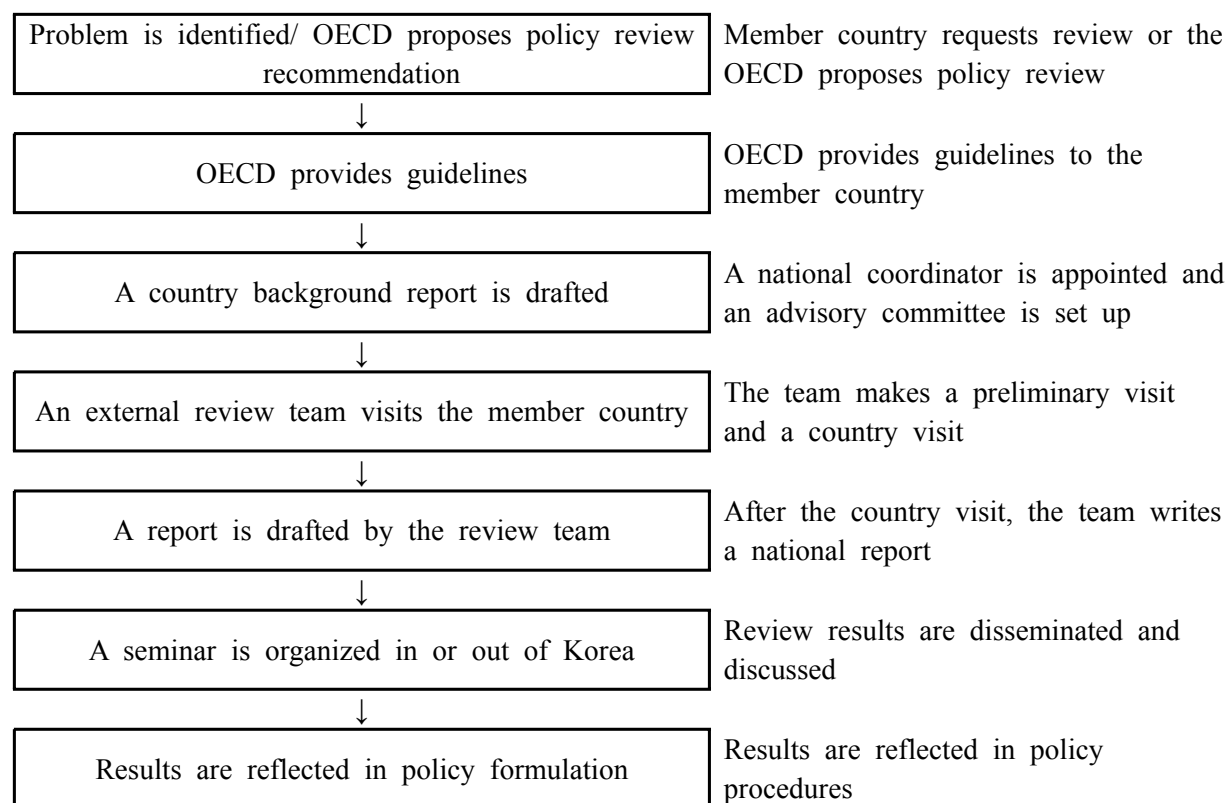


[Figure 3] Procedures for system evaluation

45. The first step of the evaluation system is to identify and raise an educational issue. The central government, local education authorities, National Assembly, media, research institutes, academic society, teachers' associations and parents' associations identify educational issues that have a large impact on the lives of the whole Korean people. Once a problem is identified, a committee is set up to objectively diagnose the current status of education, clarify the essence of the problem, set standards to measure how the problem is being recognized, research related Korean and foreign precedents, and review and propose improvement plans. Members of the committee come from various sectors including educators, experts, journalists, lawyers, parents and teacher's associations, who undertake a decision-making role. Full-time experts and staffs are also designated to the committee to analyze basic data, review the current status, survey satisfaction levels, and analyze Korean and foreign cases. A tentative solution plan is then prepared based on policy research, which is reviewed by an extensive collection of public opinion including public hearings and discussion meetings. The finalized improvement proposal is submitted to and deliberated by the central government. If legislative procedures are required, the plan is submitted to the National Assembly for legislation. If the plan contains an education policy that draws sharply conflicting responses from different interest groups, the plan is reviewed by the National Assembly regardless of the necessity of legislation, considering the ripple effect that the policy will have on society. Once the plan gains agreement from both the ruling and opposition parties at the National Assembly, the policy becomes institutionalized as a law or a Presidential decree and leads to the first crucial step of system change.

### *Procedures of external system evaluation*

46. External system evaluation that is conducted by use of OECD programs follows the procedures below:



[Figure 4] External evaluation using OECD programs

47. When conducting an external review of the education system through an OECD program, domestic recognition of educational problems coincide with the OECD proposal. The OECD initially provides guidelines to a member country according to its country review or policy review. The government of the member country then appoints a national coordinator from among domestic experts, and sets up an advisory committee to write a country background report. After the country background report is submitted to the OECD, an external review panel designated by the OECD visits the country. The panel holds meetings with various stake holders from the central government, local educational authorities, educational experts, schools, teachers' associations and parents, and conducts a site survey. The panel then writes a review report in which it presents policy recommendations. A seminar is organized to disseminate and discuss review results, after which decisions are made on ways to reflect the results in policy formulation.

### **3.1.3 Competencies to evaluate the school system and to use evaluation results**

#### *Central government agencies for the implementation of educational reform*

48. Competencies involved in system evaluation come from a wide range including the government, research institutes, students, parents, private teaching institutes, industries, teachers, teachers' association, teacher training institutions, universities and the National Assembly.

49. Korea has been operating a state-governed public education system ever since government establishment. In 1991, with the launch of the local self-governance system, metropolitan/provincial offices of education were granted expanded right to educational administration. Nevertheless, major proceedings including school system revision, primary and secondary textbook compilation and school affairs management are yet decided and supervised by the central government(Kim, Shin-il, 2007). Likewise, the central government has a core role in conducting system evaluation.

50. Though there exists no exclusive body to evaluate Korea's education system, system evaluation is often conducted by the government or research institutes. When an education issue grows into a serious social issue and public demand for a solution increases, or when there is need to reform the education system towards a more future-oriented and internationally competitive one, a special committee is usually set up within the central government or presidential body. The committee undertakes the task of diagnosing the current status and problems of education, and searching for solutions to the problems. The committee is composed of representatives from the education sector, educational experts, parents, social groups, journalists and teachers' associations. Historically, presidential committees for educational reform were operated since the 1960s in Korea: the 'Presidential Deliberation Committee for Long-term Comprehensive Educational Planning' in the 1960s, 'Deliberation Committee on Education Policy' in the 1970s, 'Presidential Commission on Education Reform' and 'Presidential Advisory Committee on Education Policy' of the 1980s, 'Presidential Committee for Education Reform,' 'Presidential Commission for a New Education Community' and 'Presidential Committee for Education and Human Resources Policy' of the 1990s, and 'Presidential Committee for Education Reform' and 'Presidential Advisory Council on Education, Science and Technology' after 2000. These committees applied a macro approach in evaluating the effectiveness of Korea's school system and proposed plans for education reform. But in implementation, the reform plans were often processed with difficulty, as they met with conflicting interests among various stake holder groups.



<Table 7> Governmental committees for education reform in history

| Name                                                                                                                                                                        | Composition                                                                                                                                                                                                                                                             | Function                                   | Period of operation           | Major outputs                                                                                                                                                                                                                                                                                                          |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------|-------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Presidential Deliberation Committee for Long-term Comprehensive Educational Planning                                                                                        | Chairman(Prime Minister), Vice Chairman(Minister of Education, Minister of Economy and Planning), approx. 50 members representing the government, education sector, etc.                                                                                                |                                            | 1969 - 1970                   | Developed a long-term education plan                                                                                                                                                                                                                                                                                   |
| Presidential Deliberation Committee on Education Policy                                                                                                                     | Approx. 80 educational experts appointed by the Minister of Education                                                                                                                                                                                                   | Advisory body to the Minister of Education | 1971 - July 2001              | Deliberated and conducted research on major education plans and policies                                                                                                                                                                                                                                               |
| Presidential Commission on Education Reform                                                                                                                                 | 32 members from each sector of society, and 20 expert members including university faculty, researchers, and primary/secondary teachers                                                                                                                                 | Presidential deliberation committee        | March 1985 - December 1987    | Proposed 10 core plans for education reform, Presented a comprehensive design for education reform                                                                                                                                                                                                                     |
| Presidential Advisory Committee on Education Policy                                                                                                                         | 15 elder members of advisory committees from all sectors of society, and educational experts                                                                                                                                                                            | Advisory body to the President             | February 1989 - December 1993 | Established a model of 'sound and healthy Koreans', Proposed 6 major tasks for education reform                                                                                                                                                                                                                        |
| Presidential Committee for Education Reform                                                                                                                                 |                                                                                                                                                                                                                                                                         | Presidential deliberation committee        | February 1994 - February 1998 | 1st Education Reform Plan(May 1995), 2nd Education Reform Plan(Feb. 1996), 3rd Education Reform Plan(Aug. 1996), 4th Education Reform Plan(Jun. 1997)                                                                                                                                                                  |
| Presidential Commission for a New Education Community (expanded and reorganized into the Presidential Committee for Education and Human Resources Policy in September 2000) | 36 members appointed from the private sector, and 4 ex officio members from the government(Minister of Government Administration and Home Affairs, Minister of Education, Chairman of the Planning and Budgeting Committee, Minister of Government Policy Coordination) | Presidential advisory commission           | June 1998 - February 2003     | Submitted 3 proposals and reform plans to effectively develop human resources in the knowledge-based society                                                                                                                                                                                                           |
| Presidential Committee for Education Reform'                                                                                                                                | Ex officio members(Minister of Education and Human Resources Development, Chief of National Policy at the Office of the President), and 25 members appointed from the private sector                                                                                    | Presidential deliberation committee        | July 2003-                    | Plan to reform the 2008 university admission system(2004), After-school program development plan(2006), Teacher policy improvement plan(2006), Plan to improve the textbook publication system(2007), Plan to improve the rolling university admission system(2007), Visions and strategies for future education(2007) |
| Presidential Advisory Council on Education, Science & Technology (succeeding the Presidential Advisory Council on Science & Technology launched in May 1991)                | 15 appointed members including one(1) Vice Chairman, and 20 expert members(10 each for the sectors of education and S&T)                                                                                                                                                | Presidential advisory council              | October 2008-                 | Oversaw the curriculum revision of 2009                                                                                                                                                                                                                                                                                |

### ***Parents and other groups***

51. Parents constitute an important group whose interests sharply contradict with system changes according to social status and affiliation. Many activities are carried out by parents' associations to advance school education, including the 'Korean Parent's Association for True Education' and 'Parent's Solidarity for Human Education.' These groups present written opinions on education policies, announce public statements, carry out campaigns and petitions, implement activities to revise education laws, organize conferences on education issues, develop public opinion, participate in education committees, and publish educational material and newsletters.

52. Private tutoring institutes are also heavily affected by system evaluation results. Government policies that reflect evaluation results directly impact the private education sector, such as changes in the school admission method, curriculum revision, introduction of after-school programs, increase of schools' childcare functions, and provision of school meals. Considering that one of the current government's core educational objectives is to 'reduce private tutoring expenditure' and 'raise the quality of public education to a higher level than that of private tutoring,' the private sector is certainly sensitive to system changes.

53. As such, system evaluation involves the interests of various groups. The interests collide in many cases, and over time the groups often state their discontent. But even though the participation of various groups brings about conflict and tension, it also enables diversity and democracy in the course of policy discussion, thus securing validity and a driving force in policy implementation afterwards.

#### **3.1.4 Using system evaluation results**

54. System evaluation results are published, announced to the public, and ultimately used to improve the education system. System change can be accompanied by the revision of laws, Presidential decrees, administrative orders, ordinances and regulations, which cast a considerable change on the peoples' lives and the interests of groups.

55. Examples are the changes that were brought to the middle school admission system in the 1960s, the high school admission system in the 1970s, and the primary school teacher development system in the 1980s. The OECD review of Korea's teacher policy in 2000 initiated domestic discussion on the teacher education issue, and also served as an impetus in introducing the Teacher Appraisal for Professional Development. As of 2010, the appraisal system is being applied to all teachers in primary and secondary schools. Curriculum revisions and the 2008 policy expand school autonomy also stem from system evaluation results. The Educational Information Disclosure System, launched in late 2000, laid the foundation for the comparison and analysis of school systems and policies by mandating the disclosure of school performance data. But as yet, the system evaluation lacks the dimension to assess the effectiveness of the education system as a whole.

### **3.2 Implementation of system evaluation**

56. Government-led efforts to advance education policies and reform education are in effect a continuous process of system evaluation. This part of the report explains the major education

system changes that took place in the primary and secondary sector since Korea's independence from Japanese colonial rule in 1945 to date, as examples of government effort for system evaluation. This section presents the new school admission systems, revision of the teacher development and appointment system, curriculum revision and school system revision.

### *Evolution of the high school admission system*

57. The first example is the change of the admission system for advancement to higher levels of education. In the 1960s and 1970s, the baby boom generation who had been born after the Korean War(1950-1953) started to enter school, creating a sudden large demand for admission to middle and high school. Private tutoring spread across students seeking to move on to higher levels of education, and it became difficult to properly operate the school curriculum. Excessive competition to gain good scores on the admission examination increasingly hindered the health and holistic growth of Korean youth. As an answer to the problem, the government introduced a residential district-based student assignment system for general high schools in 1973. The system was designed to allocate new students to general high schools on the premise that a balance is maintained by the number of students, teachers and facilities among schools, also called by the name of the 'high school equalization system.' The system was first applied in the Seoul and Busan metropolitan cities in 1974, spreading to the cities of Daegu, Incheon and Gwangju in 1975, Daejeon, Jeonju, Masan, Cheongju, Suwon, Chuncheon and Jeju in 1979, Changwon, Sungnam, Wonju, Cheonan, Gunsan, Iri, Mokpo, Andong and Jinju in 1980, Ulsan in 2000, and Gwacheon, Anyang, Gunpo, Uiwang, Bucheon and Goyang in 2002.

58. The residential district-based student assignment system was met with ideological conflicts between the concepts of equality, giftedness, public value and autonomy, and was often criticized for having lowered the average academic ability of students and increased private tutoring expenditure. In 1989, based on the results of 'research on ways to improve the high school equalization policy(Kim, Young-shik, et al., 1986),' the government regulated that the system remain in all metropolitan cities, but, should the superintendent find regional circumstances unfit to operate the local system and request removal of the system, the government would review and grant an approval to discontinue the assignment system. After the announcement, superintendents of each region set up education development committees composed of school heads, university faculty, secondary school teachers, parents and journalists to review the necessity of the residential district-based student assignment system. The committees collected community opinions through public hearings and conducted opinion polls. Meanwhile, the system continued to be hotly discussed by the media. Upon the resolution of the committees, the superintendents then announced the continuation of the system or requested its removal to the central government. As a result of this process, 23 regions are running the assignment system in 2010, under which 50.4% of all general high school students and 61.1% of total Korean high school students are assigned to general high schools within their residential district.

59. Even as the residential district-based student assignment system began to settle in the Korean education system, the government established many types of high schools such as science high schools(1983) and foreign language high schools(1990) in order to compensate for problems identified in system operation and to accommodate public demand for high school education for the gifted. The Lee Myung Bak administration, inaugurated in 2008, added to the diversification by establishing self-financed private high schools, autonomous public high

schools, Meister high schools and public boarding high schools. Policy research was also activated to revise the high school system. The opinions of parents, school personnel and metropolitan/provincial offices of education were gathered, public hearings were held, and consultative meetings were carried out between the government and the ruling party to finalize a system revision plan. In December 2009, the government announced a ‘plan to revise the high school system and admission framework,’ setting forth policy tasks to improve the foreign high school system, revise the high school admission system, enhance the quality of education for the gifted at general high schools, and adjust the high school admission calendar. This was no other than a process of system evaluation, having started out from an identification of problems within the high school system and admission procedures, and ultimately resulting in an overall change of the system.

### ***Development of the university admission system***

60. In a society like Korea, where entrance to a university deeply affects the future social status of youths, the university admission system is no longer a mere educational issue – it is a critical social issue for all people. It is therefore no exaggeration to say that Korea’s evaluation system has been centered on the university admission system over the decades. From 1945 to 2010, the university admission system was revised 16 times, taking on various forms such as individual examinations administered by universities, a national unified admission examination, a government-run College Scholastic Aptitude Test, screening based on high school academic records, essay-type examinations and an oral interview examination. The changes reflected the demands of numerous individuals and stake holder groups, as well as the results of the admissions system evaluation. Each change cast a considerable impact on curriculum operation at the high school level and under, the private education sector, and the lives of the Korean people.

61. Revising the university admission system involves the input of various competencies, diverse methodologies and phased implementation procedures. Being an issue of high public interest in Korea, plans to revise the admission system are often set forth as a presidential election pledge, rather than being proposed by experts, institutions or the central government. After each government change, revision plans are also often included in the ‘100 policy agendas of the new government’ or are carried out according to presidential directions. Once the revision plan gains a clear objective as a government agenda or presidential direction, the central government undertakes the task of implementation. Experts are brought together to set up a research team, who prepare a proposal that is first reviewed and adjusted by the central government and the Office of the President, then presented for public review by the deans of admission at universities, etc. The proposal is again reported to presidential advisory bodies including the Presidential Committee for Education Reform, and to the President, after which a finalized revision plan is announced for implementation. Article 32 of the Enforcement Decree of the Higher Education Act stipulates that ‘the Minister of Education and Human Resources Development must ensure fair management of the university admission system by establishing a basic plan for university admission every academic year and announcing the plan prior to June of the preceding year(Article 32 of the Enforcement Decree of the Higher Education Act, <revised on November 28, 2000, January 29, 2001>).’ But in actuality, revision plans are announced three years preceding implementation according to the government’s ‘rule to give notice three years prior to implementation,’ so that parents, students and schools may make preparations in advance. <Table 8> summarizes the procedures taken to improve the university admission system for the academic year 2008 and after.

<Table 8> Measures to improve the university admission system for 2008 and after

| Period          | Measures for improvement                                                                                                                                                                                                                                                                           |
|-----------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| December 2002   | Plans were designed to improve the system and reduce private education expenditure, as part of the Presidential election pledges of the Roh Moo-Hyun administration(2003-2008)                                                                                                                     |
| April 2003      | A mid- to long-term improvement plan was reported to the President                                                                                                                                                                                                                                 |
| December 2003   | At a conference presided by the President, directions were given to develop an improvement plan for the 2008 system and after, to be led by the Presidential Committee on Education Reform                                                                                                         |
| February 2004   | Plans to improve the system were included as part of government measures to counter excessive private tutoring expenditure                                                                                                                                                                         |
| March 2004      | A special council for the university admission system was set up under the advisory Presidential Committee on Education Reform<br>- The council consisted of 19 members representing various social sectors<br>- The council held 12 regular meetings and 4 sub-meetings in April-August 2004      |
| April-June 2004 | A T/F team for system improvement was set up within the central government (Ministry of Education)<br>- The team reviewed implementation plans to place more weight on school academic records in the course of admission screening and to normalize the operation of special purpose high schools |
| August 2004     | A conference was presided by the President to discuss national policy agendas                                                                                                                                                                                                                      |
| August 2004     | A plan was announced to improve the university admission system for the academic year 2008 and after                                                                                                                                                                                               |
| September 2004  | Four public hearings were held on the improvement plan in each region                                                                                                                                                                                                                              |
| September 2004  | A survey was conducted on the high school rating system and results were announced                                                                                                                                                                                                                 |
| October 2004    | Public statement was made regarding the high school rating system                                                                                                                                                                                                                                  |
| October 2004    | Discussion meetings were held with high school educators, superintendents of metropolitan/provincial offices of education, university presidents and deans of the admission office at universities                                                                                                 |
| October 2004    | Meetings were held with teachers' associations, civic groups, and deans of the admission office at universities located in the Gyeonggi Province and Incheon City                                                                                                                                  |

Source: Ministry of Education and Human Resources Development(2004). Plans to normalize school education and improve the university admission system for the academic year 2008 and after. Press release of the Ministry of Education and Human Resources Development.

### ***Evolution of the teacher training and appointment system***

62. The second example is the revision of the teacher training and appointment system. In the 1950s, temporary teacher training centers were set up to meet the rapidly growing demand for teachers, and teacher training courses were introduced at general universities. In the 1960s, teacher's high schools were elevated into 2-year universities of education so as to raise the quality of primary school teachers, and graduate schools of education were established to absorb the demands for a larger number of secondary school teachers. In the 1970s, national

and private teacher's colleges began to burgeon. In the 1980s, universities of education were elevated to 4-year institutions, and the number of teacher training was reduced as the country first encountered the problem of teacher surplus. The personnel congestion of employment-seeking graduates from national, public and private teacher's colleges turned into a grand social issue. Moreover, the Constitutional Court ruled that the preferential appointment of national and public teacher's college graduates is a violation of equality. Thus in the 1990s, the government introduced a new teacher appointment examination system based on open competition, which allowed all teacher's college graduates to sit for the exam whether his/her college was a national/public institution or a private institution. Acute arguments, for and against the new system, were roused between national/public teacher's colleges and private teacher's colleges.

63. Discussions to revise the teacher training and appointment system have usually been led by the central government or presidential deliberation/advisory bodies. The Presidential Commission on Education Reform(1985-1987) recognized the development of high quality teachers as one of its ten core agendas for educational innovation, and proposed the 'introduction of a master teacher system' as a way of bringing specialization and professionalism into teacher education practices. The Presidential Advisory Committee on Education Policy(1989-1993) led discussions on 'comprehensive measures for primary and secondary teacher development' in 1989, with a focus on raising the professionalism of teacher education programs, advancing teacher certification and the appointment system, revising the teacher administration system and improving work environments and welfare for teachers. The Presidential Committee for Education Reform(2003-), in its 'plan to improve teacher policies and improve school outcomes(2006),' emphasized the need to build a system that would develop high quality teachers equipped with professional ability and a strong sense of duty. These bodies undertake a central role of diagnosing problems through policy research, developing viable methods of system revision, and discussing the revision plans. After collecting public opinion, they propose system revision plans to the government, upon which the government establishes detailed execution plans, carries out policy research and holds public hearings to gather opinion, and announces a finalized implementation plan.

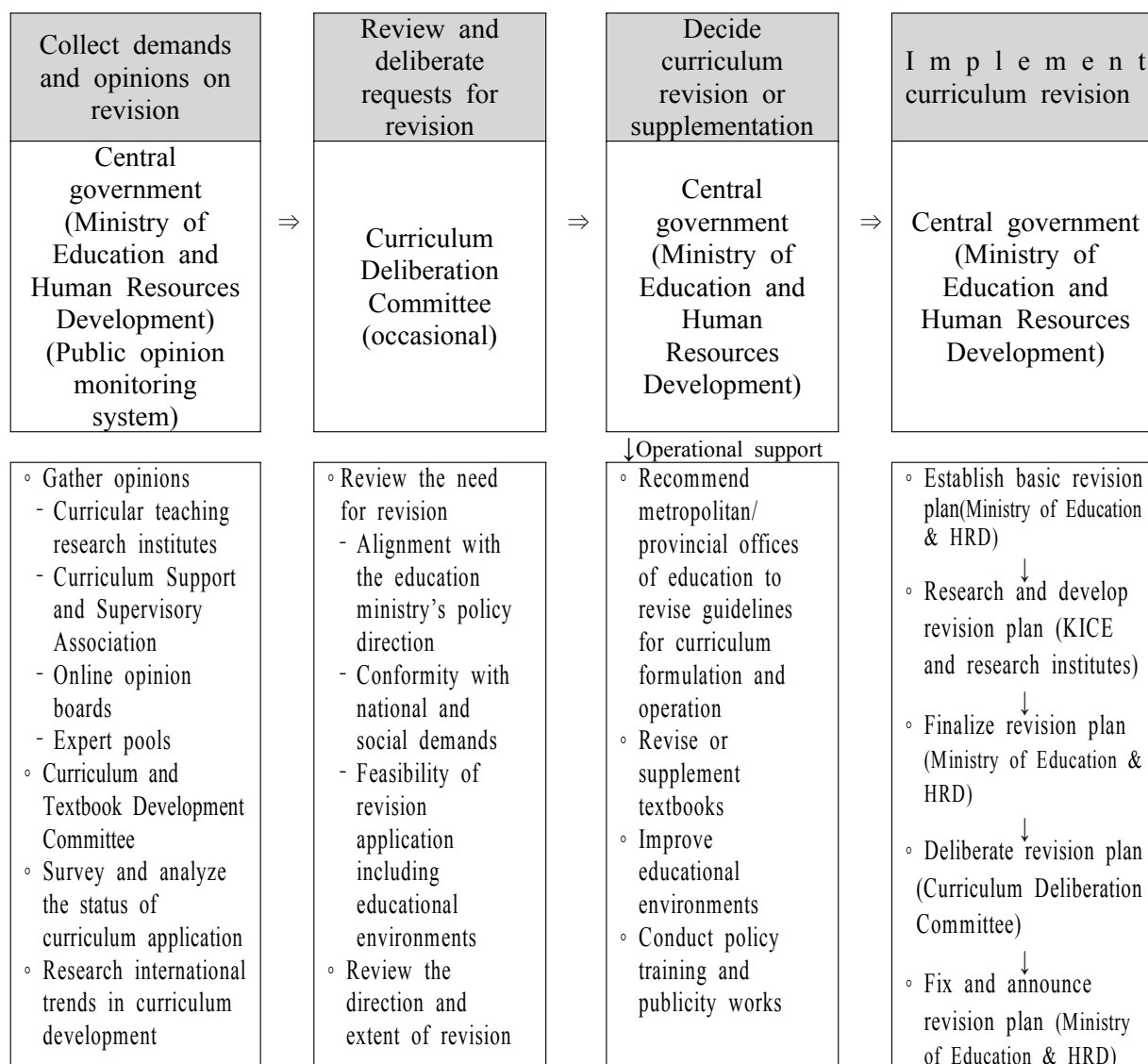
### ***Revision of the curriculum***

64. The third example is curriculum revision. The national curriculum is a blue print of primary and secondary education, and constitutes the foundation for school education. The curriculum sets standards for the purpose, methodology and evaluation of primary and secondary education, and provides grounds to establish and implement various policies related to teacher development and training, teacher supply and demand, admissions, facilities and equipment, etc.(Huh, Gyung-chul, 2009). Since national independence, Korea's school education has maintained a government-centered curriculum system that sets the hours of subject teaching for each school level, subject and week as a documented regulation, and requires all schools nationwide to abide by the regulation. The centralized system has enabled an efficient delivery of standardized knowledge to students(Cho, Nan-shim, 2010).

65. Since the promulgation of the 1st curriculum in 1954 and 1955, revisions have been made to the curriculum nine times up to 2010. The competencies responsible for curriculum revision were the central government(Ministry of Education) for the 1<sup>st</sup>(announced in 1954) through the 3<sup>rd</sup>(1973) curriculum, the central government(Ministry of Education) and Korean

Educational Development Institute(KEDI) for the 4<sup>th</sup>(1981) and 5<sup>th</sup>(1987) curriculum, and the central government(Ministry of Education), Committee for Curriculum Revision, and KEDI for the 6<sup>th</sup>(1992) and 7<sup>th</sup>(1997) curriculum. The curriculum revision of 2007(2007) involved the central government(Ministry of Education) and Korea Institute for Curriculum and Evaluation(KICE), and the revision of 2009((2009) was led by the central government(Ministry of Education, Science and Technology) and the Committee for Research on National Curriculum Revision.

66. In terms of methodology, curriculum changes up to the 7th revision were carried out ‘periodically, in whole and at once.’ Starting the 2007 curriculum, revision has been carried out ‘occasionally, and in parts.’ [Figure 5] explains the procedure of occasional on-demand curriculum revision, comprising the four steps of ①collecting demands and opinions on revision, ②reviewing and deliberating requests for revision, ③deciding whether to revise or supplement the curriculum, ④and implementing revision.



Source: Press release of the Ministry of Education and Human Resources Development. February 15, 2005.

[Figure 5] Procedures for occasional curriculum revision

67. The curriculum revision procedure yet has room to improve in terms of survey, evaluation and feedback functions. In future proceedings, results of the National Assessment of Educational Achievement, school evaluation, and evaluation of metropolitan/provincial offices of education should be systemically reflected in curriculum revision as basic reference data. Plans for curriculum revision should also undergo an on-site feasibility review and pilot application as to raise school adaptability(Cho, Nan-shim, 2010).

### ***Discussions for school system revision***

68. The last example is school system revision. Since 2000, school system revision has been discussed as a means of optimizing human resources development. With the mental and physical development of children accelerating at a greater speed than before, there have been proposals to reduce primary schooling by one year and instead add one more year of secondary schooling, thus making the school ladder system 5-4-3-4 or 5-3-4-4. And considering the increase of human mobility in today's internationalized world, discussions have been held on the proposal to change the academic calendar so that it starts from September every year instead of March.

69. With regard to the proposals, a policy research and discussion meeting was organized by KEDI in October-December 2004 to review plans to 'revise the school system so that it better adapts to today's knowledge-based society.' School system revision was also discussed at the National Assembly and by the media during September-October 2005. Based on the discussion results, the central government was presented with the task of designing a comprehensive school system revision plan by 2007, and revising related laws by 2010. In implementation, it was proposed that the central government should first generate public discussion on school system revision, secure financial resources for policy research, and develop a road map for the revision plan. Second, the Presidential Committee for Education Reform was presented with the responsibility of setting up and operating a body to inform and induce discussion on school system reform, and practically leading discussions on the need and method of revision.

70. However, the current 6-3-3-4 ladder system is likely to remain unchanged for a long time. There are two reasons to this prospect. First, the idea to switch to a 5-4-3-4 or 5-3-4-4 system holds high possibility of creating a teacher congestion problem at primary school teacher training institutes. Considering that students and parents show a higher level of satisfaction for primary school than for secondary school, public opinion tends to disagree with the idea of reducing primary schooling years and instead increase secondary schooling years. The opposition is bringing a delay to carrying on with procedures for system revision. Second, with regard to the suggestion to support international student mobility by altering the academic calendar which currently lasts from March to February the next year, and instead adopting a new academic calendar that starts in September, though this proposal faces lesser contradiction than the first idea, it yet lacks a concrete implementation plan that includes schemes for student acceptance and teacher supply/demand, etc.



### 3.3 Policy initiatives

#### *School information disclosure and system evaluation*

71. Though system evaluation has yet to secure more structural development in Korea, the government expects that the School Information Disclosure System, introduced in 2008, will serve as a foundation to solidify the framework of system evaluation. The School Information Disclosure System mandates schools to publish core data on school operation in an objective and transparent manner, so as to accurately review the education status of schools and raise the quality of educational provision. Under the system, 11,283 primary schools, middle schools, high schools, special schools and miscellaneous schools nationwide are required to disclose information on 39 items in 15 areas as listed in <Table 9> at least once a year on individual school websites or the portal site of the School Information Disclosure System ([www.schoolinfo.go.kr](http://www.schoolinfo.go.kr)), according to standards set by the Ministry (MEST).

<Table 9> Data disclosed under the School Information Disclosure System

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ol style="list-style-type: none"><li>1. Regulations on school operation including school rules</li><li>2. Information on curriculum formulation and operation</li><li>3. Number of students by grade year and class; status of student transfer(in/out) and drop outs</li><li>4. Information on study proceedings by grade year and subject</li><li>5. Status of school facilities including buildings and school site</li><li>6. Status of teaching staff by position and certificate type</li><li>7. Statement of budgets and closing accounts, and other accounting data of the school and foundation</li><li>8. Information on school council activities</li><li>9. Information on school meals</li><li>10. Status of health management, sanitary measures and safety management</li><li>11. Status of school violence occurrence and control measures</li><li>12. Data required as basic material for academic research on the National/local Assessment of Educational Achievement</li><li>13. Status of student admission and the academic/career paths of graduating students</li><li>14. Information on Corrective Orders pursuant to Articles 63-65 of the Primary and Secondary Education Act</li><li>15. Other information on educational conditions and school operation, etc.</li></ol> |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

72. Since all primary and secondary schools are required to regularly announce their educational information including students' academic performance, the disclosure system enables review of accumulated school education outcomes. From another perspective, teachers' unions and some social groups are resistant to the system. Their argument is that announcing academic achievement results will lead to a rating of schools, propel non-educative competition, and ultimately weaken the educational capacity of schools. It is possible for the disclosure system to be accompanied with side effects such as excessive between-school competition, inappropriate use of information, and commercial data utilization. The system nevertheless holds significance because in the long run, there are expectations to develop an objective assessment of how school education is related to various education policies including the high school equalization policy, high school diversification plan and school autonomy expansion initiative. The system will also provide means to evaluate the effectiveness of the school system as a whole or in parts.

*Issues in introducing school system evaluation*

73. In sum, though regular evaluation of the school system has not yet been institutionalized, there have been continuous macro-evaluation activities on policy changes made under the 6-3-3-4 school system. In order to raise the effectiveness of future school education, Korea will need to organically use results of various existing evaluation systems including educational statistical surveys, student assessment, teacher appraisal, school evaluation, evaluation of metropolitan/provincial offices of education, school information disclosure, and evaluation of curriculum formulation and operation. Steps should also be taken to design and institutionalize evaluation systems that may assess policies related to school system operation as well as the school system itself, in a systemic and regular manner.

## **4. School Evaluation**

### **4.1 Overall framework for school evaluation**

#### **4.1.1 Background and approaches**

##### ***Background of the introduction of school evaluation***

74. In the 1990s, the Korean government launched an education reform initiative focused on transforming the uniform, rigid and centralized governance system into a more decentralized system where schools would be accountable for their own operation. The goal was to meet the demands of students and parents for more diversified and specialized educational provision. If the previous governance structure had been founded on the principles of regulation and control, with the reform initiative, the axis of school operation had started to move towards autonomy and accountability. In the course of such transformation, the government recognized the need for an evaluation mechanism to assess the providers of education. In accordance, the government introduced assessment schemes for the providers of Korean education: metropolitan/provincial offices of education and schools.

75. In 1995, the Presidential Commission on Education Reform proposed the introduction of a school evaluation system aimed at raising the quality of school education through sound between-school competition. The system launched operation in 1996, in the format of metropolitan/provincial offices evaluating schools. The purpose of school evaluation was to establish a user-oriented school education system by enhancing the quality of education and the accountability of schools through between-school competition. In particular, by disclosing the results of school evaluation, the government's core intention was to practically secure the school choice of students and parents.

##### ***Initial stages of school evaluation***

76. In the early steps of implementation, school evaluation was carried out in a dual system, one at the national level and the other at the metropolitan/provincial office of education level. At the national level, school evaluation focused on qualitative evaluation with the major purpose being to improve school education. Contrarily, the evaluation of metropolitan/provincial offices of education took the form of quantitative evaluation, using measurable evaluation indicators(The national qualitative school evaluation benchmarked the evaluation model of OFSTED, the U.K., while the quantitative school evaluation of metropolitan/provincial offices of education benchmarked the U.S. accreditation and evaluation system).

##### ***Development of school evaluation***

77. The history of Korea's school evaluation is largely divided into three phases. The first phase is the pilot operation period(1996-1999). In this initial phase, the Ministry of Education presented a model of accreditation and evaluation, while metropolitan/provincial offices of education developed and implemented their own evaluation models. In conducting evaluation, the purpose set forth by metropolitan/provincial offices of education was to raise the accountability of schools and school education. But contrary to this goal, evaluation tended to be used for administrative purposes, that is, schools were often assessed whether they are

sufficiently implementing the core projects of the education offices, rather than whether they are fulfilling their original duty of education. A majority of the offices actually used their core policies and projects when setting the range and indicators of evaluation. Throughout the course, to ostensibly ensure objectivity in assessment, the offices developed measurement indicators that focus on the policy implementation of schools. At the national level, the Ministry of Education set forth a school evaluation model through consigned research at the Korean Educational Development Institute. The Institute developed a model evaluation system based on a qualitative approach to school improvement, and launched pilot operation of the system.

78. In the second phase(2000-2003), school evaluation was implemented in continuity both at the national level and the metropolitan/provincial office of education level. National-level evaluation was centered on bringing qualitative improvement to schools. For this, 3-6 educational experts visited a school for 3-5 days to identify the school's problems and educational issues, and sought for solutions together with school members. National evaluation applied to a sample group of schools. Metropolitan/provincial offices of education continued to use a measured evaluation method, first adopted in 1996, under which schools were assessed how well they are implementing the policy projects of the offices. The evaluation of metropolitan/provincial offices of education applied to all schools nationwide.

79. The third phase(2004) was when school evaluation underwent system adjustment. In the preceding four years of implementation, the dual format of evaluation had revealed the problems of overlap, inefficiency and lack of systemic structure. Repeatedly, questions were raised on whether the national-level assessment was an appropriate model of evaluation, even though it did hold significance as a vehicle for school improvement. As for the assessment of metropolitan/provincial offices of education, the prevalent criticism was that evaluation results drawn by measurement indicators cannot represent the quality of school education, and that evaluation results are of little help for school improvement. In 2004, the Board of Audit and Inspection raised an issue of the overlapping practices and inefficiency of school evaluation, and requested a procedure of modification to unify and systemize the system. In accordance, the Ministry of Education requested the Korean Educational Development Institute to carry out research on ways to restructure the school evaluation system, the results of which formed the basis of the government's adoption of a 'new school evaluation model that uses common indicators.'

80. In the fourth phase(2005-2010), a new school evaluation system was conducted by use of common indicators. As a result of restructuring efforts launched in 2004, the role of the central government and local educational authorities saw a clear division starting 2005. Under the new system, the central government provided research, training and monitoring for evaluation, while MPOEs practically carried out evaluation and utilized results. The evaluation model presented at the national level was based on the principles of 'utilizing a common set of indicators' and 'conducting an expert review.' Breaking away from the quantitative indicators that had previously been used by MPOEs, this new assessment model relied heavily on the qualitative interpretation of evaluators regarding educational phenomena. In the sense that the whole of the school system including educational input, process and output was reviewed, the new system is certainly considered a step forward from the past. The limitations in the evaluation include outcomes that are highly dependent on the judgment of the evaluators. In

the fourth phase, steps were also taken to systemize assessment indicators. Previous indicators had failed to provide implications or directions for schools, only checking whether the core projects of metropolitan/provincial offices of education were being implemented or not. Reversing the practice, the government consigned the Korean Educational Development Institute to develop core indicators by which the quality of school education could be verified in comparison to the essential function of education, and had them used by metropolitan/provincial offices of education as common criteria for school evaluation. Starting 2011, the government has granted more autonomy in administering school evaluation by allowing MPOEs to self-decide evaluation indicators and methods according to their own circumstances. The measure is expected to bring great waves of change in school evaluation practices.

### ***Difference between school evaluation and school inspection/supervision***

81. Prior to the implementation of school evaluation, the quality of school education was monitored through mechanisms including supervision and inspection. But these mechanisms tended to be limited to class activities, and failed to review the overall system of school operation. Oftentimes, supervision and inspection focused only on checking whether schools are carrying out the policy projects of central and local education offices, and whether they are abiding by related laws. It was only with the introduction of the school evaluation framework that the whole school system began to be evaluated by standard of the ideal of school education and directions for school education reform.

### ***Framework of school evaluation***

82. The Primary and Secondary Education Act and the Enforcement Decree of the Act states that the Minister of Education, Science and Technology shall conduct school evaluation. But in actuality, the right is delegated to the superintendents of metropolitan/provincial offices of education. All primary and secondary schools are evaluated every three years as a requirement, according to an evaluation model that places weight on ‘expert review.’ The range of evaluation reaches across the whole of school input, process and output. The procedure of assessment is composed of self-evaluation and external evaluation. The results of evaluation are used as information to offer excellent schools administrative and financial incentives, and provide underperforming schools with consulting programs. Results are also disclosed in reports as a way of improving school outcomes and raising school accountability levels.

### ***Ensuring impartiality in school evaluation***

83. The government recognizes that when disregarding the uncontrollable socioeconomic backgrounds of schools, fair and accurate evaluation is hardly possible. Therefore, school evaluation places focus on measuring each school’s extent of growth and degree of improvement. In order to evaluate schools within their socioeconomic contexts, metropolitan/provincial offices of education divide target schools into groups in consideration of school size, location(urban/agricultural), type and circumstances. Schools that share similar circumstances are evaluated by the same board of evaluators, and are given final grade scores within that school group. When dividing school groups, school size is given most consideration for primary and middle schools, while school type and size are used as primary criteria for high schools(Kim, Joo-hoo, Jung, Taek-hee, Kim, Joo-ah, 2005; Kim, Sung-shik, Jung, Taek-hee, Kim, Joo-ah, 2009).

### ***Disclosure and utilization of school evaluation results***

84. Recently, school evaluation is increasingly gaining influence, as the practical impact of evaluation results on school education continues to grow. Though the ranking of schools according to evaluation results are not made public, the best and least performing schools are indirectly revealed over the course of implementing administrative measures such as providing level-differentiated financial support for excellent schools, exempting well-performing schools from inspection requirements, and providing consultation for underperforming schools. Added to this, starting February 2011, the school evaluation system is to be linked together with the School Information Disclosure System, through which comprehensive school evaluation results (school strengths and recommendations) will be disclosed to parents and the public. This is expected to give more weight to the impact of school evaluation.

### ***Evaluation of pilot schools***

85. Evaluation is also required for the new types of schools that have been introduced to apply government policies including self-financed private high schools and autonomous public high schools. In evaluating these types of pilot autonomous schools, the government either self-composes an evaluation board or consigns evaluation to educational research institutes. Evaluation results are utilized as basic information to support decision-making regarding the continuity, expansion or closure of the pilot schools. Self-financed private high schools were introduced in 2002 as part of efforts to induce the diversification and specialization of high school education. The schools were pilot operated for three years, during which policy effects and limitations were identified. After the three-year trial operation, in 2005, the Ministry of Education, Science and Technology consigned an evaluation of the schools to the Korean Educational Development Institute so as to decide whether the self-financed private high school policy should be fully adopted. Based on the evaluation results, and through discussions led by the Council on the Self-financed Private High School System, the government decided to defer the full adoption of the policy and instead extend the pilot operation period. As such, aside from evaluating the quality of general school education, Korea conducts school evaluation to decide whether to implement certain policies such as innovative schools.

#### **4.1.2 Distribution of evaluation responsibilities and rights between the ministry, local educational authorities, evaluation organizations, evaluators, schools, etc.**

##### ***Role division between central and local educational authorities***

86. Under the current school evaluation system, a basic plan for evaluation is first established at the national level, after which metropolitan/provincial offices of education implement that plan. That is, pursuant to the framework plan of evaluation set forth by the Ministry of Education, Science and Technology, metropolitan/provincial offices of education develop their own implementation plans and carry out school evaluation accordingly. The legal basis for school evaluation is Article 9 of the Primary and Secondary Education Act, which states that the Minister of Education, Science and Technology shall conduct evaluation of schools. But a bill to revise the Act has been submitted and is currently waiting for approval. The bill proposes to delegate the responsibilities and rights regarding school evaluation to the superintendents of metropolitan/provincial offices of education, a measure that comes as part of the educational autonomy expansion plan announced on April 15, 2008. Once approved, the

revision of law is expected to bring about huge changes in the relation between the competencies of school evaluation. But as for the time being, the dual system that divides the role of the central government and metropolitan/provincial offices of education is likely to stay in place in view of their respective roles in the school evaluation framework.

87. The dual system of school evaluation is not without historical validity. In the lack of an environment to conduct school evaluation in the past, metropolitan/provincial offices of education found it difficult to focus individual endeavors for evaluation. Rather, they had to collectively develop a system that would enable a coordinated evaluation of education quality. In the early years, evaluation was conducted separately at the two levels of the central government and metropolitan/provincial offices of education. But the dualistic system created an overlap problem, leading to the need to restructure the system. Discussions and debates grew on how to define the responsibilities and role division between the central government and metropolitan/provincial offices of education, and how to build a system of linkage and cooperation between both sides. Starting in early 2000, the government has launched efforts to restructure the school evaluation towards greater effectiveness. As a result, the government reached the decision that the two competencies should not repeat the same evaluation procedure, but that a clear role distinction should be made to secure more expertise and efficiency in evaluation. A basic principle was newly set forth to divide the functions of the central government and the local offices.

88. Under the new framework, the central government is responsible for planning school evaluation, designing the evaluation framework, developing indicators, and conducting training of evaluators and monitoring. Metropolitan/provincial offices of education are responsible for practical implementation of evaluation. Details of role division between the two competencies are shown in <Table 10>.

<Table 10> Role division of MEST and metropolitan/provincial offices of education

| National level(MEST, KEDI)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | Local level                                                                                                                                                                                                                                                                                                                                                                                                                        |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>◦ Set directions and standards for school evaluation; conduct monitoring</li> <li>◦ Develop and operate programs to nurture key human resources for school evaluation</li> <li>◦ Develop common indicators to examine the quality of school education; carry out validation studies</li> <li>◦ Assist metropolitan/provincial offices of education to self-develop necessary indicators; conduct monitoring</li> <li>◦ Monitor the school evaluation procedures of metropolitan/provincial offices of education at the national level</li> </ul> | <ul style="list-style-type: none"> <li>◦ Establish self-plans for school evaluation</li> <li>◦ Operate training programs for evaluators</li> <li>◦ Conduct evaluation by use of national common indicators and self-developed indicators</li> <li>◦ Report results of evaluation that use the national common indicators to KEDI</li> <li>◦ Apply administrative and financial measures according to assess the results</li> </ul> |

***Procedural roles of the two competencies for school evaluation***

89. The roles of the two competencies can also be explained in terms of the evaluation procedure: planning, implementation, results analysis, and results utilization. In the planning stage, the central government establishes a basic plan, prepares guidelines for implementation, develops a manual for the common indicators, and disseminates the plan to metropolitan/

provincial offices of education. Based on the government’s plan, the offices then set up their own evaluation plans, develop self-indicators evaluation, and prepare evaluation manuals.

90. In the implementation stage, superintendents of metropolitan/provincial offices of education become the practical competencies of evaluation. The central government takes no direct part in implementing evaluation. The metropolitan/provincial offices of education, according to their own plans, compose evaluation boards, conduct training, require the self-evaluation of schools, and visit schools for site evaluation. Over the course, the central government assists the offices’ training programs, monitors the evaluation procedure, and runs a data base so that all school evaluation results drawn by the offices can be collected online.

91. In the analysis stage, metropolitan/provincial offices of education diagnose each school’s educational quality, identify problems and draw forth measures for improvement. The central government diagnoses the quality of national school education as a whole, based on evaluation results provided by the 16 metropolitan/provincial offices of education. And while the offices give different point grades for each indicator and use different estimation methods according to self-developed plans, the central government analyses the results of the 16 offices by converting data and placing them on the same criteria scale.

92. In the last stage of results utilization, metropolitan/provincial offices of education base their decisions on the schools’ self-evaluation when providing incentives for excellent schools and imposing administrative/financial measures for underperforming schools. At the national level, KEDI works to facilitate consulting programs for school improvement following the evaluation.

<Table 11> Role division for school evaluation procedures

| Stage          | National level                                                                                                                                                                                                                                 | Local level                                                                                                                                                                                                                                                                                                  |
|----------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Planning       | <ul style="list-style-type: none"> <li>◦ Establish a basic plan</li> <li>◦ Develop and distribute a manual for common indicators</li> </ul>                                                                                                    | <ul style="list-style-type: none"> <li>◦ Establish basic plans</li> <li>◦ Prepare self-developed indicators</li> <li>◦ Develop manuals</li> </ul>                                                                                                                                                            |
| Implementation | <ul style="list-style-type: none"> <li>◦ Monitor the evaluation procedure of metropolitan/provincial education offices</li> <li>◦ Collect evaluation results of the 16 metropolitan/provincial offices of education on an online DB</li> </ul> | <ul style="list-style-type: none"> <li>◦ Compose members on the evaluation board</li> <li>◦ Provide evaluation board members and to-be-assessed schools with training</li> <li>◦ Require schools to conduct self- evaluation</li> <li>◦ Conduct site visit to schools</li> </ul>                             |
| Analysis       | <ul style="list-style-type: none"> <li>◦ Analyze results</li> <li>- Quantitative analysis of grade ratings</li> <li>- Qualitative analysis of rating standards and general review</li> </ul>                                                   | <ul style="list-style-type: none"> <li>◦ Analyze evaluation results</li> <li>◦ Write evaluation reports</li> </ul>                                                                                                                                                                                           |
| Utilization    | <ul style="list-style-type: none"> <li>◦ Publish and distribute a synthetic report</li> <li>◦ Provide consulting for schools improvement</li> </ul>                                                                                            | <ul style="list-style-type: none"> <li>◦ Provide excellent schools with incentives</li> <li>◦ Offer concentrated support for underperforming schools</li> <li>◦ Draft reports on school evaluation of metropolitan/provincial offices of education</li> <li>◦ Draft reports on individual schools</li> </ul> |



### **4.1.3 Linkage with other evaluation and assessment systems**

#### ***Linkage between school evaluation and student assessment***

93. School evaluation is linked with student assessment. An important performance indicator of school evaluation is the degree of students' achievement of educational goals. This core indicator is used to assess whether students have achieved the school's goal of education. Schools are not required to set educational goals by reference of the results of the National Assessment of Educational Performance (NAEA), which is conducted the same at the national and local level. Thus, there lies difficulty in conducting an absolute comparison of the extent to which students have achieved educational goals or how much their performance has improved. But starting in 2010, the government is requiring metropolitan/provincial offices of education to disclose NAEA results and other educational achievement levels. In the lack of social consensus on whether to use student achievement levels as an indicator for between-school comparison, the government's disclosure policy is interpreted as a mid-stage measure to secure accountability in schools.

#### ***Linkage between school evaluation and the evaluation of metropolitan/provincial offices of education***

94. In the evaluation of metropolitan/provincial offices of education led by the Ministry of Education, Science and Technology, an important element is to measure how well the offices utilize school evaluation results. The offices are also evaluated in terms of their efforts to secure fairness and reliability in evaluation results, extent of results disclosure, appropriateness of results utilization planning, and support schemes. Through the process, the ministry monitors the status of school evaluation implementation, measures the effectiveness of school evaluation carried out by each education office, and develops efforts to secure quality in evaluation.

95. School evaluation has no direct linkage with the teacher appraisal systems. At some metropolitan/provincial offices of education, however, school evaluation results are used as an indicator when appraising the managerial ability of school heads.

### **4.1.4 School evaluation procedures**

#### ***The evaluation model***

96. The school evaluation model that uses common indicators is based on a 'model of expert review' in which experts assess schools based on absolute criteria, so as to overcome the limits of outcome-oriented measurement indicators and standards. The government adopts a qualitative evaluation method instead of a quantitative one, recognizing that the quantitative factors of school outcome do not guarantee the quality side, nor do they reveal practical achievements or educational impact. The strength of the expert review is that it can assess the quality of school education activities and diagnose the overall school system. The weakness is that it involves the subjective opinions of evaluators, which can lead to reduced objectivity and fairness in evaluation. And when conducting a total evaluation of all schools, there lies the difficulty of securing a large number of experts.

### *The evaluation method and self-evaluation*

97. In terms of the evaluation method, a self-evaluation of schools and a site visit by an external expert are carried out side by side. Schools are required to set up a self-evaluation committee composed of the school principal, vice-principal and teachers. In preparing a self-evaluation report, schools are required to present documented evidence of their educational activities and outcomes for each evaluation indicator, based on the evaluation guidelines provided by MPOEs. External evaluators, who collect and analyze objective data on the environmental conditions and achievements of schools, construct their assessments on top of the self-evaluation reports submitted by schools. Based on the self-evaluation reports, they develop hypotheses on the strengths and weak points of each school, and identify issues that should be closely reviewed during site visits. By means of self-evaluation, schools also secure a basis to participate actively during the site visit of external evaluators. On the other hand, preparing documents for self-evaluation is often pointed out as a burdensome task for schools. Schools tend to pour much time and energy into report writing, in order to describe their activities and achievements more effectively and make them look promising. But the time and efforts that go into producing documents that will give the evaluators a good impression are usually not related to the core educational activities of teachers, and instead intrude their class preparation hours. As critiqued, preparing self-evaluation reports can even disturb teachers with their class instruction hours in many cases.

### *On-site visit and grading scale*

98. Prior to visiting a school, the external evaluation board reviews the school's self-evaluation report, education plans, socio-economic backgrounds, homepage, etc. The board's visit normally takes one day per school. The board is mostly composed of retired teachers, principals and vice-principals. At some local education offices, incumbent teachers, general educational administrators, regional society members and parents also constitute the board. A recent trend in the composition of board evaluators is that the proportion of retired teachers is on the rise. Upon visiting a school, the board is provided with a briefing on the school status. The board then conducts a document review, and holds meetings with the principal, vice-principal, head teacher, students and parents to verify issues related to core indicators that were identified during the pre-assessment process. Upon completing assessment, the board shares results of the school review. The board provides assessment in a 0-4 grading scale for each indicator of their evaluation area. The rating scale contains five grade values from 0 to 4.

<Table 12> Rating scale for common indicators

| Grade | Features of evidence                                 |
|-------|------------------------------------------------------|
| 4     | Excellent enough to be disseminated to other schools |
| 3     | Good                                                 |
| 2     | Moderate                                             |
| 1     | Insufficient                                         |
| 0     | Almost no relevant activity                          |

#### **4.1.5. Contents and areas of evaluation**

##### ***National common indicators***

99. School evaluation uses both common and self-developed indicators. Common indicators are applied at the national level to all schools in equality, so that the government may assure the quality of overall school education. Self-developed indicators are set by each metropolitan/provincial office of education according to regional particularities and the offices' key policy agendas. While common indicators are extracted by consideration of the characteristics of good schools, self-developed indicators are mostly intended to check whether schools are well implementing the core policies of the offices. When making final estimations for evaluation, a point distribution ratio of approximately 7:3 is given for the common indicators and self-developed indicators.

100. Fourteen common indicators are set at the national level in four areas: school education objectives; curriculum and pedagogy; educational performance management; and educational administration. The underlying assumption for determining the four areas is that the school is a system in which the key elements of educational planning, implementation and outcome management move in an organic and cyclical process. In order to establish the evaluation areas and indicators, the agendas of 'how do schools function?', 'what should schools ultimately pursue?', and 'what are the conditions and particularities of a good school?' were explored. For this, experts reviewed the effectiveness of schools in and out of Korea, conducted research on effective schools, analyzed research literature on good schools, and reviewed cases of school evaluation. Upon deciding evaluation areas and indicators, experts including incumbent Korean teachers, supervisors, researchers and university faculty examined them.

##### ***Selection of common indicators***

101. In selecting core indicators to assess the educational quality of school as a system, a number of standards were applied. The foremost standard was that indicators should provide an overall view of school quality in terms of educational input, process and output. Indicators should also provide a vision of a good school, and direct schools towards innovation and improvement. And in order to require schools to be accountable, indicators should be composed of variables that are controllable by schools. That is, schools must be able to improve themselves on the indicators through their own endeavors. In addition, the indicators should provide a look into the practicality of education at schools, in consideration of the problem of drafting falsified documents in preparation for evaluation.

##### ***Contents of common indicators***

102. Common indicators are intended to evaluate the entirety of the school education system including school conditions, curriculum and learning outcomes. Previous indicators had very limited possibility of diagnosing schools as an organ or system. The common indicators were developed at the national level to tackle the limitation of the exhaustive, segmental and policy-oriented previous indicators, and to assess the school as a system in a more comprehensive manner. These are core indicators that enable a review of schools as part of a large system, as well as a thorough diagnosis of how schools move through input, process and output(Jung, Taek-hee, Kim, Joo-hoo, Kim, Joo-ah, 2004).

103. In terms of evaluation contents, the goals of education and implementation strategy comprise the input element. The process elements include the curriculum/pedagogy and educational administration. In the area of curriculum/pedagogy, the indicators measure schools' efforts to understand students and curriculum formulation. In the area of educational administration, indicators measure the leadership of school members, their endeavors to generate change and improvement, initiatives to build learning organizations, and the relation with regional society. The output element is the management of educational outcomes, which includes the indicators of school performance management, assessment management and the utilization of assessment results. Details are shown in <Table 13>.

<Table 13> Common indicators for school evaluation

| Area                               | Item                                                                     | Indicator                                                                                                                    |
|------------------------------------|--------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------|
| Goal of school education           | Goals and strategies of school education                                 | 1. Has the school set appropriate goals for education?                                                                       |
|                                    |                                                                          | 2. Does the school have a concrete strategy to achieve its educational goals?                                                |
| Curriculum and methodology         | Efforts to understand students                                           | 3. Are student particularities analyzed by a reliable and valid method; are results being appropriately used?                |
|                                    | Curriculum formulation and operation                                     | 4. Is the process of curriculum formulation and operation tied with school education goals?                                  |
|                                    |                                                                          | 5. Is the curriculum re-composed to tailor to the study ability of students?                                                 |
|                                    |                                                                          | 6. Is the curriculum formulated and operated to meet student demands for special abilities/aptitudes and career paths?       |
| Management of educational outcomes | Educational outcomes                                                     | 7. Are students achieving the school's educational goals?                                                                    |
|                                    |                                                                          | 8. Are students and parents satisfied with school education?                                                                 |
|                                    | Assessment management and utilization                                    | 9. Are educational outcomes being assessed appropriately and reliably, and are assessment results being adequately utilized? |
|                                    |                                                                          | 10. Does the school inform parents of school education activities and children's school life?                                |
| Educational administration         | Leadership of school members; efforts to generate change and improvement | 11. Do school members demonstrate leadership in their positions?                                                             |
|                                    |                                                                          | 12. Does the school exert systemic efforts to change and improve itself?                                                     |
|                                    | Establishment of learning organizations; relation with regional society  | 13. Do school members endeavor to build learning organizations?                                                              |
|                                    |                                                                          | 14. Does the school have a mutually beneficial cooperation tie with regional society?                                        |

### ***Utilization of satisfaction surveys of students and parents***

At a number of MPOEs, results of surveys that measure the satisfaction degree of students and parents are reflected in school evaluation as part of an evaluation indicator. Though the contents that are surveyed slightly differ between education offices, they usually cover the whole of a school's general educational activities and performance including the curriculum, class instruction, life guidance for students and educational outcomes. Surveying the satisfaction degree of students and parents bears symbolic meaning in that the final beneficiaries of education are interviewed and inquired as a measure of school education outcomes. But since satisfaction degrees are indicative of how the subjective expectations of individuals are being met, there exists difficulty in objectively interpreting the numerical points that are given for satisfaction levels. For that reason, there are limitations to utilizing satisfaction survey results as a significant indicator.

#### **4.1.6 Capacity for school evaluation and results utilization**

##### ***Evaluators***

104. Evaluators are usually composed of teachers who have about 20 years of teaching experience, the principal, vice-principals, supervisors(school inspectors), researchers, university faculty and general administrative staff, though the composition may differ by metropolitan/provincial office of education. An evaluation team is composed of 3-6 personnel, with the head of the school taking the lead role. Since Korea's school evaluation takes the form of an expert review, the success of school evaluation largely depends on the expertise of evaluators. This makes it very important to set clear standards and maintain high levels of quality in selecting, training and qualifying evaluators.

105. While difference exists between metropolitan/provincial offices of education, evaluators are mostly selected through the parallel operation of an invitation appointment system and an open recruitment system. The open recruitment system works in a way for offices to present qualification requirements and request eligible educational experts within their district to apply for evaluator positions. The offices then screen applications according to set standards and make selections. The invited appointment system works in two ways: first, staffs of the metropolitan/provincial office of education directly invite veteran evaluators who have been engaged in evaluation and who possess both theoretical and practical expertise; and second, the staffs invite qualified experts from research institutes and universities.

##### ***Training of evaluators***

106. One of the most critical needs to secure expertise in evaluation is to provide evaluators with training. The primary purpose of training is to share the intent and goal of evaluation, and to teach the ethics, abilities, etc. required for evaluation duties. Training is also necessary if evaluation results are to secure reliability, since evaluators acquire an understanding of standards through training. Training programs are provided at the national and local levels. At the national level, the Korean Educational Development Institute, a research institute overseeing research on national educational policy, is consigned by consultative bodies of metropolitan/provincial offices of education to conduct training programs. Training, which consists of a mixture of lectures and workshops and lasts 15-20 hours, delivers instruction on the system of school evaluation(legal basis, role and rights of related organizations, basic evaluation plan), interpretation of indicators, workshops on practical indicator application, information on foreign school evaluation practices, lectures on evaluator ethics, guide to DB utilization, and guide to writing reports. At the local level, the metropolitan/provincial offices of education usually provide training for all evaluators within their district. The training normally lasts half to one day, with lectures provided on the school evaluation system and indicators. In recent years, as a result of growing recognition on the importance of training, many offices are adopting workshop methods to help trainees actually practice indicator application.

107. Critics have pointed out that there lacks a systemic structure to develop the professional ability of evaluators. One problem is that evaluators tend to change every year, hindering the accumulation of expertise and experience on evaluation. Another problem is that due to limitation in personnel and material resources such as budgets and time, evaluators are not being provided with sufficient training opportunities(Jung, Taek-hee, Namgoong, Ji-young, Kim, Joo-ah, 2008).

### ***Training for schools in preparation for evaluation***

108. Improving schools by using evaluation results is a task primarily undertaken by school members. It is therefore very important that schools share understanding on the purpose of evaluation. The point is that schools must not cease at just ‘being evaluated,’ but rather be able to ‘communicate’ with external evaluators about their self-evaluation results. This means that schools must be fully capable of conducting self-evaluation, and should be provided with higher quality training. Training for to-be-evaluated schools takes place at metropolitan/provincial offices of education and also at the school level. The education offices secure about half a day’s time out of a school day to train the vice-principal, head teacher and other evaluation-related personnel on the school evaluation framework, basic evaluation plan, indicators and procedural guidance. With respect to results utilization, trainees are usually informed of plans to provide level-differentiated financial subsidy. Other than that, little information is given on how evaluation results will be fed back into practically improving the schools. In other words, training programs place weight on how school members should prepare for evaluation, but give meager guidance on how results will be utilized. Upon attending training, related school members report requirements for evaluation to the head of the school, deliver explanation on the purpose and indicators of evaluation, and provide other school members with training on preparatory works for evaluation.

#### **4.1.7 Utilizing results**

### ***School evaluation reports***

109. Evaluation reports are published at the national, metropolitan/provincial offices of education, and individual school levels. The national report provides a comparative analysis of evaluation results by school size, location and establishment type, with aim to diagnose the quality level and status of Korean school education. Reports of the metropolitan/provincial offices of education provide an analytical diagnosis of the overall strengths and weaknesses of schools within the districts, and identify areas that require support. The offices also develop and disseminate best cases of school performance so that other schools may find implications for betterment.

### ***Utilization of school evaluation results***

110. Evaluation results are delivered to schools in the form of an evaluation report. While differences can exist between metropolitan/provincial offices of education, in general, the report includes evaluation grades for each indicator, evaluation results, general overview for each area, and an overall overview of the evaluation. Oftentimes, schools show an affirmative attitude in maximizing their strengths and supplementing their weak points identified through the results. Whether a school is highly or slightly affirmative in responding to results depends on how extensively the results are tied to administrative, financial and personnel measures. When the tie between the results and follow-up measures is strong, schools tend to respond with more sincerity and earnestness.

### ***Utilization of evaluation results by local educational authorities***

111. Metropolitan/provincial offices of education impose administrative and financial measures on schools according to evaluation results. Many offices provide administrative/financial incentives for schools that gather excellent evaluation results, and publicize the school’s

outcomes as a best practice. For schools that fail to reach certain quality levels, the offices apply concentrated management and follow-up measures. Some offices differentiate the weight of school inspection according to evaluation results. Schools that gain excellent results are granted exemption from inspection, while focused inspection and consulting is given to underperforming schools. Linking school evaluation results to inspection requirements and other administrative measures is found to be an effective means of raising the impact of school evaluation(Jung, Taek-hee, Namgoong, Ji-young, Kim, Joo-Ah, 2008). Almost all metropolitan/provincial offices of education adopt a rewarding system under which schools are provided with level-differentiated incentives according to evaluation results. Even so, the absolute amount of the incentives and the width of level-differentiation are rather insignificant, which is why the system has no major impact on schools. Not much evidence is found on school evaluation results being utilized as material for personnel management. Though not common, there are cases where teachers of excellent schools are given additional points when transferring to another school. The points can be included in the total points required for promotion to vice-principal. Recently, in the course of preparing to implement the Evaluation for School Management, many metropolitan/provincial offices of education are setting forth policies to use school evaluation results as key information when appraising principals.

#### ***Disclosure of school evaluation results***

112. The notification of evaluation results to each school and application of the information for school improvement is indeed an important development in terms of results utilization. But results have not yet been disclosed to students and parents, and limitations persist in terms of enhancing school accountability. In order to tackle this problem, the government is proceeding with steps to revise the Special Act on the Information Disclosure of Educational Institutions. And starting in February 2011, school evaluation results will be disclosed to the public including students and parents via the portal site of the School Information Disclosure System at [www.schoolinfo.go.kr](http://www.schoolinfo.go.kr).

## **4.2 Implementation of school evaluation**

### **4.2.1 Positive effects of school evaluation**

113. School evaluation offers future directions for the development of school education. Many evaluated schools have responded affirmatively, pointing out that evaluation helps set educational directions and visions for a good school, and therefore assists school management. Indicators for school evaluation were first developed out of research on the qualities of a good and effective school. Thus, schools acquire abundant information for school management through evaluation by comparing their activities with the educational directivity contained in the indicators.

114. Through evaluation, schools are given the opportunity to reflect on their educational activities. School evaluation also promotes information sharing and exchange among school members, and helps them broaden their interest and understanding of overall school affairs. For a majority of teachers, school evaluation is an affirmative tool in that it brings a chance to freshen up the school atmosphere, and provides venue for self-discussion and consultation on the school's strengths and weaknesses(Jung, Taek-hee, Namgoong, Ji-young, Kim, Joo-Ah, 2008).

115. The prevalent opinion of evaluated schools is that school evaluation results serve as useful feedback material for school improvement. Schools find considerable usefulness in evaluation reports, which are written by evaluators upon evaluation completion and delivered to schools. Results also provide schools with practical assistance when designing education plans for the next year and establishing mid- to long-term school development plans. Schools also gain many implications for self-improvement through the dissemination of best-performing school cases, but find little help for improvement when applying the policy of allocating level-differentiated budgets according to evaluation results, a measure that is currently adopted by most of the metropolitan/provincial offices of education(Kim, Sung-shik, Jung, Taek-hee, Kim, Joo-ah, 2009).

<Table 14> Degree to which follow-up measures of school evaluation support school improvement

|                                                                                | No support at all | Meager support | Slight support | Fair support | Considerable support | No response | No. of cases |
|--------------------------------------------------------------------------------|-------------------|----------------|----------------|--------------|----------------------|-------------|--------------|
| Evaluation report of the evaluation board                                      | 3.0               | 16.3           | 29.5           | 40.7         | 9.2                  | 1.4         | 369          |
| Publicizing and dissemination of best practices                                | 1.6               | 14.6           | 25.7           | 41.5         | 15.4                 | 1.1         | 369          |
| Tying evaluation results to level-differentiated financial support for schools | 7.3               | 25.7           | 39.0           | 21.7         | 5.1                  | 1.1         | 369          |
| Supervision(or consulting) based on evaluation results                         | 2.7               | 22.5           | 27.9           | 37.4         | 8.7                  | 0.8         | 369          |

Source: Kim, Sung-shik, Jung, Taek-hee, Kim, Joo-ah(2009). Analytical study on school evaluation results and improvement measures. Seoul: Korean Educational Development Institute.

#### 4.2.2 Negative aspects of school evaluation

##### *Lack of agreement on the purpose of school evaluation*

116. Those who agree with the need for school evaluation are oftentimes only the school administrators and head teachers. Among other general teachers, a rather low level of awareness exists on the necessity of evaluation. Vice-principals and head teachers who are expecting promotion prepare for evaluation in earnest. But general teachers tend to regard evaluation as a one-time occasion and show less interest in making preparations(Jung, Taek-hee, Namgoong, Ji-young, Kim, Joo-Ah, 2008, Kim, Sung-shik, Jung, Taek-hee, Kim, Joo-ah, 2009). The major reasons behind the tendency are the lack of consensus on the purpose of evaluation and the distrust of teachers on school evaluation itself.

##### *Limitations of the document-centered evaluation method*

117. At school sites, the prevalent recognition is that school evaluation is an achievement-oriented evaluation and therefore schools can gain good results if they prepare good documents. The self-evaluation of schools usually consists of an offline process of classifying and printing evidence material on educational activities for each indicator. The criticism is that this increases the teacher work load. On-site evaluation also has its problems, since the visit usually lasts only one day at most and so evaluators must conduct a document-oriented evaluation that relies on material prepared by the school. If evaluation is to depend less on document review, on-site



evaluation should be lengthened so that the evaluators may secure sufficient time to hold interviews and observe practical class instruction.

**Obscurity of qualitative indicators**

118. The emphasis on qualitative indicators and the obscurity of judgment standards is leading to a low level of objectiveness in school evaluation. The current evaluation model, which relies on the professional discernment of the evaluators, provides little clarification on the question items or standards of evaluation. But there are only a limited number of evaluators who are capable of assessing school education quality by means of their own educational experience and insight. The larger majority of evaluators are more familiar with the practice of assessing schools according to concrete indicators, standards and procedures. Few have experience in using questions and procedures based on their own expertise and discernment. As such, many evaluators are voicing difficulties in implementing evaluation due to unclear indicators and standards. And the obscurity problem is giving rise to the issue of insufficient objectivity in evaluation results.

<Table 15> Factors that hinder objectivity in school evaluation

|                                                      | No impact at all | Meager impact | Slight impact | Fair impact | Considerable impact | No response | No. of cases |
|------------------------------------------------------|------------------|---------------|---------------|-------------|---------------------|-------------|--------------|
| Obscure judgment standards for evaluation indicators | 0.5              | 9.5           | 24.1          | 41.7        | 23.6                | 0.5         | 369          |
| Weight on qualitative indicators                     | 1.4              | 8.9           | 40.1          | 40.1        | 8.9                 | 0.5         | 369          |

Source: Kim, Sung-shik, Jung, Taek-hee, Kim, Joo-ah(2009). Analytical study on school evaluation results and improvement measures. Seoul: Korean Educational Development Institute.

**The professionalism of evaluators and fairness issues**

119. Another problem is the difficulty of securing independence and expertise in evaluators. At present, evaluation teams are mostly composed of principals, vice-principals, educational supervisors and researchers, and teachers within the district concerned. These personnel are suitable as evaluators since they possess expertise and experience in educational activities and have mostly been engaged in evaluation procedures. But because they are selected within an educational district, they are rarely completely free from school ties and regionalism, and therefore evaluation can be less rigorous and more generous. The need to upgrade the quality of evaluator training programs is raised, as the current training lacks the capacity to nurture professional competence in evaluators.

<Table 16> Factors that hinder objectivity in school evaluation

|                                                            | No impact at all | Meager impact | Slight impact | Fair impact | Considerable impact | No response | No. of cases |
|------------------------------------------------------------|------------------|---------------|---------------|-------------|---------------------|-------------|--------------|
| Lack of expertise in evaluators                            | 1.6              | 10.0          | 40.4          | 37.1        | 10.6                | 0.3         | 369          |
| Tendency to evaluate schools leniently                     | 2.4              | 17.3          | 35.5          | 37.1        | 7.3                 | 0.3         | 369          |
| Close acquaintance between evaluators and school personnel | 4.6              | 19.2          | 29.3          | 32.5        | 12.5                | 1.9         | 369          |

Source: Kim, Sung-shik, Jung, Taek-hee, Kim, Joo-ah(2009). Analytical study on school evaluation results and improvement measures. Seoul: Korean Educational Development Institute.

### *Issues of feeding back evaluation results*

120. Another issue at hand is the insufficient feeding back of evaluation results, that is, the lack of affirmative results utilization. Though many evaluated schools have replied that they have drawn useful implications for school improvement from the results, there is further need to enhance the functions of feeding back results and improving school education.

### **4.3 Policy initiatives**

121. Solutions are being sought to address the subjectivity that occurs in the expert review method. The ways to raise objectivity in evaluation by developing clear evaluation standards based on an absolute grade scale system. There are also assertions that student achievement, the ultimate outcome of schools, should be more closely linked with school evaluation. If student achievement is to be included and utilized as a significant indicator for school evaluation, it is necessary to apply a growth-referenced evaluation method that considers school circumstances. Alongside, there should be discussions on how student learning outcomes should actually be reflected in the contents of school evaluation. Starting 2011, as part of government policy to raise school accountability, school evaluation results will be disclosed as one of the items that schools are required to make public under the School Information Disclosure System. There is high public interest in the impact and responses that will follow the disclosure of school evaluation results.

## 5. Teacher<sup>1</sup> Appraisal

### 5.1 Current practices

#### 5.1.1 Overall framework for teacher appraisal

122. Korea's teacher appraisal framework is composed of the Teacher Appraisal for Performance, Performance-based Incentive System, and Teacher Appraisal for Professional Development. Performance evaluation started out in 1964 with the name of the Teacher Appraisal for Performance, which has undergone 31 small and large-scale revisions up to this day. The most criticized aspect of the system is that appraisal results were fed back with too much concentration on promotion decisions. Accordingly, in November 2005, the government introduced a Teacher Appraisal for Professional Development as a pilot program, expanding system application to all schools nationwide in 2010. The system is designed to analyze the strengths and weaknesses of individual teachers, provide teachers with evaluation results as a basis for professional development, and maximize institutional effectiveness. Starting 2001, the government has also been operating a Performance-based Incentive System with the aim to enhance the quality of school education and raise the morale of teachers. The system is intended to assess the extent to which a teacher contributes to a school's pursuit of academic goals. Major criteria used for the evaluation are classroom instruction, student life guidance, non-teaching duty performance and professional development, and teaching experience.

#### *Teacher Appraisal for Performance*

123. The Teacher Appraisal for Performance refers to the assessment of a teacher's qualities, attitudes and work performance conducted by the principal, vice-principal and peer teachers. Appraisal is carried out regularly and systemically, so as to provide data for fair and accurate personnel administration and to promote quality in teaching-learning. In terms of administrative goals, the system provides basic data for personnel management and offers material for the development of rational personnel policies. In terms of teaching goals, the system provides teachers with information for self-examination, presents material and instructional guidance to promote the quality of teaching practices, and sets forth directions and standards for qualitative teacher improvement. The appraisal system applies to national and public schools only. At private schools, personnel evaluation schemes equivalent to the Teacher Appraisal for Performance are operated autonomously.

124. The Teacher Appraisal for Performance assesses a teacher's work performance, work capacity and performance attitude for the year of concern. Applicable teachers are required to write a self-assessment paper on their work performance during the appraised year, and submit it to senior personnel by December 31. Submitted reports are evaluated by the school's vice-principal. Multi-dimensional appraisal is also carried out by peer teachers when needed. Final review and confirmation is given by the principal. By standard of a 100 point scale, appraisal categories are largely divided into "qualities and attitude(20 points)" and "work performance and ability(80 points)."

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<sup>1</sup> In this chapter, the terms 'teacher' and 'teaching staff' carry the same meaning. Teachers and teaching staff both refer to general teachers other than school managerial staff, principals and vice principals.

<Table 17> Major features of the Teacher Appraisal for Performance

|                     | Major features                                                                               |                                                                                                                                                                             |                                     |           |
|---------------------|----------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------|-----------|
| Purpose             | • To use as reference for promotion, transfer, etc.                                          |                                                                                                                                                                             |                                     |           |
| Principle           | • Ranking and differentiation-based evaluation/focused on external and compensational values |                                                                                                                                                                             |                                     |           |
| Target              | • Teachers, vice-principal                                                                   |                                                                                                                                                                             |                                     |           |
| Evaluator           | • Seniors(principal, vice-principal), teachers(partially)                                    |                                                                                                                                                                             |                                     |           |
| Items of appraisal  | Qualities and attitude                                                                       | • Intrinsic quality as an educator<br>• Attitude as a civil servant                                                                                                         | 10 points<br>10 points              | 20 points |
|                     | Work performance and ability                                                                 | • Academic instruction<br>• Student guidance<br>• Education and research(vice-principals: other administrative management functions including educational activity support) | 40 points<br>20 points<br>20 points | 80 points |
| Standard            | • National standard indicators                                                               |                                                                                                                                                                             |                                     |           |
| Form                | • Summative evaluation                                                                       |                                                                                                                                                                             |                                     |           |
| Method              | • Norm-referenced evaluation                                                                 |                                                                                                                                                                             |                                     |           |
| Feedback of results | • Limited disclosure of results → Insufficient feedback                                      |                                                                                                                                                                             |                                     |           |

125. Results of the Teacher Appraisal for Performance are used as part of total evaluation points required for the promotion of individual teachers. In order to be considered for promotion, a teacher must acquire a minimum of 70 points on teaching experience, 100 points on work performance evaluation, and 30 points on training outcomes. Additional points may be gained through other means. Since out of the basic requirement for promotion, work performance evaluation takes up the biggest part, teachers are keen to achieve good results on performance appraisal. Once teachers receive appraisal results, they estimate about when they may get promoted and channel efforts to supplement any needs identified for that promotion.

<Table 18> Distribution of points for teacher promotion appraisal

|                     | Points | Proportion(%) |
|---------------------|--------|---------------|
| Teaching experience | 70     | 32.9          |
| Work performance    | 100    | 46.9          |
| Training outcomes   | 30     | 14.1          |
| Additional points   | 13     | 6.1           |
| Total               | 213    | 100.0         |

### ***Performance-based Incentive System***

126. The Performance-based Incentive System for teachers was launched in 2001, in response to criticism that the previous single salary schedule had failed to provide motivation for the professional development of teachers. Under this system, wage rates are decided by standard of a teacher's actual output, rather than his/her potential ability or possibility of contribution to the school organization. The underlying idea of the system is to provide compensation for the direct outcomes a teacher achieves during and as a result of work

performance. Results of performance evaluation are utilized as material to consult when teachers re-examine their roles and functions undertaken at school over the past year.

127. The Performance-based Incentive System consists of equal-amount incentives and level-differentiated incentives. Criteria for the allotment of differentiated incentive amounts are set by each individual school according to school circumstances. One requirement of the government is to exclude criteria that reflect a teacher’s work experience duration. In recent years, schools have been reducing their proportion of equal-amount incentives and instead increasing the proportion of level-differentiated incentives. Starting 2011, the government intends to introduce a performance-based incentive system for individual schools, under which different incentive amounts will be allotted for different schools upon a comprehensive review of the schools’ NAEA improvement rates, results of school evaluation and principal appraisal, provision of open lectures, self-supervision records, and satisfaction level of students and parents.

<Table 19> Major features of the Performance-based Incentive System

|                     | Major features                                                                                                           |
|---------------------|--------------------------------------------------------------------------------------------------------------------------|
| Purpose             | • To boost teachers’ morale and distribute incentives                                                                    |
| Principle           | • Focused on external and compensational values                                                                          |
| Target              | • Teachers, vice-principal, principal                                                                                    |
| Evaluator           | • Appraisal Committee for Teacher Incentives                                                                             |
| Evaluation term     | • Once per year                                                                                                          |
| Items of appraisal  | • Classroom instruction, guiding students, administrative responsibilities, professional development, etc.               |
| Standard            | • National standard payment criteria(the school head is allowed to add other appraisal items within 30% of all criteria) |
| Form                | • Summative evaluation                                                                                                   |
| Method              | • Norm-referenced evaluation                                                                                             |
| Feedback of results | • Results undisclosed → insufficient feedback                                                                            |

***Teacher Appraisal for Professional Development***

128. The Teacher Appraisal for Professional Development was initiated as a solution to the limitations and problems identified in the Teacher Appraisal for Performance. The system places central focus on raising the professional ability of teachers across academic instruction and student life guidance, as manifested in its objectives of appraisal. First, the system is intended to diagnose the degree of a teacher’s professional ability for study and life guidance, and provides teachers with assistance for professional development based on diagnosis results. Second, the system provides teachers with referential material for self-development, by guiding them to review and comprehend their teaching quality from an objective viewpoint. Third, the system is designed to induce the sustainable capacity development of teachers through a fair and valid process of appraisal and results usage. Fourth, the system supports the professional advancement of teachers, also raising the quality of school education and securing more trust in public education. As such, in differentiating from other appraisal schemes, this new appraisal system pursues a clear target goal of raising teacher professionalism. It measures the extent of

professional ability by diagnosing the quality of class instruction and student guidance, and provides results as reference data for teachers to develop themselves in continuity.

129. The key features of the Teacher Appraisal for Professional Development are summarized as follows. First, the core intent of appraisal is to offer feedback for teachers so that they may enhance their professional ability. Second, in order to raise the instructional ability of teachers and the managerial ability of school administrators, vice-principals and principals, as well as teachers, are all subject to evaluation. Third, a multi-dimensional appraisal method is adopted which involves the input of the whole education community. Principals, vice-principals and teachers function as evaluators, while students and parents provide information on satisfaction levels by filling in questionnaires composed of checklist questions and descriptive opinion writing. Fourth, teacher appraisal management committees are set up at schools to oversee the whole process of appraisal. At metropolitan/provincial offices of education, committees for the management of principal/vice-principal appraisal are set up to oversee managerial level appraisals, which appoint appraisal managers as working staff. Fifth, the appraisal managers collect evaluation sheets and questionnaires and provide them in summarized reports to individual teachers, making sure that anonymity is secured in the course of results utilization. The personal reports help teachers identify areas they lack in and seek methods of further professional development.

<Table 20> Major features of the 2010 Teacher Appraisal for Professional Development

|                     | Major features                                                                                                                                                                                                                                                                                       |
|---------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Purpose             | <ul style="list-style-type: none"> <li>• Use as reference to assist the professional development of teachers</li> </ul>                                                                                                                                                                              |
| Principle           | <ul style="list-style-type: none"> <li>• Evaluates whether ability levels meet the set standards</li> <li>• focus is on intrinsic values</li> </ul>                                                                                                                                                  |
| Target              | <ul style="list-style-type: none"> <li>• Primary, middle and high school teachers(including special school teachers)</li> <li>- Includes professional counseling teachers, librarians(teacher), school nurse(teacher) and nutritionist(teacher)</li> <li>- Excludes kindergarten teachers</li> </ul> |
| Evaluator           | <ul style="list-style-type: none"> <li>• All teachers(mutual review between the principal, vice-principal and peer teachers)</li> <li>• Students and parents (satisfaction survey)</li> </ul>                                                                                                        |
| Evaluation term     | <ul style="list-style-type: none"> <li>• Teacher appraisal: once per year</li> <li>• Satisfaction survey: minimum once per year</li> </ul>                                                                                                                                                           |
| Items of appraisal  | <ul style="list-style-type: none"> <li>• Principal, vice-principal: overall school management</li> <li>• Teachers: academic instruction and guidance of students</li> </ul>                                                                                                                          |
| Standard            | <ul style="list-style-type: none"> <li>• Autonomously developed indicators(tailored to school characteristics)</li> </ul>                                                                                                                                                                            |
| Form                | <ul style="list-style-type: none"> <li>• Formative evaluation</li> </ul>                                                                                                                                                                                                                             |
| Method              | <ul style="list-style-type: none"> <li>• Criterion-referenced evaluation</li> </ul>                                                                                                                                                                                                                  |
| Feedback of results | <ul style="list-style-type: none"> <li>• Results notified to each teacher → feedback process ensured</li> </ul>                                                                                                                                                                                      |

### **5.1.2 Teacher appraisal procedures**

#### ***Procedures for the Teacher Appraisal for Performance***

130. Teacher Appraisal for Performance starts with an evaluator requiring a teacher to write and submit a 'self-assessment report of work performance' for the period that is being appraised, as of December 31 every year. In the report, the teacher specifies his/her work duties, implementation goals, outcomes and creative work improvement plans for the year concerned, and writes a self-assessment of how well those goals have been achieved, whether work performance has been creative and timely, and whether sufficient effort has been put into the work. Based on the report, which is submitted at the end of the year, the evaluators(principal and vice-principal) conduct an appraisal of work performance.

131. The work performance of teachers is appraised and recorded in an evaluation sheet. Two different evaluation methods are in mixed use as of present: the numerical measurement method which gives points for evaluation items, and the forced distribution method which distributes ratings for teachers according to a pre-specified performance distribution ratio. For the first method, points 12, 16 and 24 are given in maximum to each evaluation item according to the item's weight. For the second method, evaluators rank teachers by position in order of forced distribution, according to a fixed distribution ratio of 'excellent' for the top 30%, 'good' for 40%, 'fair' for 20%, and 'poor' for the bottom 10%. In the case that no teachers fall into the 'poor' rank, which is equivalent to an evaluation point total of less than 85, additions can be made to the 'fair' rank.

132. In 2010, the government revised the duration that the Teacher Appraisal for Performance is valid for reflection in promotion decisions. The Ministry of Education, Science and Technology announced a new policy to apply the three years that a teacher has gained best results, out of five appraised years, in promotion assessment. Rules regarding results disclosure also saw change in 2007. Prior to 2007, evaluation results were not disclosed to the teachers in principle. But since 2007, in the case that an appraised teacher requests a review of results, she or he must be provided with final evaluation points unless for specially noted cases.

#### ***Procedures for the Performance-based Incentive System***

133. Performance-based incentives are allotted to teachers by standard of evaluation criteria applied by screening committees set up at each school. Incentives are given to ①principals, vice-principals and teachers at high schools and lower, ②school inspectors and senior educational researchers at a national organization who are of director position(grade 3) or lower, supervisors, and educational researchers, ③school inspectors, senior educational researchers, supervisors and educational researchers at metropolitan/provincial offices of education, and ④ those who are dispatched to other organizations, and those who are not on duty due to leave of absence or other reasons, as of the date of payment. Performance-based incentives are given to teachers on December 31 of each year. The period of evaluation for incentives is from January 1 to December 31. Actual payments are made in early in the next year.

134. In allocating performance-based incentives, the government imposes a regulation to give evaluation results in a three-scale grade, and allot 30% of appraised teachers in the grade A

group, 40% in the grade B group, and 30% in the grade C group. The government also presents three core criteria for performance evaluation - classroom instruction, administrative duty fulfillment and professional development - cautioning schools from focusing on the teacher's years of service from an output-oriented viewpoint. And as a basic rule, evaluation results of the administrative duty criteria should not be reflected at more than 40% of the whole appraisal process. Instead, evaluation results of separate work areas may be added within a 30% extent. In 2009, the average distribution of criteria at schools came in the highest order of classroom instruction(27%), administrative responsibilities(27%), student's life guidance(14%), others(13%), professional development(12%), consecutive years of service(5%) and result of performance appraisal(2%). Other criteria included voluntary social service experiences, honors and awards, ability to harmonize with others, and contribution to educational development.

<Table 21> Appraisal criteria for the provision of performance-based incentives(2009)

|          | Classroom instruction | Student's life guidance | Administrative responsibilities | Professional development | Consecutive years of service | Result of performance appraisal | Other | Sub-total |
|----------|-----------------------|-------------------------|---------------------------------|--------------------------|------------------------------|---------------------------------|-------|-----------|
| Ratio(%) | 27                    | 14                      | 27                              | 12                       | 5                            | 2                               | 13    | 100       |

Source: MEST(2009), Material for discussion among metropolitan/provincial offices of education officials on the Performance-based Incentive System.

135. Despite the regulation of the ministry to limit the consideration given to a teacher's years of service, in actual practice, only 66% of schools were found to be abiding by that regulation, with the other 34% of schools still reviewing work experience in deciding incentive provision. Though schools have been reducing their proportion of the 'consecutive years of service' criteria, from 80% in 2006 to 55% in 2007, and again to 34% in 2009, the consideration given to a teacher's work duration yet remains high.

#### ***Procedures for the Teacher Appraisal for Professional Development***

136. The Teacher Appraisal for Professional Development, extended to all schools nationwide as of 2010, is largely divided into peer teacher appraisal, student satisfaction survey, and parent satisfaction survey. The peer teacher appraisal consists of assessments given by teachers and those given by the principal and vice-principal. The student satisfaction survey reviews the degree of satisfaction that students attach to teachers. The parent satisfaction survey reviews the overall satisfaction level of student life including classroom teachers, subject teachers and school management.

137. In the first stage of peer teacher appraisal, an appraisal management committee is set up at a school, appraisal managers are appointed, regulations are established for the committee, and committee members are composed. The committee then devises an appraisal implementation plan for its school, produces training material, and informs and trains teachers, students and parents on the plan. Second, a peer teacher appraisal and satisfaction surveys for students and parents are carried out. Results of the peer appraisal and satisfaction surveys are collected and reported to the school principal and appraised teachers. Objections raised by teachers regarding results are addressed and resolved. A final report is then written and submitted to the school head and the local office of education, upon which the school head and local office establishes a plan to utilize results and provide necessary support. Likewise, the appraisal of principals and vice-principals also follows a three-stage procedure. First, an appraisal management committee is



set up at the local office of education, and appraisal managers are appointed. The committee devises an implementation plan, produces training material, and carries out publicity works and training programs. Second, teacher appraisals along with student and parent satisfaction surveys are carried out. The results of the teacher appraisal and satisfaction surveys are collected and reported to the school principal and vice-principal. Objections raised by the principal or vice-principal regarding results are resolved through an explanation process. Schools then write a final report and submit it to their MPOEs, upon which the education office establishes a plan to utilize results and provide necessary support.

138. The Teacher Appraisal for Professional Development is carried out over the course of one year. In principle, appraisals are conducted once a year. But according to school circumstances and needs, the satisfaction survey of students and parents can be conducted more than once per year. Individual appraisal results are accessible only by the appraised person, school principal and vice-principal. For students and parents, the results tendency of all teachers appraised in a school is provided only.

### **5.1.3 Competencies to appraise teachers and use appraisal results**

#### ***Competencies for the Teacher Appraisal for Performance***

139. Prior to system revision in 2007, the competencies for the Teacher Appraisal for Performance used to be the principal and vice-principal. But as criticism increased on the top-down evaluation provided by senior level personnel, in 2007, a horizontal evaluation by peer teachers was added to the system so as to secure more fairness and objectivity. By distributing the rights of work performance evaluation to the general teacher level, the 2007 revision sought to secure more reliability in the evaluation process and results. This was, in other words, the introduction of a multi-dimensional appraisal system. Under this system, teachers who are well versed in their peer's work performance can be selected to provide evaluation. In which case, at least three teachers must compose an evaluation group. Selection should be based on those who have full and accurate knowledge of their peer's work result, work performance ability and work attitude. Standards and procedures for the composition of a peer evaluation group are decided by the person who prepares the list of candidates for promotion. In all, 30% of the vice-principal's evaluation points, 40% of the principal's evaluation points, and 30% of the peer teacher group's evaluation points are calculated and added up to produce final results for the assessed teacher.

#### ***Competencies for the Evaluation of the Performance-based Incentive System***

140. In the case of the Performance-based Incentive System, schools are required to set up a screening committee to decide incentive levels and set standards for provision. The school head must make final decisions regarding incentive provision standards and grantees via the deliberation of the committee.

#### ***Competencies for the Teacher Appraisal for Professional Development***

141. The Teacher Appraisal for Professional Development is composed of a peer teacher appraisal and a principal/vice-principal appraisal. The peer teacher appraisal is provided by the principal, vice-principal and teachers(including teachers of special education classes and non-teaching professional staffs). A survey of the satisfaction degree for a teacher is also taken

by students and parents. When appraising the principal and vice-principal, core evaluators consist of the principal, vice-principal and teachers. Parents participate through a survey of satisfaction levels regarding the managerial ability of the principal and vice-principal.

#### ***Enhancing evaluators' professional ability for teacher appraisal***

142. Much effort is being exerted by the Korean government to raise the appraisal ability of evaluators and to improve the overall teacher appraisal system. For school principals, vice-principals and a portion of teachers who function as evaluators for the Teacher Appraisal for Performance and Performance-based Incentive System, the government offers in-service training, and informative sessions on appraisal elements and procedures as part of qualification training for promotion. For teachers, parents and students who function as evaluators of the Teacher Appraisal for Professional Development, appraisal-related training is offered by individual schools, and training on the governmental appraisal system is delivered by local educational authorities through material provision. In addition, the government inserts in-depth training sessions on teacher appraisal within the variety of self-development training programs designed for general teachers.

#### ***Monitoring teacher appraisal systems for further improvement***

143. Teacher appraisal systems are being continuously monitored at school sites, and problems are being identified by experts and academics. The Ministry of Education, Science and Technology, which takes on the responsibility of resolving these problems, assigns research to national research institutes including the Korean Educational Development Institute to secure a systemic and scientific approach to problem solving. Particular attention and endeavors have gone into developing the Teacher Appraisal for Professional Development, which started out as a pilot project at 48 designated schools in late 2005 and expanded to 3,160 pilot schools by 2009. Over the five-year trial period, the government monitored and fed back operational outcomes and made immediate improvements where necessary, in an effort to develop an efficient evaluation scheme.

### **5.1.4 Using teacher appraisal results**

#### ***Utilizing results of the Teacher Appraisal for Performance***

144. The government regulates that results of the Teacher Appraisal for Performance be reported to the person authorized for the assessed teacher's appointment and be reflected in personnel management procedures including transference and rewarding. Pursuant to Article 45 of the Regulation on the Promotion of Educational Civil Servants, when writing a list of candidates for promotion, teachers who have tie points are given rank order according to the criteria of ①those who have excellent work performance achievements, ②those who have served long in the current position, and ③those who have been consecutively working as an educational civil servant.

#### ***Utilizing results of the Performance-based Incentive System***

145. Performance-based incentives, provided in the form of allowances, are meant as a financial compensation for teachers in consideration of the roles and responsibilities that they undertook at school over the past year. The incentive system serves as a stimulus for teachers

to carry out certain roles and duties that administrators find difficult to accomplish at the school level. So when appropriately using the system, the school management can allocate difficult school tasks to teachers. Related research reveals that when the ratio of level-differentiated payments for teachers rises, the number of teachers who take up difficult tasks also grows(Kim, Gap-sung, et al., 2010)

<Table 22> Status of level-differentiated incentives granted in 2009

| Ratio of level-differentiated payment           | 30%    | 40%  | 50%  | Total  |
|-------------------------------------------------|--------|------|------|--------|
| Proportion of schools that applied the ratio(%) | 99.7%  | 0.2% | 0.1% | 100%   |
| No. of schools                                  | 12,503 | 24   | 10   | 12,537 |

Source: MEST(2009), Material for discussion among metropolitan/provincial offices of education officials on the Performance-based Incentive System.

**Utilizing results of the Teacher Appraisal for Professional Development**

146. As for the Teacher Appraisal for Professional Development, once appraisal procedures are completed, evaluation sheets are collected and drafted into a final report for each teacher. Results of the peer teacher review are written by the appraisal management committee set up at each school. Results of principal and vice-principal appraisal are written by the appraisal management committee set up at the relevant local education office. Appraisal reports of teachers are notified to the individual teacher and principal. Reports of the principal and vice-principal are notified to the principal/vice-principal only. Aside from that, according to Article 10 of the Act on the Protection of Personal Information Contained by Public Institutions, no appraisal results are disclosed to others. Upon receiving an appraisal report, each teacher writes a ‘plan for professional development(including training attendance plans)’ and submits it to the appraisal management committee. The committee brings together the professional development plan and the appraisal results of all evaluated teachers, and drafts a ‘synthetic report on the Teacher Appraisal for Professional Development’ to submit to the principal and vice-principal. The synthetic report must include the information of <Table 23>.

<Table 23> Synthetic report of the Teacher Appraisal for Professional Development

- |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>① Implementation plan and progress of appraisal</li> <li>② Overall appraisal results(excluding results for individual teachers)</li> <li>③ General features of appraisal(appraisal provided by parents, students and peer teachers; strengths and weaknesses of the school’s teachers as revealed by appraisal)</li> <li>④ Teachers’ demand for training including autonomous in-service training; fields of training requested by the teachers</li> <li>⑤ The school’s next-year plans to provide consulting and training programs for teachers’ professional development; budget estimation</li> <li>⑥ Proposals and requests to the local educational authority(demand for new training program establishment, request of the education office’s budget support for in-service training, etc.).</li> </ul> |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

147. Based on appraisal results, local educational authorities provide excellent teachers with a ‘study and research year(similar to the sabbatical year given to university faculty)’ as a way of granting opportunity to further self-build their professional capacity. Underperforming teachers are obliged to undertake short- to long-term training programs according to their appraisal results. Also, regardless of appraisal outcomes, local education offices support teachers with customized self-training programs, so as to foster an atmosphere of self-study and self-improvement among teachers. Appraisal results of all teachers assessed in a school as a whole, and not individual results, are disclosed to the school’s teachers and the public. The results are fed back into developing policies geared at raising the professional capacity of teachers.

## **5.2 The achievements of teacher appraisal**

### **5.2.1 General achievements**

148. Teacher appraisal is undertaken for the purpose of securing appropriate positions for teachers according to ability levels, providing adequate compensation through fair assessment, and inducing continuous development of professional ability. Under this central objective, Korea currently operates a Teacher Appraisal for Performance, Performance-based Incentive System, and Teacher Appraisal for Professional Development. In particular, the recently-launched system of Teacher Appraisal for Professional Development is considered as having brought the country’s teacher appraisal framework a major step forward, in that it supplements various problems found in the Teacher Appraisal for Performance.

149. Key achievements of the Teacher Appraisal for Professional Development can be summarized in three aspects. First, unlike the Teacher Appraisal for Performance, which focuses on personnel management, this new appraisal system concentrates on professional ability development. A teacher’s classroom activities are closely reviewed, the results of which are directly fed back into promoting the teacher’s self-endeavors to raise his/her instructional ability and professionalism. Second, by means of a multi-dimensional appraisal that involves the whole school community, the new system creates an interaction of mutual review where the principal, vice-principal and teacher all become evaluators and are also assessed at the same time. This is a significant break from the Teacher Appraisal for Performance, which regulates that the principal and vice-principal must evaluate the teachers. The system has also gained a higher degree of reliability by conducting a satisfaction survey of students and parents. Third, instead of using uniform evaluation criteria and question items, under the system, schools are granted maximum autonomy to build their own appraisal system. Within the boundary of basic guidelines, schools are therefore autonomously deciding and operating appraisal criteria, methodology and procedures. Fourth, teachers have been provided with access to an objective review of their weaknesses and needs. Fifth, students and parents have found an effective means of delivering various opinions and perspective regarding schools and school education.

### **5.2.2 Key challenges of teacher appraisal**

#### ***Issues of the Teacher Appraisal for Performance***

150. In operating the Teacher Appraisal for Performance, the foremost problem is the lack of reliability for appraisal results. In a vertical system where the principal and vice-principal

assess teachers, limited resources and unfair procedural practices have led to a prevalent sense of distrust across the whole teacher society. Second, appraisal results are not being put to effective use. Results are currently being used for personnel management purposes only, such as promotion and transference, and not provided as material to diagnose and develop the professional ability of teachers. Since little follow up measures are attached to appraisal outcomes and results are not widely disclosed, the system fails to offer the information that teachers need to improve themselves. Third, the system yet follows a uniform method of appraisal. The different development phases of teachers are considered in the least under the uniform and conventional system operation. Fourth, the contents of appraisal are also uniform. A fixed contents plan is equally applied nationwide, with no difference given between school levels. Though school particularities and teacher roles widely differ by region and by school level, the appraisal system only offers a rigid standard that applies the same to all. Fifth, evaluation contents are not concrete enough. Contents and criteria are described in abstract terms, with no detailed standards provided. There is high possibility that the appraisal will therefore end up incomplete or too formal. Sixth, there exists no explanation of teacher responsibilities or regulation of work performance standards by which to evaluate teachers, despite the need to explicate such matters prior to conducting work performance appraisal(Jeon, Je-sang, et al., 2008).

#### ***Issues of the Performance-based Incentive System***

151. The Performance-based Incentive System was introduced in 2001 according to the implementation plan for the performance-based incentive scheme for educational civil servants, so as to provide more incentives for teachers who demonstrate excellent performance. In the initial phase, teachers ranked in the bottom 30% of evaluation scores were excluded from incentive benefits. But in the face of the resistance of teachers' unions, this scheme was altered so that all teachers at a school are provided with incentives in level-differentiated amounts, within a difference rate of 10%. Up to 2009 since then, schools have been receiving budgets for seniority-based payment and have been equally distributing incentives within the school, a practice that contradicts with the original objective of the incentive policy. Government regulations are also unclear as to how high the level-differentiated incentive ratio should be increased. No regulation is provided on the standards of level-differentiated payment. Neither does there exist a set of directions to improve the irrational operation of the incentive system at schools(Shin, Sang-myung, et al., 2006). This is attributable to the lack of objective evaluation standards and consensus/guidelines on how to evaluate teachers in what aspects. The original intention of the Performance-based Incentive System was to financially reward competent and integral teachers according to work performance outcomes, to foster a school atmosphere that recognizes and honors highly qualified teachers. But in actual, incentives are still mostly awarded in the order of seniority, and the incentive system has for the most part, failed to contribute to raising the competitiveness of the school organization and culture(Kim, Gab-sung, 2008).

#### ***Issues of the Teacher Appraisal for Professional Development***

152. As for the Teacher Appraisal for Professional Development, four core challenges need to be resolved for further improvement. First, there exists a considerable gap of understanding between the government and teachers regarding the goal of the appraisal system. The government's main purpose is to enhance professional ability by reflecting results in teacher

training programs. On the contrary, teachers wish that the purpose of appraisal be limited only to professional development, and not linked with training requirements. This difference serves as the biggest hindrance to system settlement. Second, teachers being appraised often raise the issue of objectivity, fairness and reliability of evaluation. This is especially true for cases where information is insufficient. There is also criticism over the absolute appraisal method and the obscurity of appraisal indicators. Third, different approaches conflict on how to use appraisal results. Some view that results should be utilized for various purposes, while others view that results should be fed back into the sole purpose of teachers' professional development. Fourth, the system yet lacks a legal basis. Even though appraisal is being conducted at all schools nationwide, the system's operation does not carry a legal binding force. There are concerns that this will service as a huge obstacle to the system's early settlement(Kim, Gab-sung, 2010).

### **5.3 Initiatives to improve teacher appraisal**

#### ***Options to improve the Teacher Appraisal for Performance***

153. First introduced in 1964, the Teacher Appraisal for Performance is designed to produce data for the personnel management and promotion decisions of teachers, and to accumulate basic material to use when helping raise the professional capabilities of teachers. But among these two core purposes, only one has been effectively pursued over the years, that is, to use appraisal results as data to consult when making promotion decisions. The lopsided focus has led the appraisal system to lose impact on teachers who are not interested in getting promoted. In countering the phenomenon, four major improvement measures have been proposed by the academic society and education sector. First, appraisal results should be tied with other incentive schemes for teachers or capacity development opportunities, so that each and every teacher may find meaning in the system, including those that are uninterested in promotion. Second, breaking away from the current uniformity in setting the range and indicators of evaluation, appraisal should be conducted by use of various assessment tools that reflect the particularities of school level, school size and the development stage of teachers. Third, if appraisal results are to secure objectivity, an improved degree of recognition and acknowledgement should be given to participating evaluators. Fourth, institutional mechanisms should be developed to ensure that appraisal results are delivered to appraised teachers clearly, so that they may affirmatively utilize the results for self-betterment.

#### ***Options to improve the Performance-based Incentive System***

154. The Performance-based Incentive System is basically designed to reward achievement with different amounts of compensation according to the level of work difficulty, work amount and performance outcomes. In order to run the system more fairly in a way that aligns with the purpose, improvements are required in several aspects: first, teachers must acquire a clear understanding of the core purpose of the system. That is, teachers need to fully understand that they are being remunerated according to how they have performed their roles and responsibilities, and are not receiving their rightful salaries differentially in the name of performance-based incentives. Second, teachers should be provided with the opportunity to take an active part in selecting the range and indicators of appraisal, which will help them to become more open to accepting appraisal results. Third, qualitative assessments should be partially added to quantitative assessments. This will bring improvement to the current narrowness of appraisal practice that tends to only assess items that can be measured in

numerical terms, a result of the excessive emphasis that is placed on ensuring fairness in appraisal.

### ***Options to improve the Teacher Appraisal for Professional Development***

155. As regards the system of Teacher Appraisal for Professional Development, five policy needs are identified in order for the system to attain its original target goal and make a soft landing at all schools nationwide as a viable teacher policy, rather than ceasing as a pilot program. First, an urgent requirement is to sign into law the revised Primary and Secondary Education Act and its provisions of the appraisal system. With the bill still waiting for approval at the National Assembly at the moment, suspicions are growing among teachers about the ultimate goal of appraisal, and pros and cons for the system are increasingly conflicting within the education sector. It is therefore important that steps for legislation should be sped up. Second, the purpose of the appraisal system must be described in more detail and clarity within the legislative bill. The statement that ‘evaluation results may be utilized for training purposes and others’ can be mistakenly viewed as referring to linkage with personnel management(promotion, disqualification, etc.) purposes. Therefore, the bill must make it clear that the ultimate objective of appraisal is none other than to ‘assist the professional development of teachers.’ Third, the system holds several technical problems that need quick and effective remedy. Even though nationwide system operation has been announced, appraisal indicators for each school level and size have not been concretely developed as yet. Neither is there a detailed plan on how to select teachers who need training, or regulations on how extensively the results of student and parent satisfaction surveys may be used. Such technical problems must first be resolved if the system is to smoothly settle in the school environment. Fourth, a cautious approach is required in selecting teachers to attend training on authority leadership based on appraisal results. In order for the system to position itself as an advanced mechanism for the selection of trainees, the current model must first be structurally reformed, and additional multi-reviews must be carried out to check whether those who really need training have been selected as trainees. Fifth, local educational authorities must take on a stronger role in system operation. So far, the system has been trial operated by MEST and the 16 metropolitan/provincial offices of education. But the government’s policy direction is to place local education offices at the center of system operation from now on. Whether the expansion of the appraisal system nationwide sees success or not will depend heavily on how the local education offices undertake their role. Therefore, with the local education offices at the center, a more accurate and concrete designed should be mapped out to coordinate with the ministry and distribute roles(Kim, Gab-sung, et al., 2010).

## **6. Student Assessment**

### **6.1 Current practices**

#### **6.1.1 Overall framework for student assessment**

##### ***Types of student assessment***

156. Student assessment refers to the process of collecting and analyzing information on student achievement at school in all cognitive, affective and psycho-motors domains, so as to secure objective value and raise understanding for students. Student assessment is classified into various types depending on what viewpoint is applied. By standard of the competency that conducts assessment, Korea's student assessment framework is divided into evaluations carried out at the school level(teachers), regional level(metropolitan/provincial offices of education), national level and international level.

##### ***Student assessment provided by schools***

157. Primary and secondary education in Korea is provided according to a centralized system under which six years of primary school education, three years of middle school education and three years of high school education are applied equally in all regions. The assessment of student learning outcomes is intended as an educational activity to ensure that all students successfully attain the objectives of education. Based on the school curriculum, individual students are assessed in terms of how well they have achieved the educational goals of each subject, and how they have performed in the course. Though differences exist between schools, assessment plans are drawn up ever year in time with the schools' yearly educational planning, which include details of the regular testing period for each subject, the areas, methodology, frequency and standards of assessment, the extent to which assessment results are reflected, the test grading methodology and results utilization plan. The areas, methodology, frequency and standards of the written test and performance assessment, the extent that assessment results are tied to other policies, the test grading methodology and results utilization plan, are all designed by a school's curriculum council. This is then submitted to the academic grade management committee for deliberation, upon which the school head makes final decisions. Essay-type tests including descriptive answer tests are graded by the test writer. In order to secure fairness and reliability in the grading process, the test writer's grading results are placed under review before final scores are given. As performance assessment best reflects the academic standing of individual students at each school, assessment results are written in the students' school records to be used as core material for student placement, school entrance, etc.

##### ***Student assessment provided by metropolitan/provincial offices of education***

158. Student assessment conducted by metropolitan/provincial offices of education is designed to diagnose student performance by region or by city/province, and to analyze the status of teaching/learning. Metropolitan/provincial offices of education can conduct self-developed assessments on their own. Nationwide, two assessment programs are carried out by education offices: the Subject Learning Diagnostic Test and the Combined Achievement Test. The previous National Diagnosis of Basic Academic Competence, which had been carried out at the national level targeting primary 3rd graders, has recently become the responsibility of the metropolitan/provincial offices of education, and has been united together with the



Combined Achievement Test. The Subject Learning Diagnostic Test is conducted among primary 4th, 5th and 6th graders(3rd, 4th and 5th graders starting 2010), and middle school 1st, 2nd and 3rd graders(1st and 2nd graders only starting 2010). The purpose of the diagnostic test is to analyze the level of students' curricular study achievements, identify those who lag behind, and provide responsible instruction to help them acquire basic academic ability. At the same time, it is intended to develop a standardized evaluation tool and distribute it as a way of improving the assessment methodology of schools. The Combined Achievement Test grew out of the need to help students raise their adaptability to the College Scholastic Ability Test and to suffice student/parent demands for material to use when moving on to higher levels of education, upon the agreement of the Nationwide Association of Superintendents. The test system therefore takes the form of a mock test similar to that of the College Scholastic Ability Test, which is carried out about four times per year.

### ***Student assessment provided by the government***

159. National-level assessment refers to evaluation conducted by the government for all students nationwide. In Korea, two national-level assessment systems are in place: the National Assessment of Educational Achievement(NAEA) and the College Scholastic Ability Test. The National Assessment of Educational Achievement was launched in the late 1950s as an instrument for educational quality assurance, but has been in full implementation since 1998 following the establishment of the Korea Institute for Curriculum and Evaluation(KICE). Over the decade since its establishment, KICE has built up a systemic framework of assessment in Korea, and has been producing data on the yearly change of student achievement results by means of a scaling and equating system. Prior to 2008, KICE conducted the national assessment among a sample 3-5% of primary 6th graders, middle school 3rd graders and high school 1st graders, in the subjects of Korean, social studies, mathematics, science and English. Starting 2008, the assessment has been extended to evaluate the entirety of Korea's primary and secondary student population.

160. The College Scholastic Ability Test is aimed at raising the capacity to select persons most suitably qualified for higher education, contributing to the normalization of high school education, and providing fair and objective data on students to assist admission screening. KICE is responsible for writing the test, printing and distributing test papers, grading answer sheets and reporting results. The test replaced the previous College Entrance Examination in 1994 to assess students' ability required for higher education, under the goal of normalizing high school education which had been tilted towards preparing students for entrance to university. In compliance with the basic direction of the 7th curriculum which places weight on student abilities, academic/career paths after graduation, needs and interests, students are allowed to either sit for all subjects that are tested or select a part of the subjects. The areas that are tested are Korean, mathematics, social science/science/ occupation studies, foreign language(English), and a second foreign language or Chinese characters.

### ***Student assessment at the international level***

161. Assessing student achievement at the international as well as the domestic level, and conducting a comparative analysis of different countries' education systems and curriculum, are both important requirements in terms of raising Korea's international competitiveness in education. Korea currently takes part in the Programme for International Student Assessment

(PISA) and Trends in International Mathematics and Science Study(TIMSS). PISA, initiated by the OECD in 1998, is a long-term project that assesses the competence of 15-year-olds from member countries every three years across the domains of reading, mathematics and science. The comparative assessment is intended to evaluate the effectiveness of each participating country's education system, and to provide information and implications for educational policy planning. In each assessment program, PISA sets a major domain and carries out in-depth analysis of student performance in that specific area. In PISA 2000, the first of the program series, the major field of interest was reading. PISA 2003 focused on mathematics, PISA 2006 on science, and PISA 2009 on reading again.

162. TIMSS is an international comparative research implemented by the International Association for the Evaluation of Educational Achievement(IEA) intended at measuring the mathematics and science competence of participating students at the international level, and to compare the trends of change in student achievement every four years. Research has been carried out every four years to date, TIMSS 1995, TIMSS 1999, TIMSS 2003 and TIMSS 2007. Based on a comprehensive analysis of the variables that impact achievement changes in the areas of mathematics and science, TIMSS offers information to assist each participating country's educational policy planning and educational quality improvement.

163. The types of student assessment that are in place in Korea are charted in <Table 24>.

<Table 24> Types of student assessment(as of 2010)

| Level                                        | Program/system                                 | Total student assessment/sampling                                    | Cycle            | Period                                                             | Target school years                   | Areas tested                                                                                                                                 | Purpose                                                                                                                                                                                                                                                                                      |
|----------------------------------------------|------------------------------------------------|----------------------------------------------------------------------|------------------|--------------------------------------------------------------------|---------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| International                                | TIMSS                                          | Sampling                                                             | Every 4 years    | In time with the curricular completion of the grade year concerned | Age 9 (4th grade), Age 13 (8th grade) | Mathematics, Science, questionnaire                                                                                                          | Assess the Mathematics and Science competences; analyze 4 year-cycle changes in achievement levels; provides information for educational development                                                                                                                                         |
|                                              | PISA                                           | Sampling                                                             | Every 3 years    | May-June                                                           | Age 15 (10th grade)                   | Reading, Mathematics, Science, questionnaire                                                                                                 | Analyze the background variables and relations that impact students' reading, Mathematics and Science competences; provide data for each country's educational policy planning                                                                                                               |
| National                                     | National Assessment of Educational Achievement | Total student assessment                                             | Once per year    | July                                                               | 6th, 9th, 11th grades                 | Korean, Mathematics, English(6th, 11th)<br>Korean, Social Science, Mathematics, Science, English(9th), questionnaire                         | Assess to what degree students have achieved set goals and analyze trends of change; analyze results in relation to education context variables; review the achievement levels of individual students and provide correctional measures; analyze the achievement rates of individual schools |
|                                              | College Scholastic Ability Test                | Total student assessment                                             | Once per year    | November                                                           | 12th grade                            | Korean Language, Mathematics, Social Science/Science/Vocation Inquiry, Foreign language(English), Second foreign language/Chinese characters | Higher education admissions information used for student screening                                                                                                                                                                                                                           |
| Metropolitan/provincial offices of education | Subject Learning Diagnostic Test **            | Autonomously decided by metropolitan/provincial offices of education | Once per year    | March                                                              | 3rd, 4th, 5th, 7th, 8th grades        | Korean, Social Science, Mathematics, Science, English (curriculum of the immediately preceding grade year)                                   | Analyze students' curricular study achievement; supports teachers' instruction so that the students may acquire basic academic ability                                                                                                                                                       |
|                                              | Combined Achievement Test                      | Autonomously decided by schools                                      | 4 times per year |                                                                    | 10th, 11th, 12th grades               | Korean Language, Mathematics, Foreign Language, Social Studies, Science                                                                      | Raises students' adaptability to the College Scholastic Ability Test                                                                                                                                                                                                                         |

\* The National Assessment of Educational Achievement was adjusted in 2010 to be conducted in July every year for 6th, 9th and 11th graders. For 11th graders, the subject area of assessment was reduced to Korean, mathematics and English only. Starting 2011, the subject area was also reduced for 6th graders to the three subjects of Korean, mathematics and English. Assessment of the science subject for 9th graders adopts a sampling review method.

\*\* The Subject Learning Diagnostic Test was initiated in 2008 and is currently implemented by the Nationwide Association of Superintendents of Metropolitan/provincial Offices of Education. The previous Diagnostic Evaluation of Basic Academic Competence, which tested primary 3rd graders at the national level, was delegated to metropolitan/provincial offices of education starting 2009. Beginning 2010, the Subject Learning Diagnostic Test assesses students in grade 3, 4, 5, 7 and 8, grade years that are not covered by the National Assessment of Educational Achievement.

### ***Longitudinal study of Korean education***

164. Aside from national level assessments, the Korean Educational Development Institute(KEDI) has developed a longitudinal measure to assess the degree of an individual student's academic achievement based on a survey of school education quality and educational status, and has conducted a tracking survey of sample groups in the name of the 'longitudinal study of Korean education'(Ryu, Han-gu, et al., 2005). Between 2005 and 2008, approximately 6,900 middle school students in 150 schools were tracked their academic performance under the study. In addition to conducting a KEDI-developed review of students' academic achievement, the longitudinal study carried out a detailed survey of the background variables of academic achievement by asking students, parents and schools to fill in a written questionnaire and by reviewing students' self-directed learning ability.

### ***Utilization of student assessment results***

165. At school, student assessment results are written down in school records to be used as material for their placement, advancement into higher levels of education, and admission screening. Since 2008, when the National Assessment of Educational Achievement(NAEA) was extended nationwide, NAEA results have been announced by the Ministry of Education, Science and Technology every year. Starting 2010, pursuant to the Special Act on the Information Disclosure of Educational Institutions and its Enforcement Decree, school heads are also disclosing ratios of NAEA achievement levels for each individual school via the portal site of the School Information Disclosure System at [www.schoolinfo.go.kr](http://www.schoolinfo.go.kr). Alongside, the Ministry and Korea Institute for Curriculum and Evaluation(KICE) provide NAEA results material to assist research purposes. Results were first been provided to a number of designated researchers in 2009 on a trial basis. By 2010, results were being provided to general researchers as well. The provision helps NAEA data be practically utilized in analyzing the effectiveness of educational policies and improving teaching-learning activities at school. As such, the current achievement levels of schools and regions are being reviewed in extension, and the relation with educational context variables are being analyzed, offering basic information needed to make decisions on education policies. Accordingly, a tripartite linkage has been formed between schools, expert evaluation institutes and the government, creating a virtuous circle that offers objective measurement of school education outcomes and education policy effectiveness.

## **6.1.2 Student assessment procedures**

### ***Student assessment within schools***

166. Student assessment is prescribed by the MEST as part of the Guidelines for the Writing and Management of School Records(Instruction No. 728 of MEST). The purpose of student assessment at school is primarily to help students achieve set goals of education. In addition, student assessment is intended to comprehensively observe and evaluate a student's academic achievements and personal character, and to provide information for teachers' student guidance as well as selection screening procedures for advancement to a higher level of education. The method of recording and utilizing student assessment results differs by school level. At the national level, all primary and secondary schools mandatorily record and manage the academic records of individual students on the National Education Information System(NEIS). The online system enables Korea's approximately 10,000 primary, secondary and special schools, 178 local offices of education, 16 MPOEs and the MEST to electronically

register, link and process all sorts of educational administration data.

167. Assessments of primary students' curricular activities are recorded in descriptive form so that a student's activity and development status can be easily identified. Assessment of optional activities takes the form of inspection and performance evaluation, which includes the evaluation of optional curricular activities and creative optional activities. Performance evaluation for major subject areas is carried out through end-of-chapter tests, quizzes, experiments, homework and brief reports. For subjects that require more student performance such as physical education, music and arts, evaluation is conducted by use of the methods of observation, assignment tests and practical demonstration. The criteria of integrity and creativity are given relative weight in the course of assessment. And while absolute evaluation is the most widely used form of performance assessment, ratios can be allotted for each evaluation score group upon the agreement of the total school or through decisions made at the level of each grade year. At the primary level, schools normally conduct their own academic achievement assessment of 5th and 6th graders in the form of mid-term examinations or final examinations. Upon the autonomous decision of primary schools, the curriculum director, class research director and research directors of each grade year hold discussions in advance to decide when and what subjects to evaluate through assessment. The difference with secondary student assessment is that the assessment of primary students does not include a between-class comparison of average scores for each subject.

168. The results of primary students' performance assessment are given in a four types of standard scores of 'advanced', 'proficient', 'basic' and 'below basic.' Assessment contents are necessarily included in the curriculum of the grade year concerned. Teachers of the same grade meet at the start of the academic semester at latest to decide assessment contents for each subject, and inform students and parents of the contents in advance via home correspondences. Assessment results are provided in descriptive form together with grade indications within a student's report card provided at the end of the semester. Results are recorded by subject and by assessment item so as to make the student's academic characteristics easily identifiable.

169. Assessment of middle school students include a review of school records which is later used as information for advancement to a higher level of education. When assessing students' subject learning performance, a written evaluation and performance evaluation are carried out side by side. For special cases such as practical skills subjects that are contained in the professional curriculum, schools may conduct performance evaluation only and omit the written evaluation, by setting it out as a regulation for academic records management. The scope, methodology, frequency and standards of the written and performance evaluations for each subject, the extent to which evaluation results are reflected in other measures, as well as the grade processing and results utilization method, are all initially set forth by the school's curriculum council. They are then deliberated by the academic records management committee, and finally decided by the school principal. Assessment results are recorded at the end of the semester, with information on the curriculum, subjects, achievement level and class ranking (number of students in the same ranking)/number of students. For the subjects of physical education, music and arts, assessment records indicate the curriculum, subjects, performance grades and special notes.

170. At the high school level, school records hold high significance since they are directly linked with higher education admission possibilities. Results of high school student assessment are recorded with information on the curriculum, subjects, number of academic units, raw scores, average scores for each subject(standard deviation), and grade ranking(9 grade levels and the number of students who have completed the subject course). For physical education, music and arts, assessment records include indication of the curriculum, subject and performance grade(3 grade levels) and special notes. The grade ranking of each subject is determined within a relative 9-grade scale, in the order of rankings calculated by adding the scores of the written evaluation and performance evaluation. As an exception, the subjects of physical education, music and arts are evaluated according to a 3-grade scale of good(80% or more~100%), moderate(60% or more~less than 80%) and insufficient(less than 60%).

| Grade | Ratio                        |
|-------|------------------------------|
| 1     | ~ 4% or less                 |
| 2     | more than 4% ~ 11% or less   |
| 3     | more than 11% ~ 23% or less  |
| 4     | more than 23% ~ 40% or less  |
| 5     | more than 40% ~ 60% or less  |
| 6     | more than 60% ~ 77% or less  |
| 7     | more than 77% ~ 89% or less  |
| 8     | more than 89% ~ 96% or less  |
| 9     | more than 96% ~ 100% or less |

The special notes section is provided to describe a student's specific abilities and performance evaluation results for each subject, degree of participation in study activities, and attitude for learning. School records for the three years of high school education are reflected in the course of university admission screening as evidence for a student's academic performance and extracurricular activities. The Guidelines for the Writing and Management of School Records(Instruction No. 728 of MEST) prescribes that the assessment of curricular study(written evaluation and performance evaluation) be conducted as part of a school's educational process to help all students successfully attain the goals of education. The guidelines also regulates the application of an assessment methodology that measures how well individual students achieve the goals of subject instruction and how well they perform academically, based on data drawn from a regular assessment of students' study progress and results of continuous teacher instruction. The following information is provided in each student's school records that a class teacher fills in at the end of a high school academic year.

- Personal data: Date and year of birth; residential address; family information
- School register information: Date of middle school graduation; date of high school entrance
- Attendance: Number of days the student was absent, late for school or left early during class
- Physical development: Height; weight; physical strength rating; special abilities
- Awards: Awards received within and outside school
- Qualifications and certificates: Name and type of certificate/ date of certificate acquisition/ institute that issued the certificate

- Instruction for academic/career paths after graduation: The student's special abilities and interests; post-graduation plans of the student and parents
- Extracurricular activities: Experience of assuming an executive position in class; school council activities; student club activities; group activities
- Voluntary social service and experience-based activities: Contents and hours of voluntary social service
- Behavioral development: Characteristics of student behavior, written by the classroom teacher
- Comprehensive comments: Overall review of student performance including academic grades and attitudes, written by the classroom teacher
- Curricular study development: Grade points for each subject in the grade year
- Specific curricular abilities and specialties: Evaluation of the student's attitudes, abilities and academic grades, provided by each subject teacher upon observation in subject classes.

171. For high school students, the tools that schools most widely use to assess students' learning are written evaluation and performance evaluation. Written evaluation consists of the mid-term examination, held during the semester, and the final examination, held at the end of the semester. Performance evaluation consists of a direct observation of how students perform on their study assignments and an expert analysis of performance outcomes. The curriculum council at school establishes a performance evaluation plan describing the scope, methodology, frequency, detailed standards(grade point distribution) and reflection ratio of evaluation, as well as grading and results utilization methods, in consideration of each subject's curriculum and school/subject characteristics. The plan is submitted to the school's committee for academic grade management. As for the grading process, point grades are given only to areas that can be assessed in numerical terms. Decisions regarding whether to provide a certain amount of basic points and how extensive point provision should be, etc. are made as part of the school's Regulations for Academic Grade Management, pursuant to the Guidelines for the Implementation of Academic Grade Management overseen by metropolitan/provincial offices of education.

***Student assessment implemented by MPOEs***

172. The Subject Learning Diagnostic Test, conducted by metropolitan/provincial offices of education, aims at first, to identify curricular study achievement levels and provide accountable instruction for lagging students to acquire basic academic competence, and second, to develop and distribute a standardized assessment tool with which to improve the practice of student assessment at schools. All primary 4th, 5th and 6th graders, and middle school 1st, 2nd and 3rd graders are placed under the Subject Learning Diagnostic Test at the start of the semester in March. Students are assessed across the five subject areas of Korean, social studies, mathematics, science and English. Evaluation contents are organized to assess achievement levels by grade year and by subject. Students are assessed in their achievement level by standard of the curriculum of the immediately preceding grade year. That is, primary 4th graders are assessed their achievements of the primary 3rd grade curriculum, and middle school 3rd graders are assessed their achievements of the middle school 2nd grade curriculum. Evaluation questions take the form of multiple-choice questions and short-answer questions for the primary level, and multiple-choice questions for the middle school level. Metropolitan/provincial offices of education and schools are responsible for implementing

evaluation, printing question sheets, and grading answer sheets. Students who lack competence in curricular studies are identified by each school through an 'identification program.' In providing evaluation results, achievement levels are classified into the two stages of 'achieved' and 'not achieved.' Nationwide grade rankings are not provided. Evaluation results are used for largely three purposes, the first being to provide individual grade report cards that may be taken into consideration as material for students' self-directed study. Second, upon analyzing evaluation results, schools establish and implement autonomous plans to promote teaching-learning. Results are used as material when providing counseling for parents and students, improving class instruction methodology, and operating level-differentiated classes for students. They are also used to identify lagging students and set up plans to instruct them. Third, evaluation results are reflected in the procedures of local education offices to establish related education policies and improve the quality of teaching-learning at school.

173. The Combined Achievement Test, launched in 2002 as an agreement of the Nationwide Association of Superintendents, is similar in form with the College Scholastic Ability Test, and close in nature to mock tests of the College Scholastic Ability Test. The purpose of the Combined Achievement Test is to raise students' adaptability to the CSAT, and to meet student and parent demands for material to use when moving on to higher levels of education. Whether to conduct the test is decided by each metropolitan/provincial office of education. All offices usually take part in the test so as to prepare their district's students for the CSAT. Subject areas that are tested are Korean language, mathematics, foreign language, social studies and sciences. For high school 1st graders, the social studies area and science area are tested in integration, while the fields of second foreign language/vocational studies are not tested, in line with the national basic common curriculum. For high school 2nd graders alike, test questions are written from a limited range of contents for the fields of mathematics, research and second foreign language. For high school 3rd graders, partial limitation can also be placed on writing test questions in the fields of mathematics and research. The fields, the scope and subjects of test writing are adjusted for each academic year and month of implementation, with the basic format following the CSAT. The yearly range of test writing is decided by the Seoul Metropolitan City Office of Education. Results of the test provide data for individual grade report cards(raw scores for each area and subject, standard deviation, grade ranking), data for class grade ranking(ranking in class and among same grade year students, nationwide percentile rank, percentile rank in partial combined areas, etc.), and data for school reference(list of classes, response rate to answer sheets by school and by question item, table of grade distribution by field and subject, etc.) Under the regulation of the ministry that prohibits student and school ranking, the total scores of individual students and comparison between grade levels and schools are not provided.

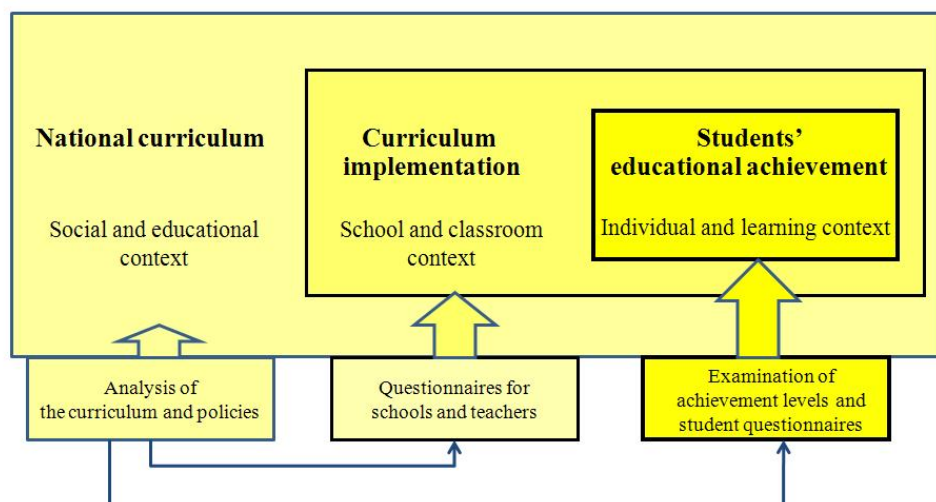
#### ***National Assessment of Educational Achievement***

174. The National Assessment of Educational Achievement, initiated in 1959, has been conducted by private research institutes, the Korean Educational Development Institute, and the National Board of Educational Evaluation. Starting 1998, the assessment is being overseen by the Korea Institute of Curriculum and Evaluation. For decades, the assessment system has evaluated sample groups of primary and secondary students for the purpose of assuring quality in national education. This includes procedures to identify their educational achievement trends, analyze the relation between academic performance and educational context variables, and



provide data to improve teaching-learning practices. Up to 2007, sample groups of primary 6th graders, middle school 3rd graders and high school 1st graders were assessed. This changed in 2008, when the assessment system expanded to all students in the grade years. The purpose of assessment took up a broader dimension accordingly, from merely ‘providing data for teaching-learning methodology improvement and examining educational quality management’ to ‘diagnosing and elevating the achievement level of individual students, and checking and supporting the educational accountability of schools’ as well(Kim, Sung-yeol, et al., 2009; Kim, Sung-sook, et al., 2009).

175. The National Assessment of Educational Achievement has recently adopted a new conceptual evaluation model that enables the identification of how curricula formulated at the national level actually gets implemented at school sites, as shown in [Figure 6], and has accordingly developed new assessment tools(Kim, Sung-sook, et al., 2009). The new assessment tools include tests on the subjects of Korean, social studies, mathematics, science and English, and also questionnaires for schools, teachers and students to help analyze the contextual variables that impact students’ achievement levels.



[Figure 6] Evaluation model for the National Assessment of Educational Achievement(2009)

176. Along with the expansion of target students, the assessment system has seen improvement in terms of evaluation planning. Student achievement is assessed in the five core subjects of Korean, social studies, mathematics, science and English, on two selected days of October every year. Two types of tests are developed and implemented for all subjects each year. Though differences can exist between grade years and subject areas, the tests usually contain multiple-choice questions and descriptive answer questions, 30-50 questions in total. In 2009, the total student population of applicable grade years was placed under assessment, with the subject testing time reduced to 40 minutes. Questionnaires were also given to all students and schools for the first time. After expanding the assessment to all students, the Korea Institute of Curriculum and Evaluation and the Ministry of Education, Science and Technology announced an improved implementation plan for the assessment in 2010(MEST, January 2010). In the revised plan, major changes were made to the evaluation timeline, subjects, targets and testing hours. According to the new plan, the assessment period has moved from October to July so as to secure more time to provide individual students with supplementary education. At

the high school level, 2nd graders are now placed under assessment, and the subjects of evaluation are limited to Korean, mathematics and English only, in line with preparations to operate an elective-centered curriculum. For middle and high school students, the testing time has reduced from 70 minutes to 60 minutes so as to ease students' burden of evaluation. Primary 6th graders and middle school 3rd graders continue to be assessed across all five subjects of Korean, social studies, mathematics, science and English. <Table 25> shows the improved assessment plan of 2011.

<Table 25> 2011 Implementation plan for the National Assessment of Educational Achievement

| Grade year              | Areas assessed                                        | Range of testing                                       | Date | Time                   |
|-------------------------|-------------------------------------------------------|--------------------------------------------------------|------|------------------------|
| Primary 6th grade       | Korean, Mathematics, English, Questionnaire           | 4th grade curriculum through 1st semester of 6th grade | July | 40 minutes per subject |
| Middle school 3rd grade | Korean, Social studies, Mathematics, Science, English | 1st grade curriculum through 1st semester of 3rd grade | July | 60 minutes per subject |
| High school 2nd grade   | Korean, Mathematics, English                          | 1st grade curriculum                                   | July | 60 minutes per subject |

177. The National Assessment of Educational Achievement is a criterion-referenced evaluation which tracks the trend of student achievement by year. For this, the achievement level recorded in 2003 was set as the standard for comparison, and scale scores were developed. Raw scores given for students' responses to questions on Korean, social studies, science, mathematics and English are converted into scale scores, that is, achievement scores. By using cut-off scores, achievement levels are divided into 'advanced', 'proficient', 'basic' and 'below basic'. Starting with the 2003 assessment, achievement levels are being divided and cut-off scores are set according to the percentage a student has comprehended the curriculum. The division and description of each achievement level are notified to individual students. In a bid to analyze how students' educational achievement change year on year, an equating procedure is also carried out to statistically adjust the difference of difficulty levels between yearly assessments and to compare test scores. The procedure currently applied is the 'true score equating methodology based on item response theory'(Park, Jung, et al., 2006).

### 6.1.3 Professionalism in student assessment

178. In order to help prospective teachers acquire basic knowledge and expertise in assessment, teacher's colleges and universities of education, which nurture primary and secondary school teachers, offer students courses on educational evaluation. At these higher education institutions, curriculum and evaluation studies are operated for all subject areas. Within the general field of education, subjects such as educational evaluation, measurement and assessment of education, education research methodology, psychological examination, educational statistics and psychological measurement are provided as compulsory or optional courses for prospective teachers. Educational contents include the basic concept of educational evaluation, classification and types of assessment, principles and practice of evaluation test writing, principles and planning of performance evaluation, sufficiency rating for test items, basic statistical analysis, results utilization, and general classroom and student assessment(Lee, In-je, et

al., 2004). For incumbent teachers, in-service training on educational evaluation is provided as part of the training framework so as to assist their expertise enhancement. In the recent years, local education offices and individual schools have also been adding new dimensions to the contents and methodology of in-service training on educational evaluation.

179. Since school assessment constitutes the core of the teaching-learning process, the effectiveness of teaching heavily depends on the professional knowledge of teachers with regard to developing evaluation procedures, implementing evaluation, and analyzing evaluation results. In Korea, though the central government prescribes Guidelines for the Writing and Management of School Records, no specific guidelines exist on how teachers should assess students. Instead, a variety of research reports and training material are distributed by research institutes. For example, a research was conducted to determine five core abilities required for teachers to assess students, by reviewing the student assessment work responsibilities of Korean teachers and the professionalism standards for student assessment of U.S. teachers(Kim, Gyeong-hee, et al., 2006). Upon collecting the opinions of expert councils and teachers, the selection of five core capabilities was finalized - the ability to 'select the assessment method,' 'develop evaluation tools,' 'implement assessment and give scores upon grading,' 'analyze, interpret, utilize and communicate assessment results,' and 'recognize the ethics of assessment.'

180. Korea's participation in international comparative studies such as PISA and TIMSS, the National Assessment of Educational Achievement, the CSAT and other student assessment programs are overseen by the Korea Institute for Curriculum and Evaluation(KICE), a government-funded research institute. KICE is responsible for K-12 curriculum development and research, and the conduction of major national examinations to select human resources. The approximately 150 doctoral-level staff members includes experts in the fields of subject teaching, curriculum, teaching-learning and educational evaluation(www.kice.re.kr). The Korean Educational Development Institute(KEDI) oversees the assessment of educational institutions including metropolitan/provincial offices of education and schools. KEDI also operates a data system of school statistics and diverse school-related information(www.kedi.re.kr). In addition, the training centers of each metropolitan/provincial office of education under MEST provide a variety of in-service training programs for school principals, vice-principals and educational supervisors/researchers. Educational research institutes develop evaluation tools and question items through research alongside.

#### **6.1.4 Using student assessment results**

181. Assessment results offer students basic feedback on their educational achievements. At school, results are used in diagnosing, formulating and integrating academic performance according to assessment functions. By purpose, student assessment is divided into norm-referenced evaluation and criterion-referenced evaluation, results of which are compared in terms of relative ranking or absolute criteria. Results are used in various ways and are linked with individual/group teaching-learning activities so that optimum disposal is made possible. The degree to which a student has academically performed within his/her each grade year and education level is written in the student's school record, to be later reflected as core material for decision-making on student placement, school entrance and selection screening. At high schools in particular, school records that contain students' three-year academic history provide

evidence of school grades and extracurricular activities as reference material for university admission screening.

182. In recent years, noticeable changes have taken place with regard to the results utilization of student assessment carried out by metropolitan/provincial offices of education and the central government. The ratios of region- and school achievement levels are being disclosed to the public, leading to active education policies aimed at raising the educational capacity of schools that have a high ratio of students who lack basic academic ability. For example, results are tied with measures to improve teaching-learning methodology so that teachers may responsibly instruct basic academic ability, as well as with supplemental programs for individual students. In the future, results are also expected to provide basic data for academic ability enhancement policies and school assessment. Among the assessment schemes conducted at the national level, the CSAT is a high-stake examination that is directly linked to higher education admission decisions. The test is currently administered every November, after two mock tests during the year. Results of the test are reflected as critical information for admission screening at most higher education institutions.

183. By switching from a sampling evaluation to a total evaluation of all students, the National Assessment of Educational Achievement is now able to identify the academic achievement levels of all students in Korea. In the current total evaluation, in which all students are required to participate, individual and prescriptive teaching-learning measures can be drawn up based on student outcomes. Students are provided with explanation on their achievement levels for each subject via individual grade report cards, which enables them to understand their strengths and weaknesses for those subjects. This provides detailed and useful background information for students when identifying specific supplementation needs for improved academic performance. Furthermore, assessment results are used as basic data to consult when reviewing students' aptitudes for different subjects and providing them with according counseling for higher education entrance. For teachers, assessment results serve as basic data to assist their instruction for students on academic aptitudes and counseling for future school enrollment plans. Results also enable better understanding of student performance by school and regional level, serving as evidence material to enhance the accountability of educational institutions. The advantages of results usage being as such, the government has ordered that the ratios of student achievement levels be disclosed at individual schools starting with the 2010 National Assessment of Educational Achievement, in line with the Special Act on the Information Disclosure of Educational Institutions. Results of the assessment are being used as ground data to understand how well the current curriculum has been incorporated at school and to identify existing problems, leading to efforts to revise or improve the quality of the national curriculum. Results are likewise reflected when developing new curricula by assisting the decision-making on the scope, sequence, continuity and difficulty levels of the curriculum. Assessment results also provide information on the current status and trends of Korean students' achievement, which adds to the experiential analyses of education policy outcomes to date and thus contributes to the formulation and implementation of realistic policies that will enhance educational effectiveness. At the same time, data for international comparison are also drawn from the assessment results. And by comparing with the results of international programs such as PISA and TIMSS, an accurate understanding is also provided on the relative standing of Korean students' achievement levels as well as an analysis of their

academic strengths and weaknesses. All such data are linked and compared in various research projects that are currently in place, such as those that analyze the academic achievement levels of each common curricular subject and compare the degree of academic ability improvement by each subject.

## **6.2 The effects and issues of student assessment**

### ***Disclosing results of the National Assessment of Educational Achievement***

184. The expansion of the National Assessment of Educational Achievement to all students nationwide, together with the policy to disclose assessment results, marked a critical turning point in the practice of utilizing educational data and making policy decisions. The change is pursuant to the Special Act on the Information Disclosure of Educational Institutions(Law No. 8492, promulgated on May 25, 2007) and the Enforcement Decree of the Act(Presidential Order No. 2119, enacted on November 17, 2008). Under the Special Act, the government is required to assess the academic achievement of all students in applicable grade years starting 2010(also pursuant to Article 9(1) of the Primary and Secondary Education Act and Article 10 of the Enforcement Decree of the Primary and Secondary Education Act), and individual schools must disclose assessment results. Primary and secondary schools are required to disclose their assessment results once per year, including the status of students' assessment participation, ratio of achievement levels(above proficient, basic, and below basic), and the degree of achievement improvement compared to a year earlier. The degree of improvement on a year before is to be made public starting 2011. The disclosure of assessment results places interest and pressure on educational institutions, while analyzed results support data-based policy making. In the future, the central government intends to not only disclose school-level results, but also to disclose and compare results between regions and metropolitan/provincial offices of education, to induce sound competition between school heads and education offices for enhanced accountability in public education.

185. In Korean education, a clear contradiction of pros and cons exist on the policy to disclose results of the National Assessment of Educational Achievement in line with the School Information Disclosure System. The positive view, as described in a report of the Ministry of Education, Science and Technology, is that reporting results helps to induce education policy changes at schools and regions, and raises quality in school education. Results disclosure is also interpreted affirmatively in that it suffices the right to access educational information, and expands the educational choice of students and parents based on autonomy and competition. On the other hand, teachers' unions and educational experts express concern over the side effects of results disclosure, also raising question on the educational effectiveness of the national assessment system. They point out that the system only hinders the act of balanced teaching, and also generalizes teaching to the test, self-study in school after regular school hours, and supplemental classes. A particular concern is that disclosing results will generate excessive competition between regions and schools, leading to a further expansion of private education.

### **6.3 Implications for education policy planning**

#### ***Creative management schools that pursue academic ability enhancement***

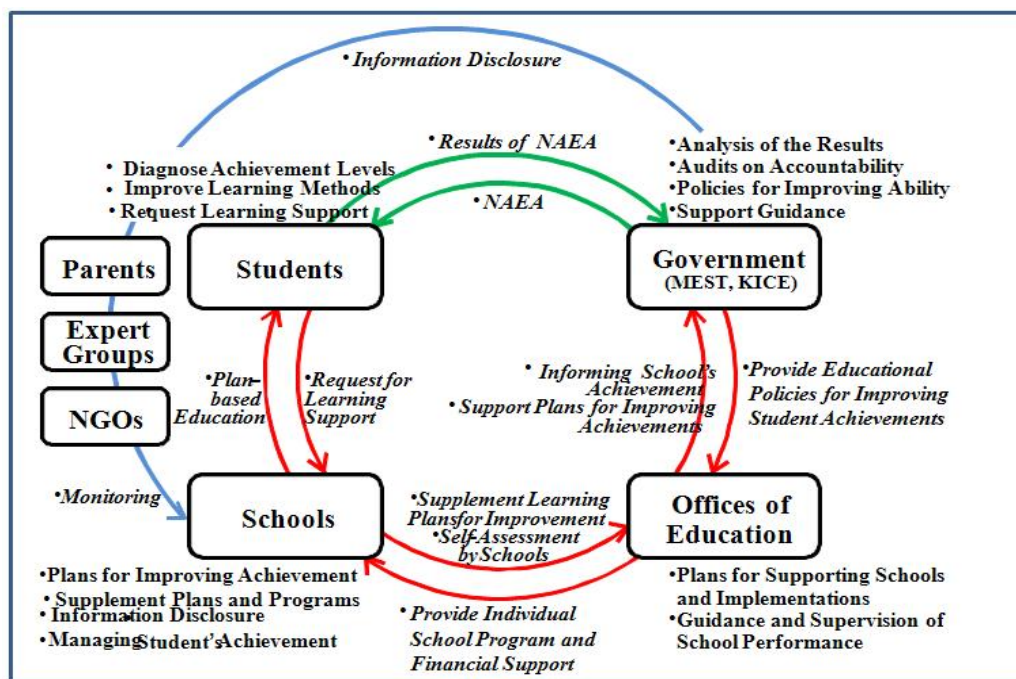
186. As a practical policy that put results of the National Assessment of Educational Achievement (NAEA) into use, the ministry announced in 2008 a plan to support schools that have a dense population of students who lack basic academic ability, based on NAEA results. In June 2009, the ministry designated such schools as ‘target schools in need of academic ability enhancement (changed name to ‘creative management schools that pursue academic ability enhancement’ starting 2011),’ and set forth a basic plan to enhance the teaching capability of schools and minimize the number of academically incompetent students. Accordingly, starting 2011, the ministry intends to draw from NAEA results to identify and support schools that have a high population of students who lack basic academic ability, and also provide incentives or require the accountability enhancement of local education offices and schools according to the degree of NAEA results improvement (MEST, 2009). The plan is a specific policy strategy of the ministry, drawn from a survey among metropolitan/provincial offices of education on their demand for practical NAEA results utilization. In implementing the plan, the ministry seeks four basic directions: first, to establish a system to comprehensively diagnose and manage academic underperformance at the designated ‘creative management schools that pursue academic ability enhancement’; second, to provide tailored academic ability enhancement programs that consider each student’s individual needs; third, to support teachers to raise their capability in caring for and instructing underperforming students; and fourth, to strengthen the accountability of schools for academic achievement improvement and build a support system that links schools, local educational authorities and regional societies.

187. According to the 2008 NAEA results, the ministry designated ‘creative management schools that pursue academic ability enhancement’ according to the number and ratio of students who lack basic academic ability. Primary, middle and high schools whose ratio of ‘below basic’ students are 5.4%, 20%, and 20% or more, respectively, were designated as such schools. The percentages represent approximately twice the average ratio of all underperforming students nationwide by school grade. In the case of vocational high schools, those that have a ratio of 40% or more of underperforming students and 50 lagging students or more, or those that have 100 lagging students or more were designated as creative management schools. In 2009, the number of ‘creative management schools that pursue academic ability enhancement’ stood at 733 primary schools (12.1%), 305 middle schools (10.0%), 223 general high schools (15.0%) and 179 vocational high schools (12.4%), for a total of 1,440 schools. The ministry’s financial support for these schools spans for a three-year period starting in 2009, with plans to provide level-differentiated subsidies by year. The ministry also collects matched funds from the metropolitan/provincial level as a mandatory requirement starting with the second year of subsidy provision. A government budget of approximately 84 billion Korean won was allocated to subsidize the schools in 2009, which was executed between July 2009 and June 2010. Under the subsidy scheme, budgets for metropolitan/provincial offices of education are distributed in consideration of school sizes and the number of students who lack basic academic ability. The actual amount of subsidy distributed to schools is decided by the metropolitan/provincial offices of education. By standard of the school grade, school size and number of underperforming students, subsidy amounts for each school can range from 30 million KRW to maximum 100 million KRW. Each local education office undertakes

responsibility of practically executing the subsidy. Within the allocated subsidy amount, the office decides school distribution amounts upon considering each school's particularities and current educational status. Included in consideration are the school size, status of financial support for each school, and the will of the school head to raise students' academic ability. The government recommends local educational authorities to provide subsidies in lump sums, so that schools may manage it according to their specific needs. That is, the government's policy direction is to secure operational flexibility for school heads so that they may provide incentives for teachers, appoint assistant staff, develop and operate education programs, support students' study activities, etc. upon autonomous decision.

**Model for the utilization of NAEA results**

188. A practical model of utilizing NAEA results has been developed, which describes the roles of all competencies involved in the assessment program and also presents their functions for feedback, planning, development, implementation and application. [Figure 7] draws a model of how NAEA results can be used in a virtuous cycle.



[Figure 7] Model for the utilization of NAEA results

189. NAEA results are used to analyze overall student performance by school and by region at the national level, and to provide evidence on the degree of accountability of educational institutions. Such evidence helps set policy directions for academic ability enhancement and also substantiate government initiatives for school support. For schools, NAEA provides information on student performance and enables identification of the targets and areas to which academic ability enhancement programs should be applied. To this purpose, evaluation results are disclosed according to the classification system of the School Information Disclosure System. For local educational authorities, NAEA results lead to the establishment of detailed plans to provide schools with financial support and special programs. Local educational authorities also determine the amount of a school subsidy upon examining how well schools

are reflecting NAEA results in academic supplementary programs and academic ability enhancement plans. In addition, the multiple layers of disclosed educational information serve as grounds for civil groups, parent groups and educational expert groups to continuously monitor how well education policies set forth at the national level are being implemented at school sites.



## **7. Other Types of Evaluation and Assessment**

### **7.1 Evaluation of metropolitan/provincial offices of education**

#### ***Purpose of the evaluation of metropolitan/provincial offices of education***

190. MEST conducts evaluation of metropolitan/provincial offices of education with aim to raise the accountability of the offices and induce their voluntary efforts for educational development by prompting sound competition. The purpose of evaluation can be understood in the same context as the operation of the local education governance system. Ever since the evaluation system was introduced in 1996, there has been continuing debate on what the primary purpose should be when evaluating metropolitan/provincial offices of education - whether it should be a self-evaluation of office capacity, or an evaluation of the implementation of government education policies. With the launching of the local education autonomy system, more weight is currently being given to the latter purpose.

#### ***Contents and methodology of the evaluation of metropolitan/provincial offices of education***

191. In implementation, the ministry consigns the evaluation of metropolitan/provincial offices of education to the Korean Educational Development institute. An evaluation board composed by the ministry reviews the self-evaluation reports submitted by the education offices, and also conducts a presentation-based evaluation of their best policy implementation cases. The presentation-based evaluation is designed to have local education offices share cases of operational excellence including their most successful programs, so as to give recognition to the particularities of each office and also to disseminate good experiences. In 2010, a written review of reports was conducted twice, once to assess the offices' implementation of priority government policies(advancing the curriculum, diversifying and expanding the autonomy of schools, reducing private tutoring expenditure), and again to monitor/evaluate their performance of policies that need occasional inspection(raising academic ability, enhancing the professional quality of teachers, disclosing school information). For other policies to raise student ability, enhance teacher capacity and secure more effectiveness in educational welfare and support systems, the evaluation board conducted a written review once in 2010. Furthermore, a presentation-based evaluation was carried out in which each education office was required to present three of their best policy implementation cases and answer to the board's questions. In cases where site verification was required for the written and presentation-based evaluation, the evaluation board conducted an on-site evaluation as well. In addition, the 'degree of customer satisfaction' for the local offices was indicated in numerical points according to the results of parent surveys conducted by public opinion research organizations. Metropolitan/provincial offices of education evaluate their affiliated agencies including educational support offices, education research centers and in-service teacher training institutes, in a similar form to the ministry's evaluation of the education offices.

#### ***System and results utilization of the evaluation of metropolitan/provincial offices of education***

192. When evaluating metropolitan/provincial offices of education, absolute standards and relative standards can both be applied according to indicators. Final evaluation results are, however, announced in relative order. Evaluation is conducted separately among the seven metropolitan city offices of education and nine provincial offices of education. Evaluation

results and final reports are disclosed via office web sites, and are reflected in the government's decision regarding the amount of level-differentiated special subsidy for each office.

## **7.2 Appraisal of principals**

### ***Current status of the appraisal of principals***

193. Two systems are in place for the appraisal of principals: Evaluation for School Management, which a number of metropolitan/provincial offices of education have started to conduct in recent years, and Principal Appraisal for Professional Development, which is carried out at all metropolitan/provincial offices of education starting 2010 as part of the Teacher Appraisal for Professional Development. As of February 2010, six out of the 16 metropolitan/provincial offices of education are currently conducting or have announced plans to conduct the Evaluation for School Management. The Busan Metropolitan City Office of Education initiated the evaluation in 2009, the first nationwide. This is to be followed by the Seoul, Daegu, Gyeongbuk and Gyeongnam offices in 2010. The Chungbuk office has announced plans to start appraisal in 2011.

### ***Purpose and targets of the evaluation of principals***

194. The purpose of the Evaluation for School Management is to 'strengthen the accountability of principals.' The purpose of the Principal Appraisal for Professional Development is to 'raise the capability of principals for professional work performance and educational activity support.' The two appraisal systems are very likely to expand in the future.

### ***Contents and methodology of evaluation***

195. The Evaluation for School Management, conducted in written evaluation form, includes assessment of a principal's work performance capability and managerial achievements, outcomes of academic achievement(NAEA), degree of student and parent satisfaction, integrity and quality. The Principal Appraisal for Professional Development assesses a principal's school education plans(management of school operation goals, formulation and operation of the curriculum, development of creativity and character in students), school supervision(classroom instruction improvement, autonomous supervision activities), teacher management(personnel management of teachers), and facility and budgets(facility management, budget planning and execution). Principals and vice-principals are assessed according to a five-scale grading system(excellent, good, moderate, poor, very poor), and a survey of parent satisfaction levels(six-scale grading system which adds 'unsure' to the five-scale system).

### ***Utilization of evaluation results***

196. Results of the Evaluation for School Management are normally used to provide benefits for the top scorers in terms of principals' performance appraisal, transference, performance-based incentives and promotion, or to impose disadvantages for those scoring in the bottom 2-3%. In contrast, results of the Principal Appraisal for Professional Development are mostly used as data to further develop principal professional capability and as evidence material to request local educational authorities to develop improvement policies.

### **7.3 Evaluation of financial subsidy programs for schools**

#### ***Context***

197. Korean primary and secondary schools, both public and private, receive educational funding from the central government and local educational authorities (high school students cover a portion of the expenses including tuition fees). Aside from this, schools can receive public subsidies by applying to become a beneficiary institution of various educational support programs provided by the central government and local educational authorities. Representative subsidy schemes currently in place are the Project to Assist After-school Programs, Support Project to Designate Classrooms by Subject, Project to Support Schools with No Private Tutoring, and Project to Aid Target Schools in Need of Academic Ability Enhancement. Selected schools receive level-differentiated subsidy according to evaluation results. In addition, schools receive expenses for government programs for which they are designated as policy research schools or pilot program schools.

#### ***Evaluation contents and results utilization***

198. Since the funds granted to schools that have been selected as financial aid beneficiaries are 'special purpose expenses' that are to be used for special program operations, schools are placed under performance and achievement evaluation after a certain period of program implementation. Evaluation results are reflected in making decisions regarding the re-designation of beneficiary schools for the next program phase, the amount of subsidy, etc.

### **7.4 Linkage between evaluation and assessment systems**

#### ***Context***

199. The systems of educational assessment and evaluation described above carry varying purposes and contents. Many types of evaluation can be applied in multiple to a target person or institution of assessment. Added to that, evaluation is conducted for financial subsidy programs run by the ministry and local education authorities, increasing the actual number of evaluations that a person or institution must undertake in total.

#### ***The necessity of linkage***

200. As explained above, there are currently three types of teacher appraisal and two types of principals' evaluation in place, with critics pointing out the need to define the relation between the Evaluation for School Management and the Principal Appraisal for Professional Development, and to bring more effectiveness into the two evaluation procedures. The need is also being voiced to review whether the current systems of school evaluation, teacher appraisal and principals' evaluation should be conducted separately, or whether overlapping areas among the three systems should be analyzed and coordinated. And considering that schools and their staff members are placed under various evaluation measures, it is necessary to ensure that staff members fully reach their original goals of education and not be overburdened by excessive preparation for evaluation. Streamlining is also required at schools, since the data schools constantly collect, organize and manage to provide for the School Information Disclosure System and National Education Information System actually overlap with evaluation material in many cases.

*Policy initiatives and prospects*

201. Korea is attempting a policy approach to develop linkage between educational evaluation systems and data collection/management systems, in the interest of alleviating the work burden of teachers. Prospects are that a linkage of certain form is likely to be soon established between the educational evaluation systems and data collection/management systems.

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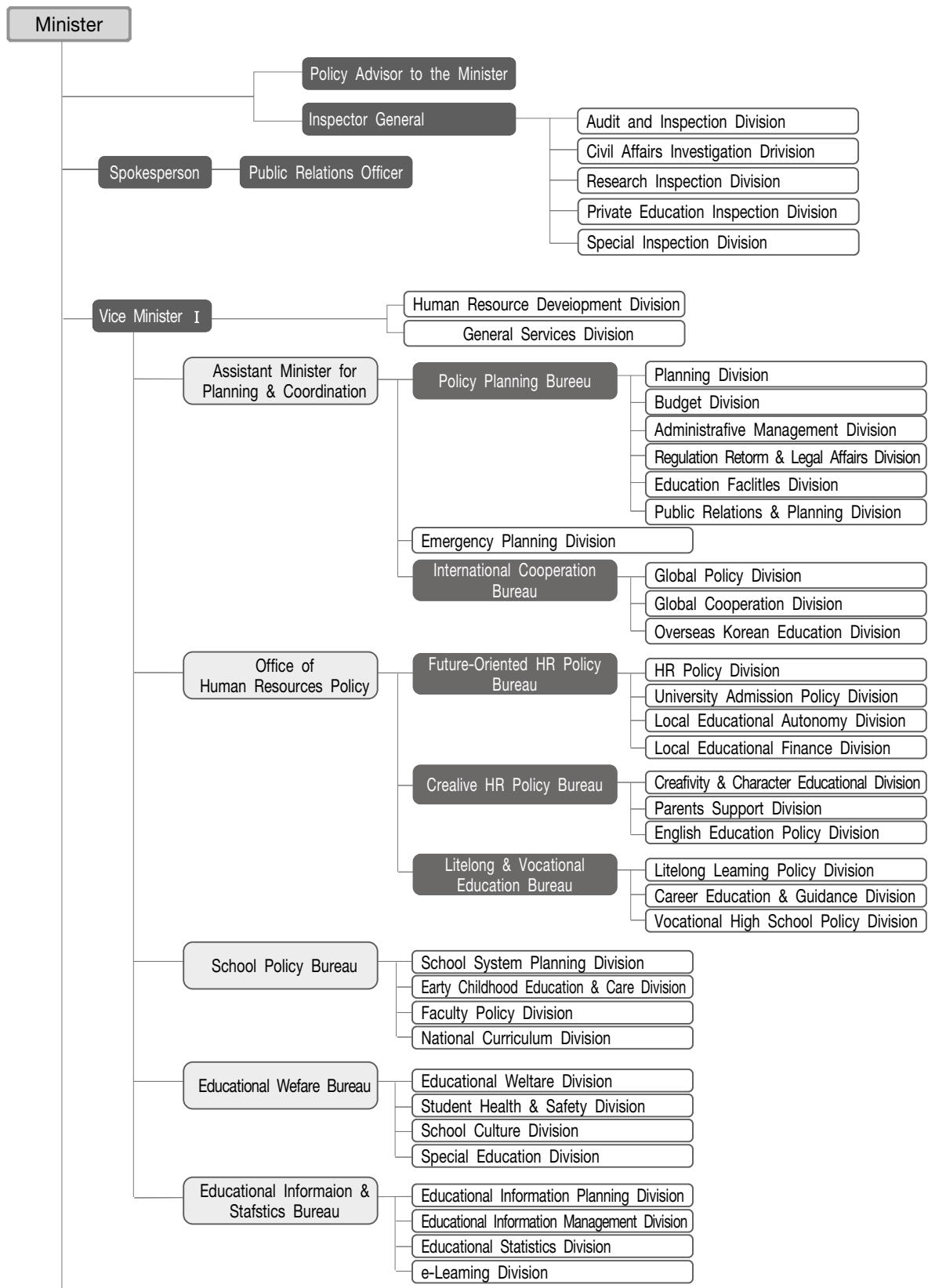
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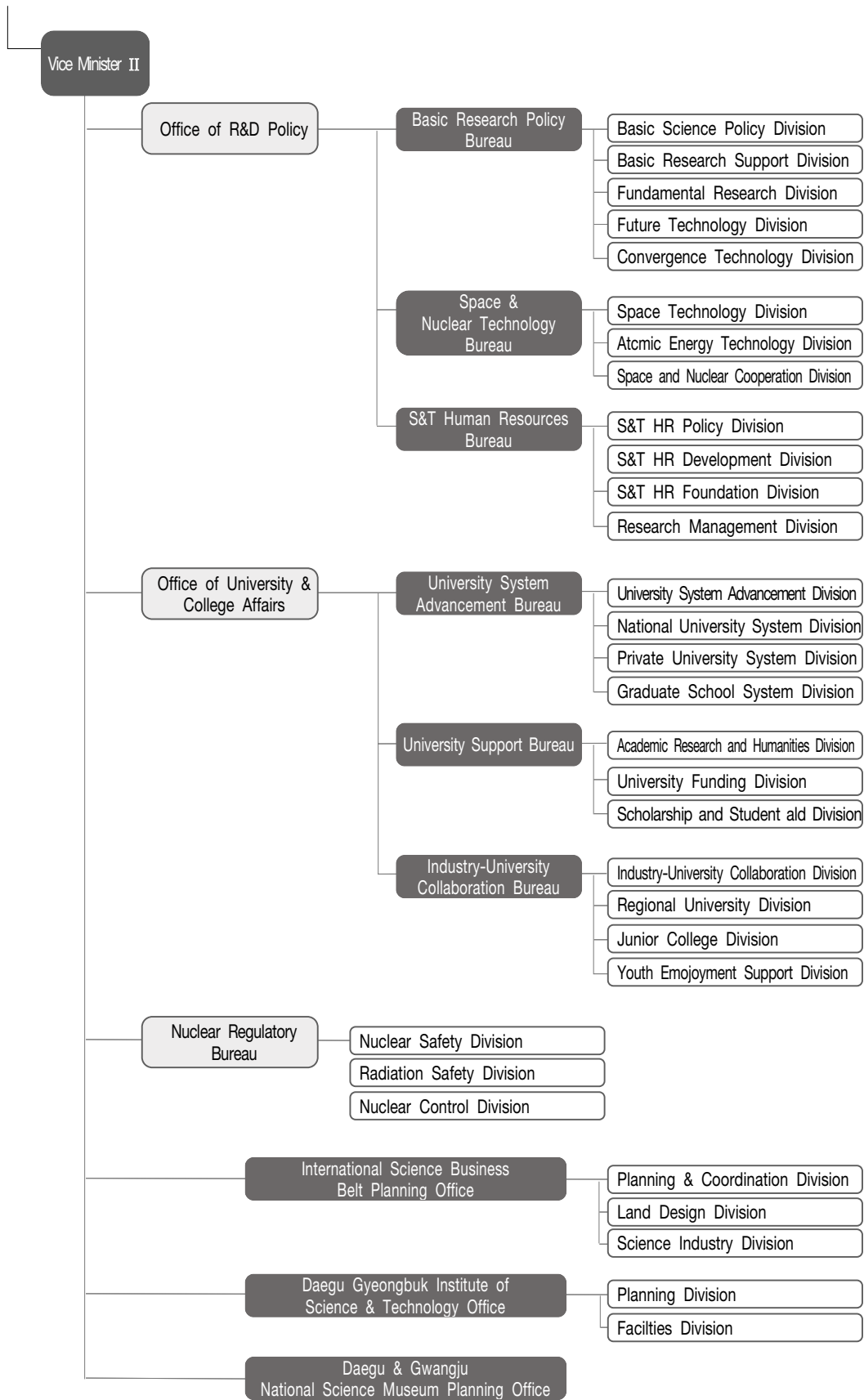
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<Appendix 1>

## Organization of the Ministry of Education, Science and Technology





<Appendix 2>

**Current status of primary and secondary schools at the 16 MPOEs**

(2009 statistical yearbook of education, population statistics drawn from the 2010 data of Statistics Korea)

| MPOEs        | Population<br>(1,000 persons) | No. of students  | No. of teachers | No. of schools |
|--------------|-------------------------------|------------------|-----------------|----------------|
| Seoul        | 9,794                         | 1,322,427        | 70,553          | 1,268          |
| Busan        | 3,415                         | 486,425          | 27,477          | 611            |
| Daegu        | 2,446                         | 429,101          | 20,733          | 429            |
| Incheon      | 2,663                         | 422,790          | 22,225          | 461            |
| Gwangju      | 1,476                         | 259,150          | 12,581          | 294            |
| Daejeon      | 1,502                         | 246,477          | 12,903          | 285            |
| Ulsan        | 1,083                         | 193,982          | 9,840           | 226            |
| Gyeonggi     | 11,379                        | 1,821,694        | 91,391          | 2,068          |
| Gangwon      | 1,472                         | 220,768          | 14,726          | 631            |
| Chungbuk     | 1,512                         | 234,817          | 13,226          | 471            |
| Chungnam     | 2,028                         | 297,636          | 18,387          | 741            |
| Jeonbuk      | 1,777                         | 287,817          | 18,265          | 751            |
| Jeonnam      | 1,741                         | 279,890          | 19,446          | 751            |
| Gyeonbuk     | 2,600                         | 372,590          | 23,718          | 967            |
| Gyeongnam    | 3,160                         | 507,083          | 28,592          | 941            |
| Jeju         | 532                           | 94,836           | 5,154           | 178            |
| <b>Total</b> | <b>48,580</b>                 | <b>7,477,483</b> | <b>409,217</b>  | <b>11,073</b>  |

### <Appendix 3>

## Career structure of the teaching profession in Korea

In Korea, school teachers assume the position of an educational civil servant or a teacher of a private school. The legal retirement age of teachers is 62, up to which teachers enjoy a strongly secured status in society. The wage rate of teachers is also higher than the average income level of ordinary Korean people, which makes the teaching profession a very attractive career to pursue.

Normally, teachers graduate from a teacher training institute and pass a competitive examination to start their career as a grade 2 teacher. Those who serve in the grade 2 teacher position for 3 or more years, and also accomplish minimum 180 hours of qualification training to become a grade 1 teacher, are eligible to obtain certification as a grade 1 teacher.

Those who service in the grade 1 position for 3 or more years, and also accomplish minimum 180 hours of qualification training to become a vice-principal, may obtain the vice-principal qualification. But in reality, it usually takes a newly appointed teacher more than 20 years to rise to the position of vice-principal.

Vice-principals who served in the position for 3 or more years, and also accomplish minimum 360 hours of qualification training to become a principal, may obtain the principal qualification.

Teachers usually pursue a school management career that rises from teacher to vice-principal and ultimately to principal position, or either move on to educational administrative organizations or educational research institutes in the position as a supervisor, school inspector, educational researcher or senior educational researcher. Aside from these routes, a master teacher system has recently been introduced to allow teachers of excellence to remain at school and continue to engage in teaching activities, rather than pursuing a managerial career or becoming an educational researcher/supervisor.

The structure of Korea's teaching profession is summarized as follows:

| Teacher         | Managerial position | Educational supervisor/researcher |                               |
|-----------------|---------------------|-----------------------------------|-------------------------------|
| Master teacher  | Principal           | School inspector                  | Senior educational researcher |
|                 | Vice-principal      | Supervisor                        | Educational researcher        |
| Grade 1 teacher |                     |                                   |                               |
| Grade 2 teacher |                     |                                   |                               |

Korean teachers attend a fairly large number of training programs with relation to promotion. Institutions that provide teacher training include the central government's training institutes, training centers of MPOEs, training institutes affiliated to universities, and distance learning training centers. General training programs are also provided for teachers in special fields. By type, the institutes offer in-service training, qualification training and overseas training, and also dispatch teachers to organizations in and out of Korea or grant them a special study-research year.