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DISSERTATION: "U.S. Assistance to Korean Education, a History of a Decade of U.S. Foreign Aid"

DIRECTOR OF THE CANDIDATE'S RESEARCH:

Robert Lee Williams, *Vice Provost, St. John's University;* formerly *Assistant Professor of Education, George Washington University*

EXAMINING COMMITTEE:

Blake Smith Root, *Professor of Education*

Wesley Thomas Carroll, *Professor of Education*

John Gordon Boswell, *Associate Professor of Education*

Anthony Cardinale, *Director of Dependents Education, U.S. Department of Defense*

Ernest W. Mannino, *Director, Office of Overseas Schools, U.S. Department of State*

Robert Lee Williams, *Advocate*

Robert Edward Baker, *Assistant Dean of the School of Education, presiding*

ABSTRACT OF DISSERTATION

U.S. Assistance to Korean Education, a History of a Decade of U.S. Foreign Aid

SINCE THE KOREAN WAR, the United States has provided over three billion dollars to help Korea in its reconstruction and development. The United States, in the decade after the war, provided millions of dollars to help upgrade Korean education. This study attempts to chronicle and review critically this effort. The procedure followed was one of collecting all available documentary evidence and assessing it in the light of the history of Korean education. The materials used include works on Korean history, culture, and education; agreements between the United States and the Republic of Korea on joint education projects; official education project documents secured from the U.S. Operations Mission to Korea and the Korean Division of the Office of Northeast Asia Affairs of the Agency for International Development; and materials and reports prepared by the University of Minnesota and George Peabody College for Teachers on their Korean activities.

Koreans historically have given much attention to education. At first education was dedicated to the instruction of the elite. Not until the coming of the western missionaries during the waning years of the nineteenth century was any attempt made to provide schools for the common people. In 1905, Japan established a protectorate over Korea. During the Japanese regime, Korean schools were designed to inculcate obedience and acquiescence toward Japan's hegemony. Liberation in 1945 left the Koreans unprepared to run their schools. Formation of a new government in 1948, followed by the Communist invasion in 1950, gave little opportunity for the establishment of an adequate school system.

Part of the resources the United States poured into South Korea after the war was used to rebuild and upgrade education. In the period 1956-1962, approximately 20,000 classrooms were built and 3,000 more were repaired. Model specifications and architectural plans showing how to build better schools for less money were also provided.

From 1956 to 1966, shop facilities to house and equip 3,445 student work stations were provided for secondary schools. These stations, spread among eight industrial trades, could accommodate over 10,000 trainees daily. Two demonstration high schools were upgraded to be used as model agricultural and technical high schools. Two pilot comprehensive high schools were also developed. Vocational teacher training was added to the curriculum at Seoul National University. Guidance was provided to the government on how vocational education should be organized and administered.

From 1953 to 1967, at Seoul National University, the United States rebuilt and equipped Colleges of Agriculture, Engineering, and Medicine; 300 faculty man-years of training at the University of Minnesota were provided; and the College of Public Administration was established. The Merchant Marine Academy was furnished with maritime science facilities, including a training ship. Collegiate business education at Yonsei and Korean Universities was reorganized.

From 1956 to 1962, U.S. assistance to teacher education improved textbook preparation, science education, early childhood education, library science, research, and educational leadership. Eighty-two Korean educators studied at Peabody College. Teacher training facilities were rebuilt and upgraded.

Even though U.S. efforts to rebuild and improve education were substantial, Korean education still faced the acute problems occasioned by rapid expan-

sion, inadequate financing, severe overcrowding, teacher shortages, outmoded and unbalanced curricula, and lack of materials and equipment.

A number of lessons are to be learned from this study: (1) money and equipment will not be used effectively when there is insufficient staff for supervision and demonstration; (2) efforts to improve a nation's schools should build in the heritage and values of that nation; and (3) when the United States gives aid to improve education, it should use that aid as a leverage for reform.

BIOGRAPHICAL SKETCH

Born in Washington, D.C., January 2, 1926
B.A. 1946, Brown University
M.A. 1950, American University
U.S. Navy, Lieutenant, 1944-1946
Secondary School Teacher: Washington, D.C. 1946–1949; Prince Georges County, Maryland, 1949–1950; Montgomery County, Maryland, 1950–1957
Education Program Officer, United States Operations Mission to Korea, 1957–1961
Instructor, University of Maryland Overseas Program, Seoul, Korea, 1957–1961
Agency for International Development, U.S. Department of State: Education Program and Research Specialist, Office of Technical Cooperation and Research, 1962–1964; Program Officer, Office of Development Planning, Bureau for Far East, 1964–1965; Program Division, Office of Development Planning, Bureau for East Asia—Deputy Chief, 1965–1966, Chief, 1967–

CONCERNING PERIOD OF PREPARATION

CONSULTATIVE COMMITTEE:

Blake Smith Root, *Professor of Education*
Harry Grubb Detwiler, *Professor of Education*
James Franklin Rogers, formerly *Professorial Lecturer in Education*
Stuart Rudolph Westerlund, formerly *Associate Professor of Education*
Robert Lee Williams, formerly *Assistant Professor of Education*

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Memorandum

TO : PPC/RS/PS, Mr. Erwin J. Lachman DATE: June 8, 1971

FROM : EA/DP, C. H. Breecher

SUBJECT: Research Study: "A History of U.S. Assistance to Korean Education: 1953 - 1966"

Submitted herewith are two copies of the subject research study to be placed in the Agency's Historical and Technical Reference Library.

This study was done under the auspices of the George Washington University by Dr. Herbert W. Dodge of my staff. The study attempts to chronicle and review critically U.S. efforts to rebuild and upgrade Korean education in the decade after the Korean War.

The Agency has to my knowledge relatively few cumulative and comprehensive historical documents dealing with aid efforts in the various technical assistance sectors. Newly assigned technicians and project managers are often unaware of previous efforts. One way to make them aware of these efforts is to make use of the Agency's Historical and Technical Reference Library. It is hoped that this submission might be used toward that end.

cc: TA/RUR, Mr. Erven J. Long
TA/EHR, Mr. John F. Hilliard
EA/TECH, Mr. Robert R. Johnson

Enclosures - 2

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A HISTORY OF U.S. ASSISTANCE TO KOREAN EDUCATION: 1953 - 1966

By

Herbert Wesley Dodge

B.A., 1946, Brown University

M.A., 1950, American University

A Dissertation submitted to

The Faculty of

The School of Education

of The George Washington University in partial satisfaction

of the requirements for the degree of Doctor of Education

June 6, 1971

Dissertation directed by

Robert Lee Williams

Formerly Assistant Professor of Education

PREFACE

I want to express my appreciation for the time, attention, and able direction that I have received from Dr. Robert L. Williams in the preparation of this dissertation. I am also grateful for the helpful suggestions made by Professor Wesley T. Carroll, Professor Blake S. Root and Professor Robert E. Baker.

Part of the material in this study derives from the fact that I served in Korea as Education Program Officer from the period June 1957, through December 1961. During that period, I was able to observe events, interview Korean and American educators and officials engaged in the U.S. foreign aid program, and collect copies of pertinent documents and records. This could not have been possible without the painstaking help of a Korean assistant, Mr. Hyun Chang Kun.

I also wish to express my appreciation to the Agency for International Development which in addition to making its files and records accessable, also afforded me time, materials, and secretarial assistance required to complete the study.

In addition, I want to express my appreciation to Miss Clarice Vore for her secretarial and editing contributions and to Mr. James Ridgeway for his helpful suggestion.

Vortex, according to the dictionary is a state of affairs likened to a whirlpool for violent activity. It is something that draws into its powerful current everything that surrounds it. When I saw

Gregory Henderson's book, Korea The Politics of the Vortex, on the shelf at the George Washington University book store, I immediately thought about Korea in the traditional way. How Korea surrounded by the great powers, China, Japan, Russia, and the United States, had a history of being drawn under the domination of the victorious power of the moment. At one time under the influence of China, later Japan, Korea most recently has been divided, - the North under the influence of Communism, the South, the United States. But this was not Henderson's theme at all. The Henderson book puts forth the thesis that Korea is an example of an unusually homogeneous society that has for many years been controlled by "a highly centralized political system existing in a culturally monist environment". Under such conditions intermediary organizations remain unorganized. Thus, society is deprived of a training ground for leadership. Under these circumstances according to Henderson, court power politics in Korea became that culture's one great magnet, exerting an irresistible pull toward the center, the capital. Individuals relied on patrons, family, personal appearance, luck, and, in recent times, education to bring them success. They did not rely on institutions or organizations. This tendency inhibited the development of institutions, the formation of true political parties and the growth of organization of all types. Such groupings that have come about were largely temporary associations of people whose desire for power and personal advancement far outweighed any desire to perpetuate the organization. According to Henderson this is the phenomenon of the Korean vortex.

Both the industralized nations and the developing countries face an educational crisis. The developing countries have a greater problem because of their lesser resources and their struggle to build educational systems which will raise whole populations from illiteracy into the modern age. This has implications for international cooperation. The need for the industrial nations to help the developing nations will continue for a long time to come. But this help should be more than the conveyance of educational forms from one culture to another.

If one considers Henderson's notion about the Korean vortex it will help to explain some of the difficulties the United States experienced in trying to introduce Americanized educational concepts into Korea. It reinforces the view that expert American educational advisors need to know something about the development of the people and the culture of those countries where they are trying to introduce an American educational concept or method.

This study has been an attempt to chronicle what the United States did in the educational field in Korea against the background of what education was like there. There is a further need for a sociological analysis. I have provided the record to analyze.

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CHAPTER I

INTRODUCTION

Since the Korean War the United States has provided over three billion dollars in economic assistance to help the Republic of Korea in its reconstruction and economic development.

Statement of the Problem and Need for this Study

In this massive assistance, the United States in the decade after the war, provided millions of dollars to help reconstruct and upgrade higher education, teacher training, vocational education, and secondary education. No documented history of this American aid to Korean education exists. This study provides such a record.

An assessment of this American assistance to the Republic of Korea is needed. There are too few cumulative and comprehensive historical documents dealing with American foreign aid efforts. Newly assigned technicians and officials who conduct and manage such enterprises are often unaware of previous efforts. The penalty is the danger that prior mistakes will be repeated and that infertile ground will be plowed again.

A review of the documents in the Agency for International Development's Historical and Technical Reference Library revealed only eight such studies.

(1) "A Brief History of USOM Support to Education In Thailand." (October 1969), 15 pp., by Dr. William M. Williams. This fifteen page study which was prepared by the United States Operations Mission to Thailand briefly traces U.S. aid to education in Thailand.

(2) "A Survey of U.S. AID Education Programs in Tanzania," (December 1966), 138 pp., by Dr. Alwin V. Miller and Dr. Gene S. Jacobsen. This is a report prepared by the Agency for International Development of a survey conducted in 1966 of U.S. education programs in Tanzania.

(3) "United States Assistance to the Development of Education in Afghanistan," (January 24, 1966), 40 pp., by the U.S. AID Mission to Afghanistan. This is a background paper which outlines what the U.S. had done to assist education in Afghanistan.

(4) "A Brief History of the Cooperative Education Projects of the Royal Government of Afghanistan and A.I.D.," (March 1968), 13 pp., by Dr. Christine S. Hugerth. This study was prepared by the U.S. AID Mission to Afghanistan for the Ministry of Education for a book which was published to celebrate the 50th year of the independence of Afghanistan.

(5) "Technical Education in Nigeria 1945-1965: A Critical Survey," (August 1966), pp. 60, by Dr. Peter Kilby. This study prepared by the AID's Office of Program Coordination is a history of twenty years of technical education in Nigeria.

(6) "AID Educational Assistance to Turkey 1957-1970," (July 1970), 60 pp., by Dr. E. Frank Price. This study is a history of U.S. aid to Turkish education prepared by the U.S. AID Mission to Turkey.

(7) "The Tenth Milestone A Decade of Philippine - American Cooperation In the Development of Public Education In the Philippines 1952-1962," (June 1962), 158 pp. This book was prepared by the staff of the Education Division of the United States Operations Mission to the Philippines and traces a decade of U.S. efforts to improve public education in the Philippines.

(8) "History of the Point IV Education Program In Iran," (September 1965), 441 pp., by Dr. Clarence Hendershot. This two volume work prepared by the U.S. AID Mission to Iran is a history of U.S. AID to Iranian Education.

Procedures and Delimitation of the Problem

Since this study attempts to chronicle and review critically the United States efforts to assist the Republic of Korea rebuild and improve its education system during the decade after the Korean War, the procedure followed was one of collecting all available documentary evidence and assessing it in light of the history of Korean education. The study covers the decade after the Korean War, (the period in which the United States concentrated most of its assistance to Korean education). The author believes that this decade was a milestone in the history of Korean education. Not a goal in itself, a milestone is a mark of progress toward some goal or destination. A decade is a very short time in the history of a nation, but regardless, events during such a short period can significantly shape the future of a nation.

Source of Data

The materials used in preparing this historical study include: (1) books available in English on Korean history and culture; (2) works on Korean education such as books, periodicals, and unpublished materials; (3) agreements between the United States and the Republic of Korea on joint education projects; (4) official files of the Korean Division of the Office of Northeast Asia Affairs of the Agency for International Development, Department of State, on the U.S. aid program in the Republic of Korea; (5) official Korean education project reports and documents, copies of which were secured from the U.S. Operations Mission

to Korea; (6) materials and reports prepared by the University of Minnesota and George Peabody Teacher's College on their Korean activities; (7) interviews with professionals involved in implementing the Korean education program during the period 1952-1962, and personal papers and recollections gleaned while serving in the Republic of Korea during the period 1957-1961; and (8) documents, reports, studies, books, etc., found in the Historical and Technical Reference Office of the Bureau of Program and Policy Coordination of the Agency for International Development, Department of State, on the United States foreign aid program.

Organization of Study

This study records and appraises U.S. efforts in the decade after the Korean War to rebuild and upgrade education in South Korea. This U.S. educational aid effort was concentrated largely in 4 project areas, classroom construction, secondary and vocational education, higher education and teacher training. These topics thus form the major chapters of this study with a preliminary chapter to set the background and a final chapter for summary and assessment.

Significance

South Korea's outlook in recent years has changed sharply for the better. A war-shattered economy has been rebuilt and runaway inflation brought under control. Stagnation has given

way to growth. National pride and confidence have been reborn. With industrial production and exports mounting rapidly, the Koreans are making hopeful plans for the future. The country is bustling with activity, and visitors report a new mood of optimism.

In recent years Korea's improving economic climate has given the Korean people increased confidence in their political and economic activities. Despite considerable domestic opposition, this confidence has permitted the Korean government to send combat troops to Vietnam and to normalize Korea's relations with Japan. The agreement with Japan ended a long division between the two nations and settled a number of outstanding problems, assuring Korea that Japan would provide about 300 million dollars of grant aid and about 200 million dollars in soft loans over the next decade.

Korea's achievements have not been accidental. Achieved in spite of poor natural resources, they are largely the result of hard work, imaginative entrepreneurship, and improved environment for economic development and a large supply of foreign aid.

The United States has played a significant role in these accomplishments by (a) providing technical assistance to meet the many diverse needs required to rebuild and develop the nation; (b) helping Korea to reach agreed economic stabilization goals through financing needed imports; (c) relieving heavy budgetary pressures through the provision of military budget support; (d) providing development loans for government infrastructure projects, for government intermediate financial institutions, and for private concerns; and (e) participating in the formulation

of Korea's development plans.

The main U.S. objectives in Korea have been (a) to promote political stability, balanced and self-sustaining growth, and national security; (b) to encourage the growth of democratic political and economic institutions; (c) to preserve the close relationship which the United States and Korea now enjoy; and (d) to encourage Korea to continue to participate in the defense of Asian countries against Communist aggression.

Many of Korea's economic difficulties were created by partition of the country after World War II. The independent Republic of Korea, officially launched in August of 1948, was handicapped from the start since most of the heavy industry, hydroelectric power and mineral resources of the peninsula were in the North. The South was primarily agricultural, with only a scattering of light industry and just 10 per cent of the country's power generating capacity. It had less than half the land area but nearly two-thirds of the population.

At the time of partition there were about 17 million people in the South; today the population has reached 30 million, swollen by refugees and an annual growth rate which has been close to 3 per cent. South Korea has become one of the most densely populated lands in the world.

By the summer of 1950 the young Republic of Korea was just beginning to move forward with U.S. help when it fell victim to aggression from the Communist North. In the ensuing struggle

much of the country was fought over several times, with devastating results. Property valued at three billion dollars was destroyed, and over a million South Korean lives were lost.

Since the war indefinitely postponed prospects for Korean reunification, the urgent need was not just to restore production, but to build an integrated economy in the South that could sustain a fast--growing population. The need to maintain a large standing army to deter another invasion from the North was and is an added burden.

The United States poured three billion dollars of economic assistance into Korea to help in the reconstruction of that war-torn nation and to achieve U.S. objectives in East Asia.

When Korea's economy began to reach the point where it could sustain growth, the amount of U.S. economic aid began gradually to be decreased. It is scheduled to phase out in the early nineteen seventies.

In education, as in other fields, the need for massive U.S. grant assistance now is past. Koreans also do not need foreign experts to make their policy decisions or do their work. Koreans are now in a position to manage their own affairs. It is believed, however, that the Koreans can utilize to great advantage American advice on how to deal in an organized fashion with their major problems in education.

Korean leadership has been identifying and charting out some high priority educational programs which will require a substantial

development loan to be requested of the United States. In order to assess such a loan request it will be important for the United States to have a complete record of just what it has done to aid Korean education in the past.

With the prospects of peace in Southeast Asia, the United States may be faced with a situation analogous to Korea in 1953. If the "past is prologue" a record and assessment of American efforts to upgrade Korean education after the Korean War may be further beneficial in determining actions in South Vietnam.

CHAPTER II

HISTORY AND BACKGROUND

The purpose of this study is to set forth the nature and extent of recent United States efforts to assist in the development of Korean education. To better understand the story of this effort, it should be helpful to know in a general way something about the history of Korean education and something about the country itself.

For centuries Koreans have held a special respect for education. Scholarship has always been recognized and honored in Korean society. Until recent times education was usually limited to those of the ruling class. Korean education over the years has been affected greatly by the cultures of neighboring China and Japan and, in recent times, the United States has done much to help in the development of Korean education.

Korean Education to 1952

Korea's culture inherited much from China over many centuries. In education this included the language arts and an examination system whereby the most learned of the nation would be selected for public service and would benefit. Buddhism came to Korea from China (fourth century A.D.). It exerted a powerful influence on society. However, it remained a religion and limited its education within the scope of training for the priesthood. Chinese educational influence became

the greatest with the advent of Confucianism (688 A.D.). The civil service examination system together with Confucian philosophy reached the zenith of development during Yi Dynasty times (1392-1910).[1]

During the fifteenth century two distinctly Korean events had a deep influence on education. Early in the century movable type was invented and used in Korea. In mid-century, King Sejong of the Yi Dynasty introduced an effective phonetic alphabet of 24 characters known as Hangul. Both the new alphabet and the invention in printing did much to facilitate teaching and learning.[2]

During the nineteenth century Korea experienced a strong reaction against foreign influence and education suffered as a result. The coming of American missionaries aided in a rejuvenation of education by establishing institutions, ranging from elementary school to universities. Western methods of education were thereby introduced. The missionaries also arranged to send bright young Koreans to the United States for training. This was the first American technical assistance to Korea.[3]

In 1910 the Japanese annexed Korea and a shift occurred in Korea's educational program. This was to last until 1945. The Japanese assumed the leadership of Korean education. Japanese became the official language. Instruction in Korean was forbidden. Very few Koreans received an education beyond elementary school. The Japanese carefully avoided training Korean leaders. Rigorous physical exercises

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[1]Chung Tae-shi, "Yesterday of Korean Education," Korean Journal III, (Seoul, Korea: April 1963) pp. 16-19, 38.

[2]Loc. cit.

[3]Loc. cit.

and moral education became the nucleus of the curriculum for Korean schools. Moral education involved worshipping the Emperor. The physical exercises were to toughen the students. Those few Koreans who were permitted to go on to higher education were educated in law or literature. Work in engineering or science was not encouraged. The Japanese established a large number of schools in Korea between 1910 and 1945, but their primary purpose was to train loyal subjects for the Japanese Empire.[1]

In 1945 Japan was defeated and Korean education found itself in great turbulence. At the time of her liberation in 1945, Korea was faced with the giant and complicated task of reorganizing and expanding her education system. The Korean language was reintroduced. The 6-3-3 grade sytem was instituted. New textbooks were written and printed. During the period 1945-1950 the educational system was purged of many of its Japanese elements. There were mass promotions of Korean teachers, often poorly qualified, to administrative and supervisory positions in the schools and universities.[2]

Some headway was being made in developing a Korean educational system when the Communist invasion came in 1950. The war almost completely destroyed the educational system. About one-half of Korea's classrooms were either totally or partially destroyed. Ninety per cent of all equipment was wiped out. More than twenty-five per cent of the teachers and college professors were killed or captured. Following this devastating war the enormous task of establishing the Korean

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[1]Chung Tae-shi, loc. cit.

[2]UNESCO, Report of the UNESCO-UNKRA Education Planning Mission to Korea, Rebuilding Education in the Republic of Korea (Paris:UNESCO, 1954) pp. 23-29.

education system had to be started once again. However, in order to appreciate the task of establishing and rebuilding the education system one should view it along with the other problems facing the Korean nation and with the background of some understanding of the land and its people.[1]

Land and People

The Republic of Korea is 37,427 square miles in size, somewhat smaller than the state of Virginia. The population as of December 31, 1967, was 30,067,000. Korea has one of the most racially homogenous populations in the world. Believed to be a fusion of migrating peoples from Central Asia and the Yellow River Basin, the Koreans speak and write a common language that is varied by only seven dialects, all of which are mutually intelligible. Minority groups, except for an estimated 30,000 Chinese, are non-existent.[2]

Major Cities

When Japan assumed control of Korea in 1910 there were only eleven cities of 14,000 or more inhabitants, representing some 4 per cent of the population. By 1955 approximately 20 per cent of the population lived in cities and towns of 10,000 or more inhabitants. Since independence, industrialization has taken place rather quickly. This has resulted in an influx of people into the cities from sorrounding agricultural regions. The major cities according to 1966 population figures would include:

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[1] UNESCO, ibid., pp. 83-84.

[2] U.S. Department of State, Agency for International Development, Country Briefing Book-Korea, (Seoul, Korea: U.S. AID Mission, Communications Media, September 1968) pp. 4-6.

1.	Seoul	3,805,000
2.	Pusan	1,430,000
3.	Taegu	847,000
4.	Inchon	529,000
5.	Kwangju	404,000
6.	Taejon	316,000 [1]

Language and Literacy

The Korean language is distinct from both Japanese and Chinese. Its grammar and word form resemble Japanese. Its vocabulary is filled with words borrowed from the Chinese. The Hangul alphabet was developed about the middle of the fifteenth century. At present, Chinese characters are still used extensively in Korean books, periodicals and newspapers to express concepts in a clearer fashion than can be accomplished by the use of Hangul.[2]

During the occupation of Korea (1910-1945), the Japanese made a concerted effort to reach and encourage the use of their language. As a result, there is an estimated 10-15 per cent of the population that can still speak Japanese. For those Koreans under 31 years of age, English has supplanted Japanese as the second language of the country.[3]

In 1945 an estimated 78 per cent of the population could neither read nor write in Hangul or in any other language. In 1968 the Ministry of Education claimed a literacy rate of nearly 90 per cent for all members of the population over 6 years of age. The criterion for this standard of literacy is simply the ability to identify and write the 24 letters of the Hangul alphabet.

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[1] U.S. Department of State, Country Briefing Book, loc. cit.
[2] Loc. cit.
[3] Loc. cit.

Religion

There are four major religions in Korea; Shamanism, Buddhism (1,000,000 members), Confucianism (263,000) and Christianity (1,566,000). Shamanism is the oldest religious system in Korea and was probably brought by the early immigrants from north-central Asia. Shamanism is primarily significant among rural folk, particularly in time of sickness, but the number of practitioners and believers is declining.[1]

Buddhism came to Korea from China in the fourth century A.D., became a state religion and was the dominant religion throughout much of Korean history. At one time during the height of its influence from the tenth to the fourteenth century, the Buddhist priesthood controlled the course of politics. Perhaps the greatest influence of Buddhism has been in architecture, painting and sculpture. There are about one million active adherents of Buddhism in Korea, with more than 2,500 temples and 10,000 monks and nuns. Buddhism in Korea is not centralized nor do the many separate local organizations play an active role in politics.[2]

Confucianism came to Korea from China as early as the second century A.D., but was primarily influential among the intelligentsia of ancient Korea. Confucianism became the state creed during the Yi Dynasty but declined in power as the state which nurtured it decayed.[3]

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[1] U.S. Department of State, Country Briefing Book, loc. cit.

[2] Loc. cit.

[3] Loc. cit.

Confucianism contributed a long standing tradition of respect for education. During the Yi Dynasty government officials were chosen by civil service examinations and success in the examinations depended upon a thorough knowledge of the Confucian classics. Historically, the respect for teachers and education in Korea dates from Confucian influence. Adherence to Confucian ethics still marks the conduct of large numbers of Koreans.[1]

Christianity was introduced in Korea in the sixteenth century. During one major attempt by the government to stamp out the religion in 1866 it was estimated that there were 20,000 Korean Christians. This figure increased ten-fold by 1910. The discouragement and persecution continued under the Japanese occupation. Despite this, Korea today has one of the highest proportions of Christians to total population of all Asian nations. Christians total over one and a half million, of whom about two-thirds are Protestant.[2]

The Christian missionary effort in Korea has made notable contributions in the fields of education, medicine and public welfare. Numerous educational institutions have been established through missionary assistance including Ewha Women's University (Methodist), Yonsei University (interdenominational), Sungsil College (Presbyterian), and a Jesuit institution, Sogang College. Western culture was introduced to Korea through these colleges and many national leaders received their educations in such schools.[3]

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[1] U.S. Department of State, Country Briefing Book, loc. cit.

[2] Loc. cit.

[3] Loc. cit.

Economy and Problems after 1945

Prior to 1945 Korea was an integral part of the Japanese Empire. The northern and southern parts of Korea were highly complementary. Power production and heavy industry were almost wholly concentrated in the north, whereas food processing and cotton textiles were located in the agricultural south. Korea exported rice, fish and textiles to Japan and imported barley and other coarse grains from Manchuria. North Korea relied on coke from Manchuria for its blast furnaces. All of Korea was completely dependent on Japan for railroad, mining, textile and other industrial equipment. Developments since 1945 radically altered the structure of South Korea's economy. South Korea found itself forcibly separated from the northern part of the peninsula, completely isolated from Manchuria and economically divorced from Japan. After the liberation in September, 1945, the people of South Korea passed through a series of hectic and horrifying experiences.[1]

There was a period of political and economic adustment beginning with the organization of the U.S. Military Government in 1945 which included the establishment of the Republic in 1948, and ended with the communist invasion of June, 1950. Of immediate concern in 1945 was the efforts of the infant republic at economic adjustment. These efforts were largely concentrated in three areas: land reform, power development and the beginning of a few heavy industries.[2]

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[1]U.S. Department of State, International Cooperation Administration, Annual Report of the United Nation's Command, Office of Economic Coordinator, Program Accomplishments (Seoul, Korea: OEC/UNC, June 30, 1957) pp. 4-5.

[2]Loc. cit.

A second period covered the Korean War, which extended from June, 1950 to July, 1953. In the annals of modern war few nations sustained proportionately greater losses in their manpower and industrial and agricultural resources. South Korea's death toll, military and civilian, amounted to more than a million persons. The cost of the war in property damage has been estimated at upwards of three billion dollars. The country was overrun with as many as 4,000,000 homeless, hungry and desperate refugees during the first year of the war. Many of Korea's major cities, including Seoul and Inchon, were left in a shambles.[1]

The South Korean textile industry was reduced by a third as a result of the bitter conflict. The war destroyed more than 900 industrial plants and factories. Sawmills, papermills, metal plants and scores of small industries were wiped out. More than 600,000 homes were destroyed while 120,000 more homes were used by guerilla forces and enemy soldiers.[2]

As stated previously, about 50 per cent of the nation's classrooms were destroyed -- others were occupied by refugees, the army or police. This was a doubly serious blow to Korean education following, as it did, the evacuation of 60 per cent of the local teachers by the Japanese a few years previous. With only 99 hospitals in 1950, 75 per cent were destroyed or damaged.[3]

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[1] U.S. Department of State, Program Accomplishments, loc. cit.

[2] Loc. cit.

[3] Loc. cit.

Korea's transportation and communication systems sustained expecially heavy losses: 50 per cent of her freight cars, locomotives, coaches and motor trucks were destroyed; 39 per cent of her railway trackage, signal system and buildings were out of commission; 41 per cent of her generating plants, 30 per cent of the transmission lines, 62 per cent of the substations, 40 per cent of the distribution system and 80 per cent of the power company communications were war-damaged. Marine transportation was reduced by 40 per cent; 60 per cent of the country's warehouse facilities were demolished. Virtually nothing of economic consequence remained unscathed.

A third period in the Republic of Korea's history began with the cessation of hostilities in July, 1953, and lasted about a decade. This period might be characterized as a period of relief and rehabilitation.

United States Aid, Korean Rehabilitation, and Assistance to Education 1953-1963

By 1963 the rehabilitation of South Korea's war-damaged facilities was complete. Overall production had reached a higher level than that registered in 1949 and per capita consumption had regained the levels of these years. These achievements were made possible only through the large-scale economic assistance furnished by the United States. For the eleven year period, fiscal year 1953 through fiscal year 1963, this aid totaled $2,930.6 million. Over 60 per cent of this amount was employed to finance a commercial import program designed to meet the country's demand for grains, fertilizer, fuel, cotton, other essential raw materials, and

industrial machinery and equipment. The remainder went for materials, equipment and technical services and training required to carry out the essential reconstruction and rebuilding of the nation's infrastructure.[1]

About $100 million of the nearly three billion dollars of United States assistance during the reconstruction period were used to rebuild and upgrade Korean education. The United States assistance efforts in education during this period were focused essentially on four areas of concentration, classroom construction, secondary and vocational education, higher education and teacher training.

During the conflict and immediately following the truce, technical and material assistance to education had been rendered by the United Nations Civil Assistance Command, the Korea Civil Assistance Command, and the United Nations Korean Reconstruction Agency. When the latter agency began phasing out their Korean operation in December, 1955, the responsibility for their program of assistance to the nation's schools was transferred to the International Cooperation Administration which was an agency of the United States State Department. The International Cooperation Administration's program had begun in 1954 with a single project assisting Seoul National University in four of its twelve colleges; namely, Agriculture, Veterinary Medicine, Medicine and Engineering.

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[1]U.S. Department of State, Agency for International Development, A Special Report prepared for The House Foreign Affairs Committee, U.S. Overseas Loans and Grants and Assistance from International Organizations, July 1, 1945 - June 30, 1969 (Washington, D.C.: Office of Statistics and Reports, Bureau for Program and Policy Coordination, Agency for International Development, April 1970) pp.71.

By 1956 the Office of the Economic Coordinator of the United Nations Command, the field mission in Seoul for the International Cooperation Administration, had assumed responsibility for the education program of the United Nations Korean Reconstruction Agency. This involved taking over two major projects and one lesser one, Vocational Education, Classroom Construction, and Technical Assistance to the ROK Merchant Marine Academy. The chapters that follow cover in detail the major efforts by the United States to rebuild and upgrade education in Korea during the decade after the war.[1]

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[1]U.S. Department of State, International Cooperation Administration, Annual Report of the United Nations Command, Office of the Economic Coordinator, Stabilization and Program Progress, (Seoul, Korea: OEC/UNC, June 30, 1958) pp. 97-102.

CHAPTER III

CLASSROOM CONSTRUCTION

Introduction

The children eligible for attendance in primary and secondary schools in the Republic of Korea in 1950 numbered just a few thousand below 6,000,000. If the 25,000 who were attending colleges and universities were considered, this total would rise above 6,000,000. To meet the educational needs of these children on the eve of the Korean War there were 42,000 classrooms. In 1950, just prior to the War, the average number of eligible children per classroom was over 140.[1]

Classroom Situation in Korea on the Eve of the Korean War

Since 1950 Korea's Ministry of Education, in assessing its construction needs, has used the target ratio of 60 students per classroom. Assuming this as an exceptionally modest ratio, at the outbreak of the War, the Republic of Korea was short 58,000 classrooms.

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[1]UNESCO, op. cit., pp. 31-46.

The table below gives the distribution of classrooms and population in 1950:

TABLE 1

REPUBLIC OF KOREA CLASSROOMS AND ELIGIBLE SCHOOL AGE POPULATION IN 1950 BY LEVELS

Types	Classrooms	Eligible Population (Age-Wise)
Primary	34,294	3,337,015
Secondary	5,241	2,645,077
Higher	2,943	24,921
Total	42,478	6,007,013 [a]

[a]UNESCO, loc. cit.

TABLE 2

REPUBLIC OF KOREA CLASSROOMS AND ELIGIBLE SCHOOL AGE POPULATION IN 1950 BY PROVINCE

Province	Classrooms			Eligible Population		
	Primary	Secondary	Total	Primary	Secondary	Total
Seoul	1,911	1,515	3,426	95,030	88,164	183,194
Kyonggi Do	4,549	478	5,027	467,097	392,783	859,880
Chungchong Pukto	2,322	433	2,755	188,577	161,561	350,138
Chungchong Namdo	3,493	221	3,714	368,046	274,990	643,036
Cholla Pukto	3,438	399	3,837	625,711	436,373	1,062,084
Cholla Namdo	5,182	191	5,373	548,938	474,597	1,023,535
Kyongsang Pukto	5,228	787	6,015	354,634	290,309	644,943
Kyongsang Namdo	5,477	807	6,384	488,959	358,098	847,057
Kangwon Do	2,249	371	2,520	156,505	122,530	279,035
Cheju Do	445	39	484	43,518	45,672	89,190
Universities & Colleges	NA	NA	2,943	NA	NA	24,921
Total	34,294	5,241	42,478	3,337,015	2,645,077	6,007,013 [a]

Effects of Korean War on Korean Classroom Shortage

Of the 42,478 classrooms that existed before the Korean War 10,018 were totally destroyed, 4,976 were half destroyed, and an additional 13,971 were damaged. In other words, the nation lost the use of 70 per cent of its classrooms.

[a] UNESCO, ibid., pp. 83-84.

TABLE 3

WAR-DAMAGED CLASSROOMS IN THE REPUBLIC OF KOREA
1950-1953

Primary Province	Completely destroyed or burned	Half destroyed or burned	With other damages	Total destroyed and damaged	No. of students affected
Seoul	307	307	579	1,193	119,014
Kyonggi Do	1,412	642	896	2,950	247,789
Chungchong Pukto	451	375	694	1,520	149,020
Chungchong Namdo	223	49	1,200	1,472	35,150
Cholla Pukto	498	545	1,332	2,284	115,895
Cholla Namdo	843	113	2,598	3,554	107,265
Kyongsang Pukto	1,212	748	2,597	4,557	169,336
Kyongsang Namdo	976	794	1,836	3,606	421,004
Kangwon Do	1,720	224	204	2,148	155,709
Cheju Do	142	134	140	416	25,197
Total (primary)	7,784	3,840	12,076	23,700	1,545,379
Secondary					
Seoul	277	254	436	967	290,588
Kyonggi Do	143	70	188	401	16,349
Chungchong Pukto	120	85	210	415	17,204
Chungchong Namdo	135	17	31	283	4,115
Cholla Pukto	111	58	20	189	14,489
Cholla Namdo	124	16	112	352	4,270
Kyongsang Pukto	405	120	106	631	30,903
Kyongsang Namdo	146	189	163	498	48,382
Kangwon Do	292	32	29	353	10,988
Cheju Do	-	-	7	7	945
Total (secondary)	1,753	841	1,301	3,895	438,203
University and College	481	295	594	1,370	24,921
GRAND TOTAL	10,018	4,976	13,971	28,965	2,008,503[a]

[a] UNESCO, ibid., p. 84.

Since 58,000 classrooms were needed before the war, and approximately 29,000 were destroyed or damaged by the conflict, the Republic of Korea faced a shortage of at least 87,000 classrooms at the war's end. The complicating factor of increased population would increase this total. Great numbers of refugees from the North and a rising birth rate caused a marked increase in population in 1952 and thereafter. By 1953, conditions had reached the point where classes were being held in abandoned warehouses, in ruins, in tents, and even in the open air.

Relief Agency Efforts of Restoration

The United Nations had pledged to alleviate the suffering of the people of the Republic of Korea. In the early days of hostilities the United Nations civil assistance programs were directed toward preventing disease, starvation and unrest among the civil population. Once the attack was turned back attention was given to programs supporting production and providing rehabilitation of war-damaged facilities.

Assistance given by the United States in fiscal years 1953, 1954, and 1955 was provided through the United Nations Civil Assistance Command, Korean Civil Assistance Command, United Nations Korean Reconstruction Agency, and the Armed Forces Assistance to Korea program (AFAK).

By 1955 these agencies had constructed 6,846 classrooms and repaired 225 damaged classrooms. Significantly, the labor for the construction and repairs of these was supplied by Korean communities. Through their own efforts, they built approximately 10,000 new classrooms and repaired 5,000 others.[1]

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[1] U.S. Department of State, Foreign Operations Administration, Classroom Construction, project proposal between the Foreign Operations Administration of the United States of America and the Republic of Korea, Project No. 89-69-263. (Seoul, Korea: October 15, 1955), p.2.

In addition, the Korean Government provided funds for the rebuilding and repair of 8,754 classrooms. Thus, at the beginning of the new school year in April of 1955, a total of 46,365 classrooms was available for the 3,389,608 students then in attendance in the various elementary and secondary schools throughout the country.[1]

When the United Nations Korean Reconstruction Agency began phasing out its Korean operation in December 1955, the responsibility for continuing assistance to Korea's schools was transferred to the International Cooperation Administration. The Office of the Economic Coordinator, United Nations Command, administered the assistance to Korea from the International Cooperation Administration, beginning with fiscal year 1956.

International Cooperation Administration Continues Rehabilitation Program

When the Chief of the Education Division of the Office of the Economic Coordinator, soon after the inception of the International Cooperation Administration program, asked Korea's Ministry of Education to place priorities on United States assistance, the first priority was given to classroom construction. Likewise the second priority and the third.[2]

One of the basic justifications for United States dollar expenditures on classroom construction was the dearth of building materials in Korea. The dollars were to be used to import lumber, cement and glass.

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[1] Ibid., pp. 2-3.

[2] Clarence Hendershot, "Tour Report of Clarence Hendershot as Chief of USOM Education Division," (Seoul, Korea: April 1961), p. 19 (Mimeographed).

These materials were allotted to schools which were to provide the labor or one half the construction costs in local currency. The other half of the construction costs and the delivery of the materials were to be provided from counterpart currency.[1] United States dollars were obligated for the classroom construction program in fiscal years 1956, 1957 and 1958.

By 1958 locally made glass was available. Some cement and lumber, usually in the form of logs, imported under the commodity program was in sufficient supply. Consequently, in fiscal year 1959 no dollars were allocated for the classroom construction project, only counterpart. In fiscal year 1960, because of severe typhoon damage, $300,000 was allocated for the importation of building materials. In the five years, fiscal year 1956 through fiscal year 1960, $2,580,716 was obligated for this project and the equivalent of $6,127,494 in local currency. These funds provided 3,647 classrooms, over 2,500 being of entirely new construction. In addition, the International Cooperation Administration for that period contributed $7,500,000 mostly for classroom construction through the AFAK program.[2]

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[1] Counterpart currency was Korean hwan generated by the sale of United States commodities under an import program where the United States provided dollar grant aid to meet Korea's trade gap or balance of payments deficit and also to combat inflation. The local currency funds generated by the public sale of these dollars for the importation of commodities were put into a counterpart account owned by the Republic of Korea. They were released with United States' approval to support joint United States and Republic of Korea projects.

[2] Ministry of Education, Republic of Korea, Report prepared by the Ministry of Education in cooperation with Office of Economic Coordinator, United Nations Command, Education in Korea, Some Vital Statistics, (Seoul, Korea: OEC/UNC, March 1958), p. 24.

On April 27, 1956, the Republic of Korea entered into a project agreement with the United States whereby the United States was to provide one million dollars in fiscal year 1956 for the construction of approximately 555 permanent classrooms. The objectives of the project were "to provide basic construction materials for the construction of permanent type school classrooms in order to assist the Ministry of Education in meeting the problem of adequate school facilities and encourage participation on the part of communities in school building program through strategic allocation of construction materials and cooperative building procedures in which local residents provide labor and nonimported materials." Fifty per cent of the construction was to be for elementary schools; thirty per cent for secondary schools; ten per cent for normal colleges and schools; and ten per cent for colleges and universities.[1]

The Republic of Korea's budget was to provide 755,289,000 hwan ($1,510,578) for the handling of inland transportation and installation of all equipment materials and supplies procured for the classrooms to be constructed. In addition to this amount, 277,500,000 hwan ($555,000) was to finance fifty per cent of the local construction costs. Local communities were to provide the balance.[2]

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[1] U.S. Department of State, Foreign Operations Administration, Classroom Construction, Project Agreement between the Foreign Operations Administration, an agency of the Government of the United States of America and the Ministry of Reconstruction, an agency of the Government of the Republic of Korea, Project Number 89-69-263. (Seoul, Korea: 1956). pp. 1-4.

[2] Loc. cit.

The materials provided by the United States' dollar contribution were as follows:

Item	Description	Quantity
Lumber	Yard, scantling, #1 common, S4S, commercially shipping dry, southern yellow pine, or comparable.. 1" x random width x 10' to 24' random lengths. Graded according to acceptable grading rules conforming with United States specification MM-L-751c.	1,890,000 board feet
Lumber	Yard, heavy joists, rough #1 common, commercial shipping dry, southern yellow pine, or comparable. 4" x 8" x 10' to 24' random lengths. Graded according to acceptable grading rules conforming with United States Specification MM-L-751c.	3,150,000 board feet
Glass	Sheet, clear, 1/8" x 20" x 36" graded according to United States specification DD-G-451a, type 119D quality	126,200 square feet
Cement	Portland for use in general construction, conformed to United States specifications SS-C-192a, Type II packed in 94 pound bags.[1]	18,462 metric tons

With these materials the project was able to construct an additional 75 classrooms for a total of 630 classrooms. Elementary schools received 315 classrooms, secondary schools 189, and normal schools and colleges 126. Additional cement turned over to the Korean government contributed to 307 extra classrooms. The final dollar cost

[1]U.S. Department of State, International Cooperation Administration, Classroom Construction, Project Implementation Order/Commodities, Project Implementation Order Number 89-69-263-6-60095, (Seoul, Korea: May 15, 1956), pp. 1-2.

of the project amounted to $1,109,073. The hwan total reached 1,178,286,250 hwan or $2,356,573 at the exchange rate then in effect, 500 hwan to 1 United States dollar.[1]

On April 26, 1957, the Republic of Korea entered into another classroom construction project agreement with the United States whereby the United States was to provide one million dollars of Fiscal Year 1957 funds for the construction of 710 permanent classrooms, 300 of these were to be rural, the remaining 410 urban. The Republic of Korea's budget was to provide 179,530,000 hwan ($359,000) for landing and inland transportation of all materials and supplies procured for this project. The Republic of Korea was to further arrange for the local school communities to provide approximately 710,000,000 hwan ($1,420,000) for local materials and labor. It was further agreed that the United States would furnish a school building advisor to provide technical knowledge and supervision. The allocation of the materials to the schools was left subject to "decisions made by the OEC Education Staff and the Ministry of Education." [2]

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[1]U.S. Department of State, Project Agreement, fiscal year 1956, Classroom Construction, loc. cit.

[2]U.S. Department of State, International Cooperation Administration, Classroom Construction, Project Agreement between the International Cooperation Administration, an agency of the Government of the United States and the Ministry of Education, an agency of the Government of the Republic of Korea, Project Number 89-69-263. (Seoul, Korea: April 26, 1957), pp. 1-4.

The materials to be provided by the U.S. dollar contribution in fiscal year 1957 were as follows:

Item	Description	Quantity
Lumber	Douglas fir, Southern pine, or comparable species, S4S commercially shipping dry, and conformed U.S. Federal Specification M-L-751C	
	1" x 4" and wider, averaging 6" x 10' to 24', No. 1 Grade	Construction or 1,485,000 board feet
	1" x 4" and wider, averaging 6" x 10' to 24', No. 2 Grade	887,000 board feet
	4" x 8" x 10' to 24', Construction or No. 1 Grade	2,663,000 board feet
Glass	Sheet, clear, 1/8" x 20" 36" double strength FS-DD-G-451, Type IX quality B	142,000 square feet
Cement	Portland, for use in general construction. Conformed U.S. specification FS-SS-C-192a, Type II. Shall be packed in multiwall paper bags conforming to military specifications MIL-B-1190 type E, of approximately 94 lbs.[1]	9,700 metric tons

The allocations for the fiscal year 1957 project were divided approximately 50 per cent to elementary schools, 34 per cent to secondary schools, and 16 per cent to institutions of higher learning.

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[1]U. S. Department of State, International Cooperation Administration, Classroom Construction, Project Implementation Order/Commodities, Project Implementation Order Number 89-69-263-6-70198, (Seoul, Korea: July 3, 1957), pp. 1-2.

For fiscal year 1958, the project agreement provided for the construction of 833 permanent classrooms. The allocation of classrooms to the various schools with the elementary, secondary and higher levels was to be subject to decisions made by the Education Division of the Office of the Economic Coordinator and the Republic of Korea's Ministry of Education.[1]

By 1958 most of the materials needed to construct classrooms had become available within the country. The United States funding of up to $500,000 was to be used to purchase and transport to Korea 6,247,500 board feet of lumber. The Korean Government was to provide in its budget 37,500,000 hwan, ($75,000), for the inland transportation and handling. In addition, 962,500,000 hwan, ($1,925,000), was to be provided for local materials and labor. The local communities were to contribute 462,500,000 hwan, ($935,000), to help defray the costs of construction.[2]

Review of Fiscal Year 1956, 1957 and 1958 Programs

Thus, by the end of fiscal year 1958, the International Cooperation Administration had entered into three project agreements calling for the construction of about 2,400 classrooms at a total dollar cost of about two million dollars. (See Table III). The Republic of Korea contributed from counterpart funds about six million

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[1]U.S. Department of State, International Cooperation Administration, Classroom Construction, Project proposal between International Cooperation Administration of the United States of America and the Ministry of Education of the Republic of Korea, Project Number 89-69-629. (Seoul, Korea: May 14, 1958), pp. 1-5.

[2]Loc. cit.

TABLE 4

OFFICE OF ECONOMIC COORDINATOR, REPUBLIC OF KOREA
CLASSROOM CONSTRUCTION PROGRAM
FISCAL YEARS 1956, 1957, 1958

Fiscal Year	Description	Dollars	Counterpart	Local Communities Contribution
1956	630 Permanent Type classrooms constructed:	$1,109,072.70	H₩1,178,300,000	H₩315,000,000
	111 Elementary Schools . . . . 50% (315) 61 Secondary Schools . . . . 30% (189) 11 Normal Schools, Colleges and Univ. 20% (126)			
	5,712 M/T cement allocated for 307 classrooms			
1957	300 Permanent Rural Type classrooms and 410 Permanent Urban Type classrooms constructed:	673,149.36	889,530,000	710,000,000
	119 Elementary Schools . . . . 50% (354) 88 Secondary Schools . . . . 34% (242) 27 Normal Schools, Colleges and Univ. 16% (114)			
	Surplus materials allocated for 43 classrooms			
1958	833 Permanent Type classrooms constructed:	499,495.68	1,000,000,000	462,500,000
	90 Elementary Schools . . . . 55% (460) 88 Secondary Schools . . . . 40% (333) 6 Normal Schools, College and Univ. 5% (40)			
	833,000 B/F lumber allocated for 56 classrooms			

Problems In the Classroom Construction Program

By the calendar year 1957 provisions had been made for the appointment of an American architect-engineer to serve as a school building advisor. However, the Economic Coordinator for Korea, William Warne, decided to assign this architect-engineer to other technical duties required by the United States aid program which he believed were of higher priority. There was no other American engineer available to supervise this project. The 1956 program provided 630 classrooms which were allocated to over 180 different construction projects throughout the 9 provinces and Seoul City. The 1957 project provided 710 classrooms which were allocated to over 230 construction projects throughout the 9 provinces and Seoul City. With no engineer available it was necessary for the Chief Education Advisor to assign a general education advisor to supervise the program. By October 1, 1958, the education advisor who had this responsibility had completed his tour of duty. At this point the responsibility of project officer was assigned to the Education Division's program officer. In addition to his regular duties, this officer was faced with the responsibility of supervising this program that involved 410 construction sites spread over Korea. At the same time discussions were taking place between the Education Division of the Office of the Economic Coordinator and the Ministry of Education on the allocation of 833 classrooms under the fiscal year 1958 program.[1]

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[1]Herbert W. Dodge, "Term End Report, Herbert W. Dodge - Education Division, Sept. 1957-59, (Korea)," (Seoul, Korea: United States Operations Mission to Korea, Sept., 1959), pp. 14-20. (Typewritten); Fred Annis, Saigon, Vietnam, letter, February 2, 1971, to the author.

It was obvious that the project had many faulty aspects. To begin with, the pressure of the many and varied duties assigned to the project officer meant that the attention that he could be supplying to the many aspects of this multi-million dollar project could only be cursory. The Chief of the Education Division had repeatedly requested the services of the qualified construction expert assigned to the Education Division for two years but directed elsewhere by higher mission authority. It was apparent to the Education Program Officer at this early stage that the project bore all the aspects of "pork-barrel," corruption, graft, and misuse of funds. The fact that over 400 projects were scattered through the length and breadth of the South Korean peninsula clearly indicated the impossibility of any close, constant, and careful supervision by any single American technician.[1]

Criteria for Allocation of Construction

The Chief of the Education Division shared the project officer's misgivings about supervisory short-comings of this project. After consultation, the Chief of the Education Division suggested to the Korean Vice Minister of Education that he appoint a committee of Ministry of Education and Education Division officials to establish a set of criteria for the allocation of the 833 classrooms under the fiscal year 1958 program. This was done and after a series of meetings in January 1959, criteria for allocating the 833 classrooms were agreed to by the Vice Minister of Education and the Chief of the Education Division.[2]

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[1]Herbert W. Dodge, loc. cit.; Fred Annis, loc. cit.

[2]Loc. cit.

The American representatives on the criteria committee contended that, since compulsory education only extended through grades 1-6, classroom shortages at the elementary school level should be addressed first.[1]

The Americans suspected that private secondary schools and colleges were making payments to the School Facilities Section of the Ministry of Education in order to be selected for classroom aid. It was also suspected that the wide scattering of projects, one and two classrooms per school, was motivated by political considerations of the Liberal Party anxious to help assure victory for the Rhee regime in the forthcoming national election. Such dispersion the Americans argued, made it difficult to control and supervise the projects. The Americans further pointed out that the richer schools seemed to be getting most of the construction assistance.[2]

The Koreans argued that, while elementary schools should receive the largest proportion, secondary schools and colleges needed help too. They pointed out that the United States classroom construction was a form of "seed capital." The schools were given two classrooms if they would match it with two classrooms. They said that the poor communities receiving classroom construction aid had difficulty in raising matching funds and that this accounted for the wide dispersion of classrooms. They pointed out that the wealthier schools were in better position to receive and maintain the classrooms.

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[1]Herbert W. Dodge, loc. cit.; Fred Annis, loc. cit.

[2]Loc. cit.

The criteria that were finally formulated represented a compromise.

The criteria were as follows:

1. Eight hundred thirty-three regular and special classrooms will be allocated according to the following school classification.

Primary schools	460	Classrooms
Secondary Schools	333	"
Universities	32	"
Blind and Deaf School	8	"
Total	833	Classrooms

2. Allocations will be made to the provinces and Seoul City in accordance with the status of classroom shortage, which will be determined by subtracting the number of usable classrooms available from the number of classrooms needed. This determination will be made separately for primary and secondary school classrooms. The number of classrooms needed for primary schools will be determined by dividing the number of children 6-12 years of age by 60. The number of classrooms needed for secondary schools will be determined by dividing the number of children enrolled in middle and high schools by 60.

3. In making allocations to the provinces and Seoul City, the newly established schools and classrooms under construction will be included in the number of usable classrooms available.

4. Sub-allocations within the provinces will be made by the provincial authorities, subject to approval of the ROK Ministry of Education, to the guns and cities in proportion to the classroom shortage in the respective areas.

5. Schools with the highest ratios of classroom shortage to classrooms needed will be given first priority.

6. Specific project allocation will not be on a fragmentary basis but on the basis of a minimum of five classrooms per school. With the exception that 10% of the secondary classrooms may be allocated within units less than 5 with prior OEC/MOE approval of each such allocation.

7. The establishment of new schools will be given preference over adding to schools which already have 25 or more classrooms; except, in the case of secondary schools, needed special instruction rooms may be added to supplement existing standard classrooms.

8. Allocation of standard classrooms and special instructional facilities within a school system will be made in accordance with the curricular needs of the specific schools.

9. In order to be eligible for an allotment of classrooms under this program, adequate and acceptable evidence must be given <u>that</u>:

(a) Minimum standards of construction, as prepared and issued by MOE and OEC, will be met;

(b) A suitable site will be provided for the classrooms;

(c) The funds allocated under this program will be supplemented by other funds sufficient to complete the erection of the classrooms;

(d) Sufficient funds will be provided for furnishing the classrooms with the necessary furniture and equipment; and

(e) The classrooms can and will be properly maintained.

10. OEC/ROK emblems will be displayed on all projects under this program during construction and at dedication ceremonies. [1]

It took from January to June for the Ministry of Education to present their proposed allocation list to the Education Division for approval. At the request of the project officer a screening committee to check this list was appointed by the Chief of the Education Division. At the same time the project officer had a dependable Korean employee make on the spot checks of some of the schools. It became obvious that the agreed upon criteria had not been followed in the formulation of this list. Because lumber had already arrived in various ports and there was danger of pilferage and deterioration, it was decided that the Education Division should agree to those allocations which came closest to meeting the agreed upon criteria. The Ministry of Education was then informed of the agreed allocations of 729 classrooms and was

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[1] U.S. Department of State, International Cooperation Administration, Quarterly Narrative Report on Program Progress in Korea for Period July 1, 1958 through September 30, 1958 (Seoul, Korea: Office of Reports of the Office of the Economic Coordinator, United Nations Command, 1958), pp. 60-12.

requested to so inform the Office of Supply, Republic of Korea, in order to expedite the lumber shipments. The allocation of the remaining 104 classrooms was delayed.[1]

In February of 1959 the Ministry of Education reported the completion of all classrooms constructed under the fiscal year 1956 program. Subsequently, the project officer and a Korean assistant made a check of forty of these classrooms in the Kangwon Province. This check revealed highly unsatisfactory conditions. As a result, the Deputy Assistant Economic Coordinator for Technical Cooperation requested an end-use check on the project by the auditors of the Controller's Office in the Office of the Economic Coordinator. This check revealed serious irregularities in construction and handling of funds and materials. About thirty per cent of the construction was found questionable. The United States requested and ultimately received refunds of over $200,000 involved in the project.[2]

As a result of this check of the fiscal year 1956 project by the auditors, the whole classroom construction program came under review. It was discovered that the quality of construction was decidedly inferior. In many instances, dollar materials and counterpart funds had been misused. This was partly possible because there were no American or Korean technicians available to check on the program. The Education Division of the Office of the Economic Coordinator reached the conclusion that the Ministry of Education

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[1]Herbert W. Dodge, loc. cit.; Fred Annis, loc. cit.

[2]Loc. cit.

had been so remiss that some of its members must have actually colluded in the misuse of materials and funds.[1]

The lack of careful, equitable planning in distribution of aid had resulted in faulty allocations of aid material and funds. A great many of the schools which received aid under the program did not actually qualify for such aid. The key item in determining aid had been a rule of 60 pupils per classroom. Yet despite this, many schools built with United States aid had only 25 pupils per classroom while others in much needier circumstances receiving no aid crowded 90 to 100 in their classrooms.[2]

American aid had been given on the basis that either the national or local contribution would supplement construction, labor and contingency costs by fifty per cent. However, for the 1956, 1957, and 1958 programs the frequent inability of various provincial governments or local school boards to provide these supplemental funds resulted in local school officials bartering or selling dollar procured aid materials for construction services. Thus materials were dissipated. One result was inferior construction.[3]

Reforms Instituted in Classroom Construction Program

By revealing malpractices, the end-use check brought about corrective action. All classroom allocations, counterpart releases

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[1]Herbert W. Dodge, loc. cit.; Fred Annis, loc. cit.

[2]U.S. Department of State, International Cooperation Administration, Fiscal Year 1961 Program for Classroom Construction, an unpublished report of the Construction Branch of the Education Division of the United States Operations Mission to Korea, (Seoul, Korea: July 8, 1960), p. 2.

and uninitiated construction were held up pending remedial actions by the Ministry of Education. Top management of the U.S. Mission was aroused to take account of the Education Division's insistent pleadings for the use of the technician originally assigned to the project but used elsewhere. In the second quarter of calendar year 1959 decision was reached that the construction advisor should be returned to the Education Division. Finally in August, the licensed architect and engineer, previously assigned elsewhere, was returned to the Education Division but he was not freed to devote full time to classroom construction until April 1960. Shortly afterwards approval was secured to employ additional staff for the Construction Branch in the Education Division. In May an education administrator who had been superintendent of schools in Jamestown, New York and Bridgeport, Connecticut with considerable administrative experience in building classrooms, was assigned to work with the engineer. A Korean staff of three technicians and a secretary was added. This constituted a new construction branch for the Education Division. During the succeeding months the program was thoroughly checked out. Construction was improved with advisory services and supervision. An American contract engineer and an American contract architect joined the Education Division. Plans were made for augmenting and strengthening the Ministry of Education school facilities staff. Arrangements for joint Korean-United States action to improve planning, design, and supervisory services were worked out.[1]

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[1]U.S. Department of State Airgram from Seoul, Korea, TOICA A-157, Term End Report of Dr. Caryle C. Ring, July, 1959 - July 27, 1961, Education Advisor, (General), July 15, 1961, pp. 1-10.

The suggestions that U.S. aid be concentrated on the area of compulsory education with a minimum to high schools and colleges still did not receive enthusiastic Ministry of Education concurrence, but agreement was reached to use United States funds and counterpart hwan to build some complete units which hopefully would make possible the demonstration of new types of design and construction which would prove more functional and economical then the current buildings.[1]

The fiscal year 1959 project agreement took into account the fact that construction materials were then available in Korea. Thus no dollar funds were needed for the project. It was agreed that hwan totaling 350,000,000 equivalent to $700,000 would be made available from the counterpart account to finance the construction of 224 classrooms. Th local communities were to supplement this funding with 233,100,000 hwan equivalent to $466,200.[2]

From September 15 through September 17, 1959, a typhoon swept the south and southeast part of the Korean peninsula and widespread damage was caused. Walls collapsed, roofs blew away and water damage was severe. This was a critical setback to the classroom construction program that was trying to relieve the country's already sizeable classroom shortage. An estimated 1,000 classrooms were either damaged or totally destroyed, making it necessary in some cases for school

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[1]U.S. Department of State, International Cooperation Administration, FY 1961 Program for Classroom Construction, op. cit., pp. 4-7

[2]U.S. Department of State, International Cooperation Administration, Classroom Construction, Project Agreement between the International Cooperation Administration, an agency of the Government of the United States of America and the Ministry of Education, an agency of the Government of the Republic of Korea, Project Number 89-69-263. (Seoul, Korea: May 30, 1958), pp. 1-4.

officials to suspend classes or to hold sessions in exposed sub-minimum shelters. On September 30, 1959, the fiscal year 1959 project agreement was revised to make available from the counterpart fund an additional 500,000,000 hwan equivalent to $1,000,000 to be used to repair or replace classrooms damaged as a result of the typhoon. Detailed allocation plans were to be jointly agreed upon between the Ministry of Education and the Education Division of the United States Operations Mission. (Up until 1959 the Office of the Economic Coordinator was under the control of the United Nations Commander who was also the Commanding General of the Eighth United States Army. In 1959 the International Cooperation Administration program was shifted to the control of the United States Ambassador to the Republic of Korea. The Office of the Economic Coordinator became the United States Operations Mission).[1]

At the time of the revision of the fiscal year 1959 project agreement the new Construction Branch of the Education Division and the School Facilities Section of the Ministry of Education also began to work on formulation of a 1960 project agreement. This agreement was to provide funds to address the problem caused by the typhoon. Its purpose was also to provide funds to strengthen the Construction Branch of the Education Division of the United States Operations Mission. More important, it was to provide funds to give technical assistance to the Ministry of Education in strengthening its School

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[1]U.S. Department of State, Project Agreement, Classroom Construction, dated May 30, 1958, loc. cit.

Facilities Section so that it could eventually carry out alone an effective classroom construction program.[1]

On June 20, 1960, the agreement was signed. The important provisions are quoted below.

I. GENERAL DESCRIPTION

. . . . . Therefore, as an emergency measure H₩1,092,000,000 and $300,000 are hereby obligated to construct and/or rehabilitate certain classrooms which were damaged by Typhoon Sarah. Included in this relief program will be elementary and secondary schools and certain institutions of higher learning all of which fall under the jurisdication of the Ministry of Education. This project is made in conjunction with the Master Typhoon Relief Pro-Ag 489-99-527. The estimated time required to achieve the objective of this project is 24 months from the time of the signing of this Pro-Ag.

II. U. S. CONTRIBUTION

The International Cooperation Administration, an agency of the U.S. Government, will provide funds up to the following amounts:

A. Contract Services ($40,000)

Contract services in the amount of $40,000 are to be provided under this agreement in order to procure the services of two American architect-engineers, local hire, for 12 to 18 months. These men are to give technical guidance to the MOE and USOM to insure the best possible use of both materials and funds in expediting this aid for typhoon-damaged schools, as a priority item, and in implementing the regular classroom construction programs.

B. Commodities ($260,000)

For the purchase of building materials deemed necessary to repair and replace typhoon-damaged classrooms, $260,000 will be provided. The allocation of these materials to damaged schools shall be jointly agreed to by the ROK Ministry of Education and the USOM Division of Education. (See Article IV, paragraph B and C, this ProAg.)

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[1]U.S. Department of State, International Cooperation Administration Classroom Construction, Project Agreement between the International Cooperation Administration, an agency of the Government of the United States of America and the Government of the Republic of Korea, Project Number 489-69-263, (Seoul, Korea: June 29, 1960), pp. 1-7.

Procurement will be by the Office of Supply, ROK.

The Commodity Code Breakdown is as follows:

Commodity Code	Description	Proposed Service	Estimated Landed Cost
570	Lumber and sawmill products	99	$177,000
640	Non-Metallic materials	99	83,000

III. REPUBLIC OF KOREA CONTRIBUTION

A. The Government of the Republic of Korea undertakes to make provisions in its budget for the deposit of hwan to the ICA Collection Account in an amount equivalent to the dollar cost of the project, at a rate determined in accordance with the policies and directives of the Combined Economic Board; and to assure the deposit of such amount to the same account.

B. The Government of the Republic of Korea undertakes to provide for the costs of installation, and any other costs necessary to the full utilization of all equipment, materials, supplies and services procured for this project.

C. The Government of the Republic of Korea undertakes to make provision in its budget for the expenditure of, and to provide H₩500,000,000 equivalent to U.S. $769,230,000 in support of this project for the purpose and in the approximate amounts indicated below. Of this amount at least H₩300,000,000 will be provided in the ROK CY 60 budget and H₩ 200,000,000 in the CY 61 budget. (See Annex sheet 7, Ia for ROK Object Code Breakdown.)

1. H₩485,000,000 to defray costs of the entire construction and/or rehabilitation of an estimated 1,000 classrooms destroyed or damaged by the typhoon.

a. H₩229,715,000 for local building materials.

b. H₩255,285,000 for local labor costs.

2. H₩15,000,000 in the form of an overseas grant to provide a Korean staff to supplement and assist the contract personnel (two American architect-engineers) described in Article II, paragraph A, this ProAg, and to include technical supplies and equipment required by the contractor. These funds shall provide salaries and travel expenses for a period of approximately 12 to 18 months for 3 or 4 qualified Korean architect-engineers and one office administrator.

D. If available and allocated by the Combined Economic Board, the ICA Counterpart Fund Special Account may be used to finance the purpose of A and C, sheet 3.

E. Also in furtherance of B, above, the Government of the Republic of Korea undertakes to make provision in its CY 1961 general budget for the expenditure of 192,000,000 hwan equivalent to US $295,385 as follows: (See Annex sheet Ib for ROK Object Code Breakdown.)

Hwan Amount	Purpose
66,285,000	Local Building Materials
105,715,000	Local Labor Costs
14,000,000	To supplement the present technical and administrative staff of the Facilities Section, MOE. a. Salaries of qualified Korean architects, engineers, field inspectors, and office administrative staff. b. Transportation and other travel expenses for Korean technicians making trips within Korea for the purpose of accomplishing project objectives. c. Miscellaneous and incidental expenses in connection with services noted above.
6,000,000	For technical books, periodicals, office supplies, and other materials and equipment to be used within the Facilities Section of MOE. These will be necessary for the implementation of the technical services described in Section 2, above.

F. Also in furtherance of B, above, the Government of the Republic of Korea undertakes to have local communities supplement this funding shown in C, above, with approximately 400,000,000 hwan equivalent to U.S. $615,385.00.

G. In addition, the Republic of Korea agrees that equipment and supplies processed under this project will be expeditiously transported from the port where shipment is received direct to the installation for which it is intended.

H. It is to be noted that the counterpart funds and imported materials in this project are not to be issued to schools in excess of those amounts required to replace actual typhoon damage done to schools and that under no circumstances will this aid be used toward upkeep or maintenance repair for schools.

I. The Ministry of Education undertakes to maintain complete records specially set up for typhoon-damage aid, and to keep these distinctly separate from all regular ROK budget expenditures.

IV. STANDARD PROVISIONS

A. The standard provisions of ICA Administrative Manual Order 1054.1 dated 23 December 1958 are hereby made a part of this project agreement.

B. The Minister of Education shall be the official responsible on the part of the Government of Korea for implementation of this project. He shall specifically instruct the proper authorities in the provincial governments of the following items:

1. All classrooms are to be constructed according to specifications which have been mutually agreed to by both MOE and USOM officials and these plans will be made available to provincial officials by MOE.

2. The term classroom shall mean those rooms which are usually an integral part of the school and are used for instructional purposes or for the direct support of instruction. The construction under this project of highly specialized rooms, i.e., auditoriums, special rooms for teachers etc., should receive the concurrence of both the Ministry of Education and USOM technician prior to construction.

3. The sale, trade or barter of any materials provided under this ProAg with either dollar or counterpart to unauthorized individuals, i.e., local contractors, is not in keeping with the intent of this agreement. Any disposal of materials other than as originally intended under this agreement shall have the concurrence of both USOM and Ministry of Education.

4. The disposition of any left over materials will be in accordance to the MOE and USOM/K mutually agreed upon instructions, which will be distributed to provincial officials by MOE. The Chief of the Education Division shall be the official responsible on the part of USOM/K for the implementation of this project.

C. The allocation of schools to be aided under this project will be mutually agreed to by the Ministry of Education and USOM/K. Any changes, substitutions, additions, deletions or transfers related to this allocation must be mutually agreed upon by the Ministry of Education and USOM/K.

D. The release of counterpart hwan and ICA materials under this project will take place after the Ministry of Education has prepared and submitted to TC-ED a detailed breakdown of its use. This breakdown shall include such things as costs of labor, and materials, and such information as the name of the individual school, its location and the specific use to which the hwan will be put.

E. The Ministry of Education will submit each quarter to TC-ED, until this project is complete a summary stating in detail the disposition of hwan and materials released during the preceding quarter.

F. In order to assist in the buildup of a permanent technical staff in the MOE to carry on the necessary architectural and engineering work on a permanent basis, USOM technicians will be available to assist the MOE in reviewing the technical qualifications of personnel for the Facilities Section referred to in III E above. [1]

The new Construction Branch in the fall of 1959 had the following work before it:

(1) review, check-out, and rectify, if possible, the adverse findings of the end-use audit of the fiscal year 1956 project;

(2) check on the fiscal year 1957 program which was in the completion stages to try to head off any mistakes and rectify, where possible, any already made:

(3) work out with the Ministry of Education an allocation plan for the 104 classrooms still unallocated under the fiscal year 1958 project plus supervision of the construction of the 833 classrooms;

(4) work out an allocation plan for the regular 224 classrooms provided under the fiscal year 1959 program (the Education Division had the idea that a model school could be built in each of the 9 provinces and Seoul City which would serve as patterns for future school buildings in the country);

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[1] U.S. Department of State, Project Agreement, Classroom Construction, dated June 29, 1960, loc. cit.

(5) restoration of approximately 1,000 classrooms destroyed or damaged by Typhoon Sarah;

(6) assist the Ministry of Education technically and administratively in the development of a competent School Facilities Section equipped to carry out its necessary architectural and technical work; and

(7) advise and supervise on construction projects under the teacher training, higher education, merchant marine academy, secondary education and vocational education programs.[1]

The Student Revolution of April 1960 caused a slowdown of all activities for several months. The unrest during the government of John Chang and the "Military Coup" of May 1961 caused further delays in the implementing of United States assistance programs that by this time came under the aegis of the Agency for International Development, which superseded the International Cooperation Administration.[2]

Although these events had a disruptive influence on the classroom construction program much was accomplished by the Construction Branch of the Education Division. The fiscal years 1956 and 1957 school construction projects were checked out and remedies were applied where possible. The fiscal year 1958 project was reviewed and counterpart hwan was not released until problems were cleared up. Typhoon damaged classrooms totaling 1151 were repaired while 390 new classrooms replaced those totally damaged.[3]

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[1]U.S. Department of State Airgram, TOICA A-157, op. cit., pp. 4-10.

[2]Loc. cit.

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On January 21, 1961, the contract mentioned previously was entered into between the United States and Associated American Engineers -- Sedgley and Associates. This contract authorized under the fiscal year 1960 project agreement provided up to $38,655 plus 15,000,000 hwan. The important features of the contract relating to the work to be accomplished were as follows:

ARTICLE I - STATEMENT OF WORK

A. The Contractor shall appoint two qualified technicians, one architect and one civil structural engineer for thirteen month tour of duty in Korea who will:

1. JOINTLY: Architect and Engineer

   a. Aid and advise the facilities sections at central, provincial, and gun levels on new construction, design methods, sites selection, and choice and use of materials.

   b. Assist in making on-the-scene checks of damages to schools in order to evaluate work to be done or work which has been done.

   c. Hold conferences with appropriate school officials at provincial and gun levels to study problems and make recommendations.

   d. Facilitate, in general, the widest possible diffusion of information concerning new and improved classroom design and construction.

   e. Both technicians will center their activities during the initial phase of their assignment on the rehabilitation and relief projects under the typhoon damage and adjust their work plans and schedules so as to progress into the classroom construction phase to the program as directed by USOM.

2. INDIVIDUALLY: Architect

   a. Coordinate activities of the technical staffs of engineers and architects in the MOE and USOM, and give assistance and advice where needed in providing needed technical services.

b. Institute for the Korean staff a system of performing routine inspection field trips to in-progress and of submitting on each project a status report.

c. Prepare semi-monthly progress reports in approved form (See E below) showing general progress of all typhoon damage restoration.

NOTE: With the proper technical assistance, the ultimate goal is not only to assure the technical staff in the MOE of a high quality of work such as good architectural plans, accurate cost estimates, proper field inspections, and close follow-through, but also to achieve through this effort an economy of design and construction.

B. One technician will be designated the Chief of Party by the Contractor.

C. No personnel may be assigned to this contract without the prior approval of USOM.

D. Progress Schedule

As soon as practicable after execution of this contract, the Contractor's Chief of Party in consultation with the USOM Building Advisor (TC-ED) shall prepare and submit to USOM for approval a schedule showing the order in which the Contractor proposes to carry on the work, with dates on which he will start the several salient features of the work and the contemplated dates for completing the same. The schedule shall be in the form of a progress chart so as to indicate with symbols the percentage completed at any time. The Contractor's Chief of Party shall correct the progress schedule at the end of each two week period if a change in schedule is warranted, and deliver three copies to the USOM. . . . . .[1]

By the Spring of 1961, the Construction Branch was completely staffed and able to give competent technical advice on school house construction to the Ministry of Education of the Republic of Korea.

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[1]U.S. Department of State, International Cooperation Administration, Contract between the United States of America and Associated American Engineers - Sedgley and Associates, ICA-89-10-T. (Seoul, Korea: January 20, 1961), pp. 1-7.

It was found that there were many examples of new school construction, particularly in middle and high schools, costing thirty per cent to forty per cent more because of waste space in too high ceilings, too many foyers, too wide stairways, and the principals' offices being too large. School principals all too often were dictating the design of their new school construction without regard to provincial or local school board officials. Consequently, schools were much over designed and aid materials and funds were dissipated. Technical advice, if followed, could have resulted in substantial savings.[1]

Since the malpractices mentioned previously had resulted from lack of necessary architectural services the Construction Branch concentrated on developing functional architectural, and structural plans for schools, accurate specifications and especially, accurate cost estimates.[2]

From July 10 to July 31, 1961, a national workshop entitled "More and better Schools in Korea for Less Money" was held in Seoul. Participants in the workshop included school principals, members of provincial, gun, and city governments concerned with construction and Ministry of Education officials plus Korean architectural and engineering technicians. The American technicians planned and were responsible for conducting the sessions. The two contract technicians were responsible for the sessions on structural, electrical, and mechanical design;

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[1]U.S. Department of State, International Cooperation Administration, FY 1961 Program for Classroom Construction, op. cit. pp. 2-5.

[2]Loc. cit.

specifications, bidding, contracts and supervision of construction; and school equipment and maintenance.[1]

The most important feature of the new approach to the classroom construction project was the effort to improve the technical staff of the School Facilities Section of the Ministry of Education as agreed in the fiscal year 1960 project agreement.

The shake-ups in the Ministry of Education which resulted from the Students Revolution in 1960 and the "Military Coup" in 1961 had an adverse effect on achieving this goal. The technical staff of the Ministry of Education, School Facilities Section had been limited to four men, two of whom were technically trained. This staff had been able to do little more than program and make allocations for all compulsory education school construction. As a result of the military coup of 1961, many changes were made within the Ministry of Education. The new administration there indicated that they recognized the necessity of an adequate, technically competent staff. Nevertheless, the Republic of Korea Government did not provide sufficient funds in their budget to finance an adequate technical staff in the facilities section nor did they provide funds for the series of regional technical seminars or workshops that were supposed to be conducted throughout the country. In addition, their many changes had a disruptive influence and delayed implementing the program.[2]

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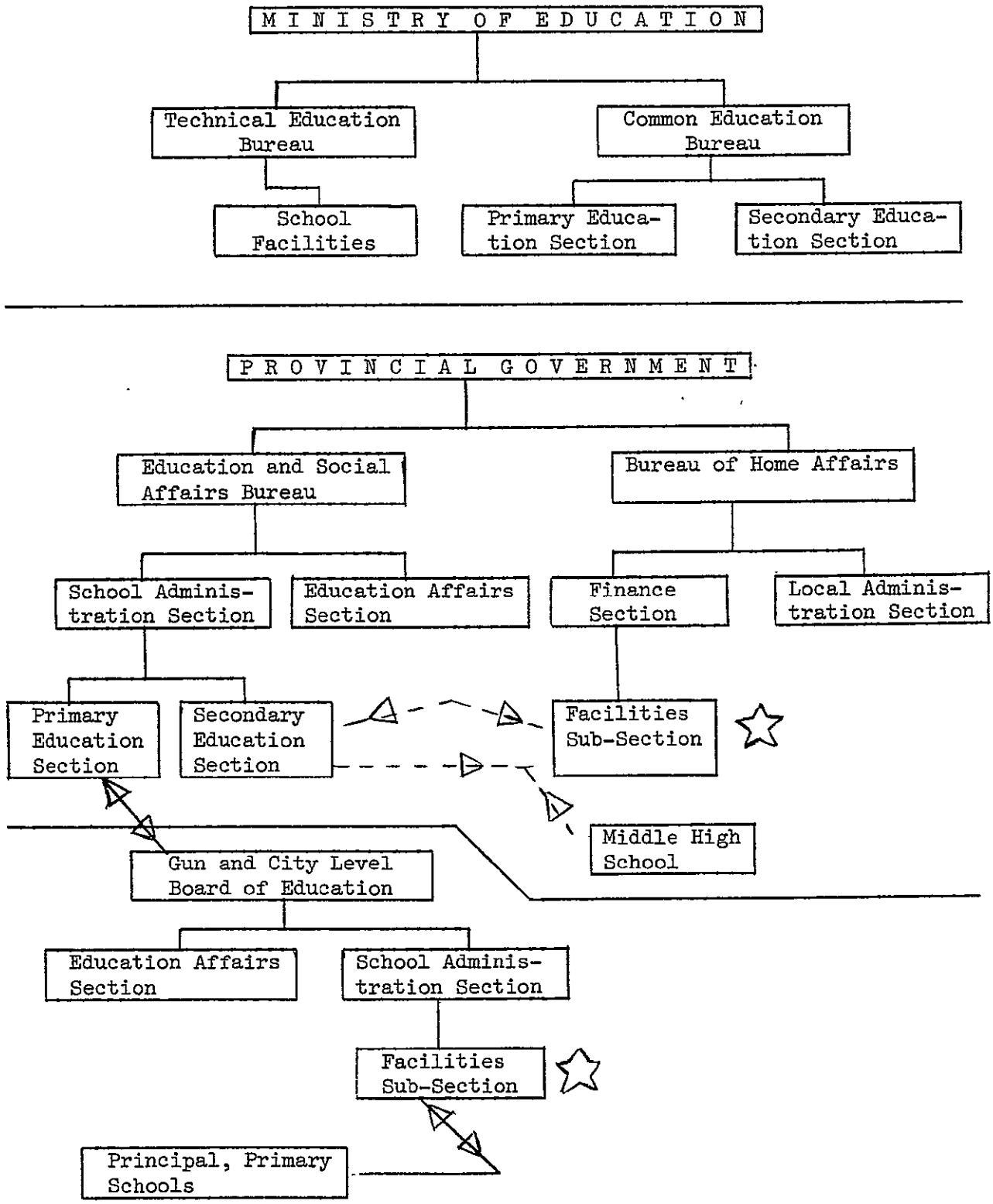
[1]U.S. Department of State Airgram from Seoul, Korea, TOICA A-538, Evaluation Report (U 307), dated August 18, 1961, pp. 1-5.

[2]Ibid., pp. 1-8.

SCHOOL CONSTRUCTION ORGANIZATIONAL CHART



The failure of the Ministry of Education to provide an adequate technical staff in the facilities section resulted in the United States technicians directing most of their attention to provincial and gun technicians.[1]

Technical Assistance Reduced, Construction of Classrooms Increased

In August of 1961 the leadership of the United States Operations Mission changed. Dr. Raymond T. Moyer was replaced as Director by James Killen. The new Director apparently was sent to Seoul with a commission to reduce the number of Americans there and to eliminate some of the many varied technical assistance activities in which the United States was engaged. He was of the opinion that while many of the activities of the United States operation in Korea might be worthwhile, they lacked cohesion and meaning as a whole. He described these activities as a "plethora of minutiae." A series of reviews of the United States assistance program elements was conducted by Director Killen. In the review of the classroom construction project the Education Division made the case that, next to defense expenditures, education was the largest item in the Republic of Korea budget. Classroom construction was the largest single expense item in that education budget. If the United States could show the Koreans how to get thirty per cent more for their construction money, this would represent a sizeable savings for their economy. The Director replied that while he could not argue with this logic, he had decided to phase

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[1]U.S. Department of State Airgram, TOICA A-538, loc. cit.

out this project. On October 30, 1961, the Associated American Engineers - Sedgley and Associates were informed by letter from him that as a result of this review and the reevalution of the Mutual Security Program the contract would be terminated on February 22, 1962.[1]

No 1961 project agreement for classroom construction was entered into between the Republic of Korea and the United States. The American direct-hire technicians were phased out as their two-year assignments were completed. The implementation order for $260,000 in United States commodities for construction under the fiscal year 1960 project agreement was cancelled on November 11, 1961. However, the technical design and construction of 14 model schools under this project agreement went ahead and was completed. (See table 5: Allocation of funds for Model Primary School Construction).[2]

Thus, in July of 1961 the classroom construction project was finally being serviced with a complete staff of four American technicians and four Korean assistants. In 1956, 1957 and 1958 when United States contribution in dollars, counterpart, and commodities was at its peak there was not technical supervision. Now that adequate technical supervision was available the decision was made to terminate the program.[3]

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[1]U.S. Department of State Airgram from Seoul, Korea, TOAID A-97, Evaluation Report (U 510), dated November 16, 1961.

[2]U.S. Department of State Airgram from Seoul, Korea, TOAID A-60, Cancellation of PIO/C, dated November 13, 1961.

[3]U.S. Department of State Airgram, TOICA A-157, op. cit., pp. 6-7.

In March of 1962 with the Construction Branch of the Education Division of the United States Operations Mission to Korea completely disbanded, the Mission Director did an about face. On March 13, 1962, the United States and the Republic of Korea signed a final classroom construction project agreement which provided 15.3 billion hwan ($12 million) to construct 4,778 primary school classrooms and repair 1705 existing classrooms. The important provisions of this agreement are quoted below:

I. General Description

This project was initiated in FY 56 to assist the Republic of Korea in constructing permanent type classrooms as a part of an over-all program of assistance in the rehabilitation of Korea's educational system. Since FY 56, assistance provided Korea was in the form of technical advisory assistance, counterpart hwan and scarce commodities (lumber, glass and cement) for the construction of classroom buildings; during this period a total of 2,173 regular classroom units were completed through the use of U.S. aid resources.

II. Republic of Korea Contribution

A. The ROKG has made provisions in its FY 62 budget for the expenditure of H₩15,528,000,000, equivalent to $11,944,615 at H₩1300:$1, in support of the project for the purposes and in the amount shown in the budget as follows:

ROK Budget Code	Hwan Amount
08 Grant, Subsidy and Compensation	15,528,000,000
New Classroom Construction	13,823,000,000
Repair of Existing Classroom	1,705,000,000

B. Local currency will be provided from the Counterpart Special Account, subject to availability of funds.

III. Conditions Governing the Use of AID Counterpart Funds

In furtherance of the objectives of this project the following established standards shall apply:

A. Control of Funds

Funds will be allocated on the basis of a contract awarded to the lowest qualified bidder as a result of competitive bids on each proposed classroom construction project.

B. Projects

1. Projects will be confined to the construction of primary, public schools where the need is greatest, and on-site water and sanitary facilities required.

2. Funds shall not be used for extensive site preparation.

3. A USOM/ROK emblem on each project shall be displayed during construction and a permanent emblem attached to the school upon completion.

C. Design and Supervision

1. Projects on all sites consisting of more than six classrooms shall have the drawings, specifications, supervision of construction and certification of payments during construction done by licensed private architectural-engineering firms who shall be reimbursed from these funds at a rate not to exceed the normal fee for design and construction supervision for similar type construction.

2. Site survey and preliminary site plan, floor plans, elevations and finishes shall be approved before working drawings and specification are prepared and these also shall be subject to approval. Review and approval shall be done by authorities designated by the MOE. Presentation and content of drawings shall be based on and comparable with the standards published by and on file with MOE-USOM.

D. MOE Staff

At least eight technicians (architects and engineers) shall be provided in the Facilties Section, MOE. This staff shall confine its efforts to this program and shall have adequate funds for necessary travel involving field consultation and inspection.[1]

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[1]U.S. Department of State, Agency for International Development, Classroom Construction, Project Agreement between the Agency for International Development, an agency of the Government of the United States of America and the government of the Republic of Korea, Project Number 489-W-69-BM. (Seoul, Korea: March 13, 1962), pp. 1-4.

All the areas where there had been difficulties in previous projects were covered theoretically in this agreement.

The record does not indicate why the United States officials believed that the Koreans would perform better without any supervision then they had previously done with very little control and more recently with considerable control. Certainly nothing in the Korean record would lead one to believe that this was even a remote possibility. There is no record of an end-use check ever being made of this project reported completed by early 1964.

Summary

Table 6 summarizes the impact that the United States made in improving the classroom situation in Korea in the period 1956-1962. U.S. commodities valued at about $2,300,000 and hwan equivalent to $19 million were put into local Korean communities to construct 7,525 classrooms and repair 3,262 others.[1] Whether more could have been achieved with these resources is another question. In the early years of the program United States aid for the construction of classrooms followed the pattern established by the various relief agencies immediately after the Korean War. This involved the allocation of imported building materials to local communities who furnished one half the cost of labor and indigenous commodities. Little in the way of technical assistance was provided. The number

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[1]In addition under the Armed Forces Assistance to Korea (AFAK) program $48,618,307 in labor, equipment, building materials, and other donations were utilized to construct and complete 2,626 school building projects averaging five classrooms each.

and location of the construction projects were such that close supervision was impossible. Poor construction, diversion of materials, misuse of funds and other regularities resulted. Attempts were then made to bring the program under control by providing more technical assistance and supervision. The technical assistance provided did improve the type of construction but unfortunately the heaviest outlays of dollar assistance already had been made. In the years 1956 to 1959, the spread of construction projects over the country seemed designed to promote the political fortunes of the party in power. It is probably more than coincidental that a national election took place in October 1963 just at the time when the construction of 4,778 classrooms under the fiscal year 1962 programs were being completed. Thus in the decade after the Korean War, while the United States varied its approach to the classroom construction program, politics still remained politics in South Korea.

TABLE 5

ALLOCATION OF FUNDS FOR MODEL
PRIMARY SCHOOL CONSTRUCTION

(Units 1,000 Hwan)

Primary Schools	Class-rooms	Counterpart Hwan FY 1959 and 1960	ROK & Local Contribution	Total Hwan	Remarks
1. Yoodal, Cholla Namdo	16	33,000	33,940	66,940	New site
2. Namwon, Cholla Pukdo	20	30,000	30,000	60,000	
3. Sapkyo, Chung-chong Namdo	14	21,000	21,000	42,000	New site
4. Yang Chon, Kyonggi Do	12	18,000	18,000	36,000	
5. Ichon Nam, Kyonggi Do	6	10,000	14,000	24,000	
6. Myong Dok, Chung-chong, Pukdo	14	22,000	23,000	45,000	
7. Doke, Kangwon Do	12	19,000	20,000	39,000	
8. Su Chang, Taegu	15	5,000	7,000	12,000	Assist completion
9. Shin Chon, Taegu	16	32,000	32,000	64,000	
10. Dong Sam, Pusan	12	21,350	27,650	49,000	New site
11. Soo Nam, Pusan	22	47,500	47,500	95,000	New site
12. Chon Kok, Seoul	18	30,000	53,425	83,425	New site
13. Bull Dwang, Seoul	14	25,000	45,800	70,800	New site
14. Bo Kwang, Seoul	14	23,000	42,000	65,000	New site
Total	205	336,850	415,315	752,165 [a]	

[a] U.S. Department of State Airgram from Seoul, Korea, TOAID A-97, op. cit., pp. 1-3.

TABLE 6

SUMMARY OF INTERNATIONAL COOPERATION ADMINISTRATION
AGENCY FOR INTERNATIONAL DEVELOPMENT
CLASSROOM CONSTRUCTION PROGRAM
IN KOREA 1956-1962

Fiscal Year	Dollar Program	C/P Program	Classroom Allocations
1956	1,109,072.70	H₩315,000,000	630 plus surplus cement 307
1957	672,149.36	889,530,000	Urban - 410 Rural - 300 700 Plus surplus lumber 43
1958	499,495.68	962,500,000	Urban - 500 Rural - 333 833 Plus surplus lumber 56
1959	None	850,000,000 500,000,000 Typhoon 350,000,000 Regular	Typhoon Total - 327 Partial-278 Plus Regular 224
1960	300,000. a) 40,000.- contract b) 260,000.- * Commodities	500,000,000	Typhoon Total - 113 Partial-873 Regular Est. to be allocated
1962	None	15,528,000,000	4,778 plus repairs 1705
TOTAL	* $2,320,717.74	**19,045,030,000	Total - 7,525 Partial - 3,262

* $260,000 in commodities from FY 1960 program deobligated
** Dollar equivalent equals $18,978,675.00

CHAPTER IV

SECONDARY AND VOCATIONAL EDUCATION

Introduction

Secondary education in Korea traces back to two sources: schools established by Christian missionaries, and those introduced by members of the royal family during the last few years of the Yi Dynasty. In Korea, schools initially were dedicated to the instruction of the elite--to training the children of noblemen and upperclass families. While there was some expansion of educational opportunity during the later years of the Yi Dynasty, it wasn't until the coming of the western missionaries during the waning years of the nineteenth century that any serious attempt was made to provide schools for the common people.[1]

The first secondary school, Bai Chai, was established by Henry B. Appenzeller, a Methodist missionary, in 1885. Ewha Haktang, the Pear Blossom School, the first school for girls in Korea, was established in 1886 by a Methodist missionary, Mary Scranton. The

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[1]Clarence Hendershot, "Secondary Education Program, (Comprehensive High School)," (paper presented in Seoul, Korea to Education Division, United States Operations Mission, April 20, 1960), pp. 1-2. (Mimeographed.)

first public high school, Kyunggi Boys High School, was established by order of the government in 1900; Kyunggi Girls High School was established in 1908.[1]

During the Japanese regime, schools were designed to inculcate traits of unquestioning obedience and acquiescence to the wishes of the occupying power. All major administrative posts and most of the important teaching positions were held by the Japanese. The teaching of the Korean language was forbidden. Education languished under Japanese domination. Very few schools were available. There was little opportunity for Koreans to attend school beyond the elementary level. With a foreign language imposed on the Koreans, over 77 per cent of the population was illiterate.[2]

Liberation and the repatriation of the Japanese at the end of the Second World War in 1945 necessitated the mass promotion of Korean personnel into administrative and teaching positions for which they were entirely unprepared in terms of experience and training. The Korean nation confronted with a tremendous educational problem had practically no trained leadership at any level. The teachers, the administrators, and the educational philosophers had to be developed. In 1946 there was a surge in construction of secondary schools, all of them single-purpose. High schools across the

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[1]Clarence Hendershot, "Secondary Education Program," loc. cit.

[2]Clarence Hendershot, "Transition In Korean Schools" (Paper presented in Seoul, Korea to Education Division, Office of Economic Coordinator, United Nations Command, 1957), pp. 1-2. (Typewritten.)

country were judged more by the success with which their graduates took the college examinations than by whether or not they met their avowed objective. Thus the agriculture schools, for example, while supposedly preparing students for agriculture, in fact, devoted more attention to college preparation than to agriculture.[1]

Formation of the new government in 1948 was followed by the Communist invasion in 1950 and a state of war which lasted until August, 1953. This rapidly changing sequence of events gave little opportunity for the establishment of a school system geared to the needs of youth in a modern free nation.

Vital Statistics on Korean Secondary Schools in 1952

In 1952 the six-year period of Korean secondary education was divided for administrative purposes into a three-year middle school, enrolling pupils at the level of the seventh, eighth and ninth grades and three-year high schools, enrolling pupils at the level of the tenth, eleventh and twelfth grades. Middle schools were of the general or academic type. High schools were of two main types: general or academic and technical or vocational. The latter group of high schools embraced five specific categories: agricultural, commercial, engineering or technical, fishery and marine, and normal schools. There were 578 middle schools in the Republic of Korea, according to Ministry of Education statistics for July 1952,

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[1]Clarence Hendershot, "Transition in Korean Schools," ibid., pp. 2-4.

enrolling 269,540 pupils. High schools numbered 308, enrolling 141,218 students. The distribution of Korean middle and high schools and their enrollments, by provinces in 1952 is shown in tables that follow.[1]

Certain additional features of the middle school, from the standpoint of enrollments, are worthy of mention. Pupils enrolled in the first year of the middle school (82,740 boys and 23,476 girls) represented 48 per cent of the boys and 25 per cent of the girls enrolled in the sixth grade of the primary school. There was a loss of enrollment before graduation from the middle school in the neighborhood of 25 to 35 per cent.[2]

The tables on high school enrollment suggest certain general observations. The enrollment in vocational high schools was about 38 per cent of the total, leaving 62 per cent of the students enrolled in the general or academic high schools. The total number of high school students was approximately 52 per cent of the total number of middle school students. There were about 38 per cent fewer third-year than first-year students in high school, while there were actually 16 per cent more 17-year olds than 15-year olds in the total population. This meant there were heavy losses of students before graduation.

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[1]UNESCO, op. cit., pp. 47-58

[2]Loc. cit.

TABLE 7

KOREAN MIDDLE SCHOOLS AND THEIR ENROLLMENTS CLASSIFIED BY PROVINCES IN 1952 [a]

Provinces	Middle Schools	
	Number of Schools	Enrollment
Seoul Special City	63	28,993
Kyonggi Do	52	17,853
Chungchong Pukto	30	13,764
Chungchong Namdo	55	23,634
Kyongsang Pukto	95	49,355
Kyongsang Namdo	96	53,476
Cholla Pukto	69	29,046
Cholla Namdo	69	33,454
Kangwon Do	33	12,947
Cheju Do	16	7,018
Total	578	269,540

TABLE 8

KOREAN GENERAL HIGH SCHOOLS AND THEIR ENROLLMENTS CLASSIFIED BY PROVINCES IN 1952 [b]

Provinces	High Schools	
	Number of Schools	Enrollment
Seoul Special City	38	19,034
Kyonggi Do	8	2,744
Chungchong Pukto	10	3,738
Chungchong Namdo	14	5,600
Kyongsang Pukto	12	20,198
Kyongsang Namdo	13	17,320
Cholla Pukto	17	8,221
Cholla Namdo	19	8,511
Kangwon Do	5	1,946
Cheju Do	3	676
Total	139	87,988

[a]UNESCO, loc. cit.

[b]Loc. cit.

TABLE 9

KOREAN VOCATIONAL HIGH SCHOOLS AND THEIR ENROLLMENTS CLASSIFIED BY PROVINCES IN 1952[a]

	High Schools											
	Vocational											
	Agriculture		Commerce		Engineering		Fishery		Normal		Total	
Provinces	No.	Enrlmt.	No.	Enrlmt.	No.	Enrlmt.	No.	Enrlmt.	No.	Enrlmt.	No.	Enrlmt.
Seoul Special City	1	2,637	7	1,212	7	2,208			1	386	16	6,443
Kyonggi Do	8	2,460	3	445	2	455			1	262	14	3,622
Chungchong Pukto	7	2,704	2	434	4	759			2	867	15	4,764
Chungchong Namdo	12	4,125	2	773	2	670	1	127	2	1,254	19	6,949
Kyongsang Pukto	9	3,600	1	1,328	3	811	1	607	2	1,455	16	7,801
Kyongsang Namdo	16	4,104	3	1,687	2	787	2	736	2	1,120	25	8,434
Cholla Pukto	11	2,038	3	870	2	715	1	46	2	1,372	19	5,041
Cholla Namdo	17	2,171	3	520	2	635			3	1,780	25	5,106
Kangwon Do	9	2,034	2	373	3	652	1	143	2	1,152	17	4,354
Cheju Do	2	633					1	83			3	716
Total	92	26,506	26	7,642	27	7,692	7	1,742	17	9,648	169	53,230

[a]UNESCO, loc. cit.

The Educational Program of the Middle School

A pupil graduated from primary school in Korea who wished to enter a public or private middle school had to undergo a national entrance examination containing ten sets of questions of the intelligence test type, 158 questions in all, to be answered in eighty minutes. It was reported that very few of the candidates gave correct answers to more than 50 per cent of the questions.[1]

There were no national norms for the examination announced. The examination was used as a competitive one at the local level, rather than as a standardized test. The practice was to use it as a means of selecting those children, from the usually long list of applicants, who were judged to be the most adequately prepared to occupy the limited number of places in the local middle school.[2]

Ten areas of study per year were included in the three year program of the middle school student. Each school year was thirty-five weeks long. Class periods were fifty minutes in length. The prescribed course of study specified a minimum and a maximum number of class periods per week to be devoted to each subject area. The minimum program for a year's work necessitated class attendance for thirty-four periods per week (1,190 for the year) and the maximum for thirty-eight periods per week (1,330 for the year). The subjects and the approximate percentage of total program represented by each, is shown in Table 10.[3]

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[1]UNESCO, loc. cit.

[2]Loc. cit.

[3]Loc. cit.

Table 10 shows that mathematics and science taken together represented about 20 per cent of the subjects to be taught. Language, grammar, composition, the study of about 500 Chinese characters of the Sino-Korean written language, music, fine arts, foreign languages, and social life represented about 46 per cent of the subjects to be taught. Practical arts and special activities which were neglected because of a virtual total lack of equipment, not to mention a lack of initiative on the part of teachers were to take about 25 per cent of the school time. Physical training and hygiene were to take about 9 per cent of the school time.

It was generally recognized then that a pupil after graduation from middle school would not be able to find a paid position of employment and was not really qualified for a specific occupation.[1]

Educational Program of the Korean General or Academic High School

A pupil who graduated from a Korean middle school in 1952 could enter any high school provided he passed an entrance examination and paid the entrance fees. The general curriculum as prescribed by the Ministry of Education followed essentially the same lines of subject offerings as contained in the middle school, with the exception of the addition of psychology and certain vocational electives. The school year was thirty-five weeks and the class periods fifty minutes in length. Each year a

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[1]UNESCO, loc. cit.

TABLE 10

MINIMUM AND MAXIMUM KOREAN MIDDLE SCHOOL PERIODS PER WEEK SCHEDULED FOR DEVOTION TO VARIOUS SUBJECTS IN KOREAN MIDDLE SCHOOL CURRICULUM IN 1952 [a]

Subject	No. of periods	Approximate percentage
Korean language	3 - 5	10
Mathematics	3 - 5	10
Social life (Korean history, world history, geography and current topics)	4 - 6	14
Science	3 - 5	10
Music	2 - 3	6
The Arts (drawing, calligraphy, and manual work)	2 - 3	6
Physical Training (including hygiene)	3 - 4	9
Practical arts and home life (preparation for business and industrial life)	5 - 7	15
Foreign language	3 - 5	10
Special Activities	3 - 5	10

[a]UNESCO, loc. cit.

portion of the student's program was required and each later year this portion was reduced in amount and the corresponding elective portion was increased.[1]

It was possible for the student to emphasize either letters or sciences. Approximately two-thirds of the students chose to emphasize the literary subjects. The following table shows the required and elective subjects, with the number of class periods per week which were offered. The total program of the student involved class attendance in the amount of thirty-nine periods per week.[2]

The teaching of Korean language meant not only Hangul writing but also Japanese writing. A high school student had to learn over 2,000 Chinese characters and combinations of these characters.

Korean Private Schools in 1952

Secondary education in Korea in 1952 included both public and private middle and high schools. Private schools occupied a distinctive position, with attendant problems. In March 1952, there were 200 private middle schools and ninety-three private high schools. Most of the private high schools were of the academic type. There were twenty-two vocational high schools, (three agricultural schools, two engineering or technical schools, sixteen commercial schools, and one fishery school). Private

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[1]UNESCO, loc. cit.

[2]Loc. cit.

TABLE 11

WEEKLY KOREAN HIGH SCHOOL PROGRAM IN 1952 OF CLASS PERIODS OF REQUIRED AND ELECTIVE SUBJECTS [a]

Subjects	First Year	Second Year	Third Year
Required Subjects			
Korean: Korean and Sino-Korean	3	3	3
Social studies: social life in rural Korea, world history, geography, current topics	5	5	5
Science: physics, chemistry, biology, geology	5	5	-
Mathematics: algebra, analysis, and calculus, geometry, analytical geomerty	5	-	-
Physical education: physical training, health, military drill	5	5	5
Foreign language: continuation of the language in middle school	3	3	3
Total required subjects	26	21	16
Elective Subjects[b]			
Korean language (with special study of Chinese characters)	2	2	2
Sciences	-	-	5
Mathematics	-	5	5
Foreign language (a second language if offered)	5	5	5
Music	1 to 3	1 to 3	1 to 3
Arts (fine arts, calligraphy, handicraft)	1 to 3	1 to 3	1 to 3
Psychology	-	-	5
Vocational subjects or special activities	3 to 5	3 to 5	3 to 5
Total of entire program	39	39	39

[a]UNESCO, loc. cit.

[b]To be chosen in such a way that if added to the number of periods of required subjects the total periods per week should not exceed 39.

middle schools had an enrollment of approximately 71,000 students.[1]

Private high schools had an enrollment of approximately 28,000 students. The private schools were of the following types: Catholic, Protestant, Buddhist, Confucian and institutions organized by laymen without religion. Catholic secondary schools included two middle schools for girls (400 students); six high schools for girls (1,900 students) and seven high schools for boys (3,750 students). Protestant secondary schools included 14 middle and high schools. There were 9 middle and high schools organized by Buddhist communities and 10 by Confucian communities. Schools organized by laymen of various associations or corporations amounted to 245.[2]

All of these schools were required by law to be registered with the Ministry of Education. The diplomas they conferred had the same value as those conferred by public schools. The curriculum was the same.

Missionary schools used more modern methods and were sometimes favored by important financial subsidies which enabled them to select better teachers. These schools were thought of as the best schools in Korea. Their enrollment was not necessarily all Christian although they wanted to propagate religious doctrine among their students. In Catholic schools the religious teaching

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[1]UNESCO, loc. cit.

[2]Loc. cit.

was given after school hours and no open pressure was applied to non-Christian pupils. In Protestant schools Bible teaching was included in the curriculum and prayer meetings were compulsory, attended by all pupils, Christians and non-Christians.[1]

Life in Korean Secondary School

Certain features of the characteristic life of Korean secondary school in 1952 are worth mentioning. Every morning, students gathered on the parade or playground and assembled in military formation to salute the Korean flag and hear a brief speech by the school principal. After this daily ceremony they were marched to their classrooms under the command of their student platoon and company leaders. Girls and boys were in black Japanese-style uniforms. School grounds and classes were kept very clean and boys and girls did the sweeping and dusting themselves. Under any pretext, demonstrations were ordered. Students were paraded in so-called "spontaneous" demonstrations along their town's streets in automatic marching order.[2]

The school hours were long (thirty-nine hours per week). With the exception of student meetings and so-called personal activities, pupils were always under teachers' supervision. Discipline did not represent a very serious problem. Personal work was not organized under teachers' guidance. Passivity was

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[1]UNESCO, loc. cit.

[2]Loc. cit.

conspicuous. Homework was hardly ever given because of the time spent going from school to home, (the distances often over six miles), and also because in the very small and over-crowded Korean houses there was no room for study.

Dormitories were very seldom found, not only because of lack of buildings, but also because Korean students do not like this type of life. The consequence was that students living in distant places usually did not go to secondary school.[1]

Korean Vocational High Schools

In August 1952, there were in the republic of Korea 169 vocational high schools training 53,230 boys and girls. They were subdivided as follows: 92 agricultural high schools with 26,506 students; 26 commercial high schools with 7,642 students; 27 engineering high schools with 7,692 students; 7 fishery and marine high schools with 1,742 students; 17 normal schools with 9,648 students. In the first four of these schools the students were all boys, with the exception that 120 girls were being trained at the fishery schools and four of the commercial high schools were for girls only with a total of 350 students. These four specialized mainly in dressmaking and home care.[2]

In 1952 hardly any of the agricultural high schools of South Korea were operating with their pre-war buildings intact. Very few had any equipment other than classrooms and some agricultural land. A few of the schools had a laboratory in some shape or form and a

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[1] UNESCO, loc. cit.

[2] Ibid., pp. 59

little laboratory equipment, but the use made of these in the teaching program was very small. There was some variation in the purpose of the various schools. Some had forestry sections and a school at Pusan of some 700 students specialized mainly in flowers and fruit and was called a horticultural high school. All the schools had a school farm and most of the schools owned some livestock. Teachers were adequate in number, but few had practical farming experience, so that the teaching was academic. Qualified agricultural teachers were scarce in Korea. The percentage of students finding their way into practical farming was not large. The aim of nearly all was to go on to a university.[1]

The subjects taught were numerous. In addition to courses in Korean language, civics, mathematics, science, foreign language, physical training, and fine arts, there were technical subjects including agriculture in various aspects, forestry, animal husbandry, agricultural civil engineering, veterinary studies and horticulture. Hardly any of the schools had any libraries and very few of the students had more than one or two books in Korean. Indeed, in many of the subjects, books in Korean did not exist. Indoor instruction consisted entirely of lecture notes taken by students from the blackboard. Time devoted to outdoor instruction on the farm was practically non-existent.[2]

The technical high schools were to train pupils in a basic branch of engineering and the schools offered (a) civil engineering,

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[1]UNESCO, ibid., pp. 60-61

[2]Loc. cit.

(b) mechanical engineering, (c) electrical engineering, (d) chemical engineering, (e) mining, and (f) architecture. The course of study provided for by the Ministry assumed little or no diversion. On the whole the subjects offered a fair relationship to needs of local industry. Most of the schools were in temporary buildings and the work was confined to classroom instruction. Laboratory work was almost non-existent but there was usually a small amount of drawing, office practice, and in some of the schools there were workshops, a few machine tools, and sometimes a forge and a foundry.[1]

Teaching hours in the various subjects amounted to 117 hours a week divided as follows: study of Korean, 6; social science, 7; mathematics, 17; natural science, 10; foreign language (English and one other), 16; drill and gymnastics, 6; art, 1; technical subjects, 54.

By far the most common method of teaching in the secondary schools, academic or vocational, was the lecture. Lecturing was probably the easiest method to use. Initially, lecturing was encouraged because textbooks, library books, science and other laboratory equipment, and audio or visual aids were unavailable. Teachers neglected to use or develop even the simplest of aids because they were not convinced other methods would be useful. They were primarily concerned with preparing the students for the examinations -- this meant cramming.

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[1] UNESCO, ibid., pp. 61-62.

The primary approach to learning was a subject matter approach with little learning by practice and experience. In other words, students were observers rather than participants in the learning process. The students took fifteen or more different subjects at one time. They met their teachers only once, twice or three times a week. Both students and faculty were caught up in the lecture-textbook-memorization-examination approach. There were few opportunities for students to develop depth of understanding in any subject. Coupled with the many lectures was the absence of home work or any degree of serious independent study by the student himself. Thus, the thirty-four period week of the high school student meant thirty-four periods of lectures without homework.

The effects of this approach has been described by American Presbyterian missionaries working in education in Taejon. Students practically refused to do any work outside of class. Instead of having fifteen to eighteen periods of classroom time with the teacher coupled with thirty to forty hours per week of self study related to those subjects the students were used to thirty to thirty-five lectures per week with no self study. They maintained the teacher could teach it to them faster and that time was wasted when the student had to solve problems on his own. In other words, the typical student viewed the educational process as the receiving of information and ideas from an authority. The idea that a student should try to apply his new knowledge to life itself was completely foreign. The American missionaries reported extreme difficulty in eliciting

creative responses from their students, whether it be in poetry, history, or chemistry. These missionaries felt that in competition with average American students calling for factual answers the Koreans would show to advantage. If one wanted the capital cities of European countries or a resume of Rousseau's Emile the Korean student could give it. However, if one wanted an evaluative comparision of the ideas in Rousseau's Emile with the approach of primary education in Korea, it is probable that one would draw a blank from the Korean student.[1]

Commercial high schools taught the usual high school subjects, but with a bias towards business training. These latter subjects included bookkeeping, statistics, foreign trade, management, and commercial arithmetic. Most of the schools were in temporary buildings, the original buildings having been destroyed or having been requisitioned by United Nations forces. One of the largest was at Taegu. Here there were 1,600 boys. There were 300 of these attending evening classes because they were employed during the day-time. At this school all of the boys learned English and Chinese, and no other language was taught. At most of these schools typewriting and shorthand were taught, though typewriters were usually in very short supply. One or two of the schools were enterprising enough to organize clubs for the study of cultural subjects, such as music and art. There was the usual problem about books and few of the schools had a library of any size even for the staff. The percentage of

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[1] UNESCO, ibid., pp. 135-155

students at commercial high schools hoping to go on to a university was very large. These students mostly studied economics and law at the university.[1]

There were seven fishery high schools in Korea in all. The work was mainly classroom instruction. In most cases the fishery high school was situated next to a middle school and the middle school students often passed on to the fishery school. Very few of the schools had any equipment but one or two had a boat of their own. The general trend of these schools was to give eighteen hours per week to fishery instruction in the first year, fourteen hours per week in the second year and twenty-four hours per week in the third year. Fishery instruction included marine life, navigation, shellfish breeding, types of editle seaweed, etc. The instruction was very academic and they did not do any practical work.[2]

At Mokpo the fishery high school was combined with a marine high school -- the only one in Korea. This was intended to train boys for Korea's merchant marine. Here they claimed to teach seamanship and navigation but they had no compass nor sextant. The buildings were very ramshackled. As elsewhere, books were in short supply, and for some subjects no books in Korean existed.[3]

In 1952 there were twenty-two schools in Korea listed as trade schools. Eight of these were termed technical schools and fourteen

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[1] UNESCO, ibid., pp. 60-64

[2] Loc. cit.

[3] Loc. cit.

were called higher technical schools. Higher technical schools were those which had a post-graduate course not less than one year in length. These schools varied a great deal both in scope and in efficiency. Nearly all of them were privately run and many suffered from exactly the same disability as other technical schools in Korea -- that the instruction was very largely of the classroom type and with only a small amount of actual practical work. The best of these schools were those that were managed by an industrial concern for their own employees, such as the Taehan Shipbuilding School. This school trained the prospective employees of the shipyard in either ship-building or marine engineering, and without charge. The technical instruction was carried out by foremen in the shipyard. Some of the trade school courses were in nightclasses, such as at the Taehan Stenographers School. Others had short courses, such as the Automobile School.[1]

These schools got no sort of assistance from government funds. They were under provincial government control, and the Ministry of Education had merely a list of those in operation. Students paid for their tuition and stayed for the whole course or part, according to their means. There was very little control regarding the setting up of these schools. It was a matter of private initiative. In general these schools did useful work but the trade training that they carried out was very small.[2]

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[1] UNESCO, loc. cit.

[2] Loc. cit.

Effects of the Korean War

As the Korean War drew to a close, one of the most critical needs in Korea was for technically trained persons in the trades and industries. Education had meant to the Koreans a means whereby they might achieve positions of influence and avoid manual work rather than a means to prepare themselves for useful and gainful occupations. The curriculum of their secondary schools was largely classical in nature and quite unrealistic in terms of the needs of the communities in which they lived.

During the Japanese occupation, 1910 to 1945, education for Koreans had been limited to academic studies with very little opportunity offered for students to acquire technical knowledge and skills. Jobs for technicians were open mainly to Japanese. It was reported that there were some 700,000 Japanese engaged in supervisory functions. These and all other Japanese in Korea were deported to Japan at the end of their regime in Korea. This left Korea with a serious shortage of people with technical "know how".[1]

The Korean War further depleted the availability of instructors, engineers, and technicians for many of them were abducted by the Communists or somehow just "disappeared." The war not only devastated the country but also cut off the industrial North from the agricultural

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[1] Carl T. Witherell, "Vocational Education," (Paper presented in Seoul, Korea to Education Division, United States Operations Mission to Korea, October 1959), pp. 1-2. (Typewritten.)

South creating an unbalanced situation. The new republic had much difficulty struggling ahead with its economy, even with American assistance.[1]

Not only was it necessary to rehabilitate industries and schools but there was a serious need for new industrialization. If this was to take place, both material and technical assistance from foreign sources would be required.

Advent of American Aid to Korean Secondary Schools

In 1952, the United Nations Korean Rehabilitation Agency embarked on a program of reconstruction of war-torn facilities including those of the technical high schools. Two projects were immediately started for the establishment of vocational training centers within engineering high schools located at Pusan and Taejon. Later the program was expanded to assist four more technical high schools and one fisheries high school. The selection of the schools was based largely on the request of the Ministry of Education for the replacement of former facilities. The program of rehabilitation of these seven schools was completed by 1957 with practical training offered to students.[2]

With the phasing out of the United Nations Korean Rehabilitation Agency program in 1955, it was agreed, between the new Office of the Economic Coordinator, of the United Nations Command and the United

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[1]Carl T. Witherell, loc. cit.

[2]Loc. cit.

Nations Korean Rehabilitation Agency that the Office of the Economic Coordinator would take over the responsibility for assisting Korea in the educational field. It was also agreed the United Nations Korean Rehabilitation Agency would complete the seven schools they were assisting and in addition bring in four Philco technicians to assist in the installation, and give instruction in the care, maintenance, and operation of the machinery and equipment the schools were receiving. Upon the completion of this work, the Office of the Economic Coordinator agreed to carry on with these projects by furnishing American technical assistance mainly to develop in-service teacher training in shop practices. Although activities in the education field under the United States foreign aid program began in the latter part of 1955, little could be done with the United Nations Korean Rehabilitation Agency project until 1957 when the first of the American technicians started arriving. During the period from November 1955 to March 1957, the Office of Economic Coordinator's Education Division had only one American vocational education advisor on its staff.[1]

The United Nations Korean Rehabilitation Agency education program was not able to accomplish much in the training of teachers to operate the equipment it had provided. Twenty-one shops had been equipped by the United Nations Korean Rehabilitation Agency in seven technical high schools. A few Koreans had been sent to the United States for training. Responsibility for training teachers,

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[1] Carl T. Witherell, ibid., pp. 2-13

the development of curricula and teaching aids, and general supervision was passed on to the Office of the Economic Coordinator. The United Nations Korean Rehabilitation Agency had spent $987,630 on this program and H₩ 179,700,000 equivalent to about $360,000.[1]

U. S. Aid Directed Toward Rehabilitation of Vocational Schools

In fiscal year 1956 and fiscal year 1957, the vocational education project was "overwhelmed with funds" which had been programmed by the International Cooperation Administration in anticipation of the arrival of technicians to carry out the teacher training program. The one technician in the Education Division of the Office of the Economic Coordinator had neither the time nor "the skills" to handle the volume of work involved. The 1956 project agreement increased the number of vocational schools being assisted from the original seven schools by seventeen schools for a total of twenty-four schools. Pertinent quotes from the fiscal year 1956 project agreement which called for a team of advisors to provide this training follow:[2]

PROJECT DESCRIPTION AND EXPLANATION

> This project is for the advancement of vocational education in the Republic of Korea giving both technical and material assistance. It will be a part of a three-year program beginning in FY 56 and extending its activities to include more material and technical assistance during the second and third years, as well as sending selected Korean instructors and administrative personnel to the U.S. for one or two years of specialized training.

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[1] Carl T. Witherell, loc. cit.

[2] Clarence Hendershot, "Tour Report of Clarence Hendershot as Chief of USOM Education Division", op. cit., pp. 3-16.

The following summarizes the assistance to be financed by the U.S. under the project:

I. CONTRACT SERVICES

A contract for the services of ten technical personnel will be negotiated with reputable institution in the United States specializing in vocational education. The utilization of their services, which are to extend over a minimum of three years, will be as follows:

1. Two American technical assistant to work directly with Ministry of Education in reorganizing the concerned administrative units and developing their functions by advising the Minister of Education and his staff in:.....

2. Six American technical personnel who will work directly with the faculty of the institutions concerned and will actually participate part-time in demonstration teaching to the Korean students and/or trade trainees. They will give assistance in the following:.....

3. Two American technical personnel; one will be a specialist in rural education, and the other a specialist in vocational machine shop. They will maintain their offices with the Education Division, OEC.....

II. COMMODITIES

The sum of $535,000 has been estimated as necessary for securing basic machinery, vehicles (including operating costs), equipment, supplies and construction materials to assist in the continued development of the vocational education program in the Republic of Korea as well as to back up the work of the technical personnel during their operations.[1]

The 1957 project agreement provided for $800,000 to equip thirty-eight vocational schools in the Republic of Korea. This brought the

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[1]U.S. Department of State, Foreign Operations Administration, Vocational Education, Project Agreement between Foreign Operations Administration, an Agency of the Government of the United States and the Ministry of Reconstruction, and Agency of the Republic of Korea, Project No. 89-61-265 (Seoul, Korea: 1956), pp. 1-6.

total schools being assisted under the project to fifty-eight (four of the schools named in the 1957 project agreement were also included in the 1956 project agreement). Pertinent quotes from this agreement follow:

PROJECT DESCRIPTION AND EXPLANATION

This project is part of a long range (4 to 5 years) program which began in FY 56. See FY 56 Vocational Education, PPA No. 89-61-265; Amendment No. 2 and ProAg Revision No. 1, same number.

Assistance will include more equipment, supplies, and construction materials for secondary technical, agricultural, fisheries and commercial schools, financing of US Employed Technicians to work with the Ministry of Education, the Provincial Governments and/or directly with the schools which have been and/or now being assisted by UNKRA and OEC. Also, approximately twenty-four Korean instructors and/or administrators will be sent to the U.S. for one or two years of specialized training.

COMMODITIES

A. The sum of $800,000 has been estimated as necessary for securing basic machinery, equipment, supplies, and construction materials to assist in the continued development of the vocational education program in the Republic of Korea.

B. .....[1]

Great difficulty was experienced in securing a suitable institution to serve as a contractor for the project. California Polytechnic Institute made preliminary commitments and sent a team to conduct a pre-contract survey. After months of negotiations, the proposed

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[1]U.S. Department of State, International Cooperation Administration, Vocational Education, Project Agreement between the International Cooperation Administration, an Agency of the Government of the United States and the Ministry of Education, an Agency of the Government of the Republic of Korea, Project Number 489-61-265, (Seoul, Korea: April 26, 1957), pp. 1-5.

contractor withdrew. When efforts to secure the services of Dunwoody Industrial Institute or other suitable institutions such as the University of Minnesota failed, it was decided to carry out the project with direct hire technicians. Ten were programmed. The first ones arrived in May 1957. By June, four were aboard; a chief advisor, a machine shop advisor, an electrical advisor, and a school-industry relations advisor. Recruitment was proceeding for six more.[1]

The most urgent task of the small staff was to order equipment. The fiscal year 1956 program had provided $535,000 for shop equipment and the fiscal year 1957 program an additional $800,000. The selection of Korean counterparts to be trained in the United States in the requisite skills was the second major activity. There was little time for training or advisory activities.[2]

In summary, the initial assistance to Korean vocational education was provided by the United Nations Korean Rehabilitation Agency to twenty-one shops in seven technical (then called "engineering") high schools. The Office of the Economic Coordinator undertook to assist with some rehabilitation and new construction of shops for other technical high schools and the providing of shop and laboratory equipment. Five fisheries high schools were given commodity assistance; nineteen commercial high schools were given equipment, particularly

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[1]U.S. Department of State, International Cooperation Administration, Vocational Education, Project Proposal between the International Cooperation Administration of the United States of America and the Republic of Korea, Project Number 89-61-265, (Seoul, Korea: May 14, 1958, pp. 1-3.

[2]Loc. cit.

typewriters; and fifteen agriculture high schools were selected for assistance. Twelve technical high schools were chosen for assistance in the trade and industry area. Six of these received only one shop or laboratory; two received two shops each; two received three; one received four; and one received five. The Office of the Economic Coordinator was following the precedent of the United Nations Korean Rehabilitation Agency in providing limited assistance to several schools rather than develop training program in one or more schools as demonstration centers.

Most of the commodity assistance in trade and industry was concentrated on four shop areas: machine, automotive, woodworking and electricity. It was decided not to assist certain shops common in the technical high schools because it was felt that they did not belong at the high school level or were not sufficiently articulated with current skill needs. These included mining, textiles and civil engineering. In two (Anyang and Kyongju technical high schools), it was planned to give commodity assistance for only dyeing and ceramics respectively.[1]

Problems Faced by U.S. Vocational Educational Advisors

Aside from the basic problem of non-acceptance of trade-skill education on the part of Korean society, a number of more tangible problems faced the American vocational educators in their task of bringing vocational education to Korea. For one thing the Korean Ministry of Education was not structured properly to carry out the function of administering a program of vocational education. The

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[1]U.S. Department of State, International Cooperation Administration, Vocational Education, Project Proposal, dated May 14, 1958, loc. cit.

Ministry of Education functioned almost entirely as an enforcement and inspection agency. Its actions for leadership and demonstration of improved practices were extremely limited. It shared control of the forty-nine technical high schools with the provincial governments which were under the Ministry of Home Affairs and with private school foundations. There were no national advisory committees on apprenticeship and other vocational training to develop standards for facilities and training or to create close liaison between industry and schools or to relate production of technicians to the needs of the country.[1]

Recruitment of skilled technicians from the ranks of industry to become shop teachers in the vocational schools was stalled by licensing laws which would only permit teachers with degrees in the secondary schools.[2]

There was a complete dearth of instructional materials in the Korean language. Those few Japanese texts that existed were obsolete. American texts and service manuals were of little use to teachers who could not read English.

Along with the lack of trained shop teachers and dearth of teaching materials was the shortage of operating funds. The installation and operation of shop facilities was far more expensive than was expected by the Korean secondary schools. Many of the schools that had been aided by the United Nations Korean Rehabilitation

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[1]U.S. Department of State Airgram from Seoul, Korea, TOICA A-156 End of Tour Report of Lloyd D. Hulit, Trade and Industrial Education Advisor (Auto Mechanics), dated July 12, 1961, pp. 1-6.

[2]Loc. cit.

Agency could not afford to keep their shops operating on a full-time basis. There were instances where such facilities were rented out to business enterprise thus thwarting the purpose of the assistance. In addition, in almost every shop the American technicians found unsafe practices, fire hazards and poor housekeeping. The matter of shop construction was another problem. A much larger building than could be supported or was necessary was invariably constructed. The national authorities did little or nothing to restrict this type of construction.[1]

Then there was also the vexing problem of shifting principals and teachers. After the American technicians had trained them to the point where they understood and could carry out the vocational programs, they would be transferred suddenly to other schools which might or might not be concerned with vocational education. Often their replacement would have no concept of the American vocational assistance and training would have to begin anew.[2]

The reduction of the American staff in 1957 seriously handicapped the vocational education project. With the number of technicians reduced to five for a program based on a proposed staff of ten, it was impossible to implement the project as planned. The technicians had such a heavy burden preparing specifications for the vocational equipment that they had little opportunity for training teachers until January 1958, when the first workshops were held.

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[1]Carl T. Witherell, op. cit., pp. 2-12

[2]William M. Williams, Washington, D.C., letter, January 18 1971, to the author.

Supervision of the construction of shops and the installation of equipment made heavy demands on the technicians' time.[1]

Need for Centers to Train for Vocational Excellence and for Vocational Teacher Education

In 1957 and 1958 the Government of Korea, and particularly the Ministry of Education, began to place great stress on vocational education, especially trade and industry training. Substantial requests were made for assistance and the United States was responsive. In 1958 an allocation of $786,000 was made for vocational education. The Koreans had asked that a vocational training center be established at Inha Technical Institute at Inchon. The cost of such an undertaking was estimated at over two million dollars. After prolonged negotiations to get agreement on a different location and to reduce the cost, it was agreed to secure a contractor to develop a vocational training center for trade and industry training at high school and post-high school level in one of the schools already being assisted, possibly Kyunggi or Seoul Technical High School. Consideration also was being given to a request for a national program to train workers already in industry. A combined United States and Korean committee was appointed but the Korean chairman failed to convene the committee for reasons never given.[2]

At the same time a project was being developed to establish a program of preservice training of trade and industry teachers. This,

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[1]Clarence Hendershot, "Tour Report of Clarence Hendershot as Chief of the USOM Education Division," op. cit., pp. 14-19.

[2]Loc. cit.

too was to be implemented through a contract with an American institution. After considerable discussion with Dr. Willard Goslin, then chief of the George Peabody Teachers College team, assisting in upgrading the Korean normal schools, it was agreed that Peabody College would undertake the program. All teacher education would be closely coordinated and Dr. Goslin was confident Peabody could recruit the necessary staff even though trade and industry was not part of the Peabody program in Nashville. The Ministry of Education delayed in agreeing to have Peabody perform this service. Other questions arose as to the relationship of this activity to the proposed new vocational training center. By the time agreement had been reached with George Peabody College on the work-plan for the project in July 1959, changes in the Ministry of Education and in the United States Operations Mission held up further advance.[1]

Early in 1960, representatives of Dunwoody Technical Institute made a preliminary survey for a contract to assist the Ministry of Education develop the proposed vocational training center with a program similar to that of Dunwoody. The Dunwoody representatives declined to follow the proposal of developing a center at Seoul Technical High School to include both high school and post-high school instruction. To assure success, they stated the new institution should not be associated with either a high school or a college. The proposal called for an outlay of $1,772,664 over a period of five years plus the equivalent of $25,000 in local currency.

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[1]Clarence Hendershot, "Tour Report of Clarence Hendershot as Chief of the USOM Education Division." loc. cit.

These estimates did not include buildings. It was estimated that buildings would cost about one million dollars. In the meantime, the Ministry of Education had secured from the United Nations Korean Rehabilitation Agency $500,000 for the support of a high school and post-high school level vocational training center at Inha. The Ministry of Education had also begun negotiations for an agreement with the government of West Germany for assistance with trade and industry training at the same institution. The concentration of the Ministry of Education interest and funds at this center raised the question of the need for two similar centers so close together and, if so, the matter of coordination.[1]

Negotiations with the Ministry of Education on the trade and industry teacher training proposal and the establishing of the proposed industrial training center were still in process when the Korean Revolution came in April 1960. Despite the U.S. Operations Mission's efforts, no progress was made in negotiations under the Interim Government. Both projects were still pending when the Director of the United States Operations Mission held a program review in July 1960, which resulted in the elimination of both plans and cutbacks in other trade and industry activities.[2]

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[1]John A. Butler and K. N. Rao, "Proposal for Accelerating the Training and Development of Skilled Man Power Through a National Industrial Training Institute." (Paper presented in Minneapolis, Minnesota to Dunwoody Industrial Institute March 1960), pp. 1-12. (Mimeographed).

[2]Clarence Hendershot, "Tour Report of Clarence Hendershot as Chief of the USOM Education Division." op. cit., pp. 15-20.

Reform Needs in Vocational Agricultural Education

The remaining component of the vocational education program was assistance in the development of a vocational program in the agriculture high schools. Of the 136 Korean agriculture high schools that existed in 1958, fifteen had been selected for assistance. Other than incidental technical advice, assistance continued to be restricted to these schools. The commodity assistance was to be in the form of general farm shops, meat and egg processing shops and equipment. When several months passed without Washington being able to provide a technician in vocational agriculture, an advisor from the U.S. Operations Mission to Thailand was detailed to Korea to order the equipment. This advisor performed this service early in 1958. The first full-time technician arrived in July 1958. During the following two years he provided technical advice and assistance in establising bona fide farm shop programs in the assisted schools. This program was confronted with difficulties because of the declining interest in these schools by students and parents. Progress was made in strengthening their agriculture programs, but most of the students in these schools really wanted college preparatory courses. There was increasing recognition that a basic change in the programs of these schools was necessary so that only those students desiring training in agriculture would be assigned to agriculture training and the course of study would be adjusted to meet their needs.[1]

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[1]Clarence Hendershot, "Tour Report of Clarence Hendershot as Chief of the USOM Education Division," loc. cit.

U.S. Aid Program to Korean Secondary Education Critically Reviewed and Changed

In July and August 1960, decisions by the Director of the U.S. Operations Mission practically threatened to eliminate the secondary education program. On August 18, the Assistant Director for Technical Cooperation directed that eight positions be eliminated, leaving a staff of two--an overall advisor and an advisor for vocational education. In addition the proposed contract with Dunwoody was to be entered into to develop the Industrial Training Center. However, when the American education advisors pleaded that the technical high schools offered greater and earlier returns than starting with a new project, permission was granted to the Education Division of the Mission to make a counter proposal.[1]

The session with the Director involved the total education program. The Director was convinced that "there are just too many projects in USOM, that the program is spread too thin". He said the Ministry of Education needed to reorganize and reduce staff, and that the U.S. Operations Mission should set the example. He continued that he felt unable to get hold of the program, that it was too amorphous, that he wanted fewer projects, which were more tangible. The Director said that too often projects are "pushed down the ROK's throats", that the United States should no longer embark on projects unless the Republic of Korea wanted them and would cooperate. He said there was to be no effort to downgrade education, but to bring the program

[1]Clarence Hendershot, "Tour Report of Clarence Hendershot as Chief of the USOM Education Division," loc. cit.

into more manageable proportions and reduce cost in the light of available funds. For example, the three elements in the vocational education program; training in technical high schools, proposed preservice teacher training and the establishing of a post-high school industrial training center could not all be carried out at the same time. (They had been presented as coordinated parts of a single project.) The Director had previously decided that the "Dunwoody approach" should be used, i.e., a single intensive project at post-high school level. He felt that the existing method of operation, of going out to the schools and holding workshops, was not getting results. He reasoned that if a year or so later the Republic of Korea was prepared to move in vocational education on the secondary level, that could be considered then. He had concluded that seven positions would be reduced in fiscal year 1961.[1]

However, the United States vocational education technicians came up with a counter proposal of halting all vocational education efforts and concentrating at two schools, Taejon and Seoul Technical High Schools. The proposal reflected considerable economies and promised much earlier results because of the foundation work already completed. After discussion of the proposal with the Ministry of Education it was decided to concentrate solely on Seoul Technical High School.[2]

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[1] Clarence Hendershot, Tour Report of Clarence Hendershot as Chief of the USOM Education Division," loc. cit.

[2] Loc. cit.

Prolonged discussions were held with the Ministry of Education and the principal and staff of Seoul Technical High School to establish the basic conditions and plans necessary for the success of the project. The developing of curricula, training of staff, preparation of shops all made heavy demands on time. Beginning with the new term in April, the United States vocational education staff began to devote its full attention to this single project. The other schools which had been receiving assistance with one or more shops were not visited on a regular basis, but they did have the benefit of teaching materials developed at Seoul Technical High School and were given workshop opportunities.[1]

There had been the disappointment that the hopes of this project in 1957 and 1958 had not been more fully realized in 1961. The direct-hire approach had left the program particularly vulnerable to the vagaries of the U. S. government funding changes and staff ceiling manipulations. It had never been adequately staffed, relative to equipment provided and the training needed, to make effective use of the equipment. Being the largest component in the U. S. Mission's direct hire education staff, it had suffered unduly from forced cutbacks. Actually the program developed at Seoul Technical High School was virtually the one which Dunwoody was invited to undertake but which they had declined in the hope of developing an entirely separate and independent institution.[2]

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[1]Clarence Hendershot, "Tour Report of Clarence Hendershot as Chief of the USOM Education Division," loc. cit.

[2]Loc. cit.

In August 1960 the Mission leadership had also directed the discontinuance of assistance in vocational agriculture but since a vocational agriculture adviser had just arrived, and since there was need for advisory assistance in dealing with agricultural education, it was agreed that this activity could continue at least for this technician's tour of duty. Most of this technician's efforts were concentrated on establishment of a model school program at Suwon Agricultural High School.[1]

The total allotment of funds for vocational education through fiscal year 1961 had been $2,774,389, and the equivalent of $2,395,608 in hwan. However, the fiscal year 1961 reductions in the project resulted in deobligation of about $327,000 leaving a net of $2,447,389 dollars for commodities, United States technicians and Korean participants. Fifty-nine Korean participants had been given training under this program in the United States and third countries.[2]

Community Comprehensive High Schools Program

Another part of the effort of the United States to assist secondary education in Korea grew out of recognition that the Korean multi-track system of education (academic, agricultural, vocational, technical, commercial, and fisheries high schools) did not fulfill the requirements of an emerging semi-industrial and democratic society. Many of the single-purpose high schools, notably

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[1]Clarence Hendershot, "Tour Report of Clarence Hendershot as Chief of the USOM Education Division," loc. cit.

[2]U. S. Department of State, International Cooperation Administration, "FY 1961 Education Program." A report of the Education Division of United States Operations Mission to Korea, (Seoul, Korea: July 8, 1960), Secondary Education Section, pp. 1-6.

the many agricultural high schools, were failing badly in their efforts to carry out their assigned roles. They were becoming less effective as educational institutions. Finally the single purpose institutions, especially those of low enrollment in small communities were failing to provide educational opportunities in keeping with the abilities and interests of the students and the needs of their communities.[1]

The secondary schools were essentially undemocratic and divisive in that each type of school was a status symbol as well as an educational institution. If a democracy requires understanding between classes and fluidity of social structure reasoned the American advisors, then the organizational pattern was working in opposition to this requirement. Further, the organization of the schools was speeding the flow of youth from the rural to the urban centers and thus depriving the rural areas of much needed leadership simply because the single-purpose schools forced students to seek educational outlets in an urban area during the impressionable and formative years.[2]

Korea inherited from the Japanese occupation a dual system of secondary schools in which special schools were established for occupational and trade training. This situation continued after the Japanese withdrew in 1945. By 1958 there were 600 senior high schools in South Korea of which 333 were academic and 267 technical

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[1] Clarence Hendershot "Secondary Education Program, (Comprehensive High School) op. cit." pp. 3-16.

[2] Loc. cit.

and vocational high schools. The major proportion of the latter were vocational in name only. They lacked both equipment and the instructors qualified to demonstrate practical work skills. As a result these schools became a refuge for students unable to pass examinations for the academic schools or who lacked funds. It was generally conceded that these schools were inefficient in administration and instruction and failed to meet the needs of the pupils or the communities they served. A single institution to serve the needs of youth in essentially rural communities seemed to American education advisors more desirable than two or more specialized schools.[1]

Early in 1956 a committee composed of representatives from the Ministry of Education, the Korean Central Education Research Institute and the Education Division of the Office of the Economic Coordinator made a survey of rural communities to find a suitable location for a pilot comprehensive-community high school. The community of Pyongtaek, approximately fifty miles south of Seoul, was selected, in part because of the interest and initiative of the high school administration and the lay leadership of the district.[2]

Specific objectives were established for the project:

1. to demonstrate the feasibility and advantages of this type of school for the rural areas;

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[1]U.S. Department of State Airgram from Seoul, Korea, TOICA A-2452, Highlight Feature Report, TC Education Division, February 1958, March 7, 1968, pp. 9-11.

[2]Loc. cit.

2. to develop a curriculum which would contribute to the economic, intellectual and social needs of the students and the long range development of the community;

3. to assist the community in securing the physical facilities, equipment and supplies necessary for the pilot school;

4. to assist the school in assuming more responsibility in the improvement of community living, including health, sanitation, agriculture, handicrafts, and social welfare, and

5. to develop interest in vocational training in order to help meet the needs of Korean economic development.[1]

To provide leading Korean educators the opportunity to observe this type of secondary school elsewhere, five school administrators, accompanied by two American education advisors visited Taiwan and the Philippines for three weeks. In Taiwan, where the movement for comprehensive community high schools had been gathering momentum over a period of ten years, the participants were considerably impressed. The close contact the schools enjoyed with various community agencies, particularly in public health, agriculture and community development was new to them. The conducting of a kindergarten in a sub-standard village with a staff of high school girls under the supervision of their teachers, the building of sanitary facilities in cooperation with the health authorities, the development of cottage industries, the conducting of an agricultural experiment farm, the training of school boys in a semi-apprentice

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[1] U.S. Department of State Airgram TOAID A-2452, loc. cit.

system for subsequent employment in large industries were all new to the Korean teachers, and stirred them to new thinking. In the Philippines they observed similar developments. They observed a comprehensive-community type of secondary school in which three schools were closely integrated into such community efforts as the conservation of the soil, improvement of crop yields, development of more efficient home kitchens and a variety of projects in the improvement of health and sanitation. They observed that the whole emphasis of these rural schools was on making the school experience of the pupil a part of everyday life instead of preparing for the life of a scholar or government official in accordance with traditional Asiatic patterns.[1]

Following their return to Korea in October, 1957, reports of their observations were disseminated throughout the Ministry of Education and by the medium of workshops throughout the ranks of secondary school administrators. A national workshop of secondary school principals in January, 1958, adopted a resolution recommending to the Ministry of Education that at least one comprehensive-community high school be established in each province. This enthusiasm was encouraging, but the American education advisors knew that partly the enthusiasm was due to recognition by Korean high school administrators that switching to a comprehensive high school might mean United States equipment and Korean counterpart hwan support.[2]

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[1]U.S. Department of State Airgram, TOICA A-2452, loc. cit.

[2]Loc. cit.

The American "pitch" for the comprehensive high school to Korean educators went like this:

> The educational program of a country must of necessity relate to the economic and industrial situation in that country, so look with me for a moment at these figures. With a total labor force of 8,911,000, 6,500,000 are employed in agriculture, 1,000,000 are unemployed, and the rest are scattered among several fields. Out of every 100 persons employable, 71 are in agriculture, 11 are unemployed, 4 are in commerce, 4 are in professional work and in civil service, 2 are in industry, 1 is in fishing, 1 is in transport, 2 of one is in mining, and 4 others are in other fields. The facts that 90% of the industrial firms employ from 5-50 workers, and that the labor force amounts to 42% of the total population indicates that a large proportion of the work of this country is done by hand labor. This is evident from the most casual observation.
>
> Now look for a moment at the enrollment figures of Korean schools. For every 100 students who finish the sixth grade, approximately 95% of those of the age group, 44 go on into middle school, 31 (70%) go into high school, and 8 or 9 (27%) enter college. There are approximately 80,000 students in college, 17,000 graduates, and according to the MOE, employment opportunities for only about 15%. Of the 80,963 high school graduates of 1958, 40% went on to college. Of those entering college over 70% graduated in 1959 or 5.5 of those who entered primary school. Lest anyone think that this presentation argues for the lessening of support to higher education, let me correct the impression at this point. What we are attempting to point out is that this large mass of students of below-university attainments will do most of the world's work, decide most of the world's elections, decide most of the issues, basically, that will affect you and me most profoundly in the years ahead. We ignore their educational needs at our peril.
>
> Have you ever been down at the train depot in Seoul in the morning or evening and seen the swarm of high school youngsters getting off or on the trains. According to the Seoul City Board of Education almost 33% of the high school youngsters attending school in Seoul commute from outlying areas.
>
> Why does this happen? To illustrate, let's take a look at one situation.

Look with me at a typical gun lying about 70 miles south of Seoul, Yesan gun. This gun, about 30 miles from the east boundary to the west, has two boys' high schools in it, one being an academic high school which enrolls 100 students, the other being an agriculture school which enrolls 900. These schools serve a gun which has a population of 150,000 with about 30,000 of them living in Yesan EUP. There is also one girsl' high and middle school, and five middle schools. Of the SOI middle school graduates of March 1959, 589 entered high school, 51% of them in Yesan Gun, 49% outside of Yesan Gun. The educational preferences of the middle school graduates indicate clearly that the largest portion of them want an academic program. Of the students now attending Yesan Agriculture High School, only 7%, or about 60 students are really interested in agriculture, 33% are college preparatory, and 60% are non-agriculture terminal. The principal is doing what a good many other principals are doing, that is, giving enough agriculture to satisfy the MOE regulations, but giving a strong college prep course. He is doing nothing, or nearly nothing, to assist the 60% who are terminal. The fact that the Gun is 74% agricultural does not necessarily indicate that 74% of the students will study agriculture seriously, but it does indicate with a high degree of probability that the 26% do not want agriculture. Thus, what happens? A very large percentage leave the Gun for education. Some will tell us that students will always seek the large city, which is true, but we can demonstrate, if given the opportunity, that relating the educational program to the needs of the students and the community can reduce this flow. Out at Pyongtaek, for example, even though the school is not yet fully operational, we noted a decline 12 to 5 in students applying to attend school in Seoul.

We also asked the principal of Yesan Agriculture High School to make a careful industrial survey of his community. I personally did a one-day survey of the occupational situation in this town. The results indicate that of the 163 industries, only one, the silk mill, employes more than 100 workers, and that for only three months during the year. None employ from 50 to 100; 14 employ from 10 to 50. Thus 248 industries employ fewer than 10 employees. In my observation these are almost exclusively of the hand tool or small machine type.

How does the situation outlined relate to the background I presented early in the discussion?

What are the net results of this kind of educational situation?

1. Urbanization is speeded at a terrific rate even before college.

2. Small communities are deprived of educational facilities that meet their needs.

3. Educational facilities in the academic schools in the cities are strained beyond limits to meet the influx.

4. There is in operation an expensive and inefficient type of secondary education.

5. Citizenship training requires that persons can communicate across occupational, social, and neighborhood lines. The pattern of existing schools eliminates experience in this.

What are Korean educators' feelings on these educational problems? We have carried on continuous and careful step-by-step consultation on the whole matter with the Ministry of Education, we have consulted with high school principals, and we have engaged in workshops and conferences, so we are rather sure that our views are not simply an American view.

Let me quote extracts from Education in Korea, 1960, which illustrate, I believe, Ministry of Education views:

In order to overcome these obstacles, the following steps are planned:

1. A reduction in the number of vocational high schools.

2. The installation of complete modern equipment for a limited number of high grade vocational schools.

3. The gradual merging of a number of academic and vocational schools into comprehensive high schools.

And again: It is expected that a gradual increase in the number of well-equipped comprehensive high schools, geared to the needs of individual communities, will obviate to a considerable extent the problems listed above

and will aid in building a well-balanced effective secondary school system.[1]

In 1957 one U.S. education advisor had been assigned to advise and assist with the development of the demonstration comprehensive high school at Pyongtaek. He served also as advisor to the Korean Ministry of Education on general secondary education which was construed to be particularly the academic high schools which were under the Bureau of Common Education in the Ministry. (The technical high schools were in the Technical Education Bureau.) His duties involved working with the principals of the academic high schools to upgrade aministration and improve their programs. Special attention was given to vocational guidance and encouragement in the greater use of science laboratories, libraries, etc. The principal technique was workshops for principals and special room teachers.[2]

The difficulties in the development of the demonstration center at Pyongtaek were numerous and trying. Securing national and local funds for the construction of classrooms and shops, frequent changes of the principalship, training of the administration and staff, and particularly the development of the right climate both in the community and the school for a cooperative program made heavy exactions of time and energy on the American advisors.[3]

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[1]Clarence Hendershot, "Secondary Education Program (Comprehensive High School)," op. cit., pp. 5-16.

[2]Loc. cit.

[3]Loc. cit.

Benefiting from the experience at Pyongtaek on the part of all concerned, a second pilot comprehensive high school program was launched in 1959 at Kunsan. This one required twenty months of concentrated work rather than the four years it took to launch the program at Pyongtaek.[1]

The general thrust of the secondary education assistance for the years 1960 and 1961 by the United States to the Republic of Korea was set forth in the project agreements as follows:

> This project proposes to furnish certain minimum demonstration equipment to selected secondary schools on a shared basis with the R.O.K. government and local communities. Substantial amounts of this equipment is not available in Korea but is badly needed if instruction is to be made practical instead of being entirely theoretical.
>
> The project involves a step in the direction of providing a broader and more functional high school curriculum.
>
> Assistance will include equipment in chemistry, physics and biology. It is designed to support and implement R.O.K. and O.E.C. projects involving scientific principles.
>
> The home economics equipment will assure training in home and community sanitation, personal and public health, child care, improvement of nutrition practices and skills in dressmaking and home management.
>
> The shop equipment will give training to boys in basic manual skills in support of objectives 0-3, "Develop the Capacity of the Economy for Self Support While Maintaining Financial Stability" and 0-4, "Strengthen Democratic Institutions and Promote Maximum Participation in Progress."
>
> It is anticipated that these facilities will lead to improved instruction in science, raise the level of home

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[1]Clarence Hendershot, "Secondary Education, (Comprehensive High School)," loc. cit.

conditions and will add to competency in employment in the semi and skilled trades. _ _ _ [1]

For 1961 _ _ _ The project also proposes to furnish technical assistance to the end that specific programs may operate effectively and that Korean educators may be properly prepared to carry on after assistance ends.

The purpose of this aspect of the project is two-fold: 1) to assist designated comprehensive-community high schools in the development of their programs, and 2) to assist other academic high schools to broaden their programs to include more laboratory work in science and home economics and more industrial arts work.

Assistance will include equipment in chemistry, physics, biology, industrial arts, and home economics.

The home economics equipment will permit training in home and community sanitation, personal and public health, child care, nutrition practices, and skills in dressmaking and home management.

The shop equipment will aid in broadening the programs in the academic schools and will tend to foster a greater appreciation of the industrial arts in the development of Korea. It will also give boys training in the basic skills in support of objective 0-3, "Develop the Capacity of the Economy for Self Support While Maintaining Financial Stability."

It is anticipated that the equipment will make a material contribution to the improvement of instruction in the various fields, that it will contribute to greater concern for improved home and community conditions, that it will help to reduce the widely held lack of respect for hand labor, and that it will provide vocational skills which will lead to employment at the completion of high school.

The technical assistance aspect, it is anticipated, will not only assure careful development of the supported

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[1] U.S. Department of State, International Cooperation Administration, Secondary Education, Project Agreement between the International Cooperation Administration, an Agency of the Government of the United States and the Ministry of Education, an Agency of the Government of the Republic of Korea, Project Number 89-65-511, Seoul, Korea: March 3, 1959) pp. 2-3.

> programs, but will contribute to the training of Koreans eventually to carry on the programs without assistance. Advisory services shall be provided to the Ministry of Education on all aspects of secondary education as requested by the Ministry, including assistance with basic studies.
>
> It is anticipated that by the end of calendar year 1961, the establishment of shops and the in-service training described above will have been completed. ____ [1]

In addition to the one U.S. secondary education specialist who was assigned to develop the comprehensive high school program at Pyongtaek and Kunsan, contributions were made by other U.S. education technicians. A language specialist, the various trade specialists in vocational education, an audio-visual specialist, and a specialist in educational administration all contributed toward the development of these pilot schools.

Physically the schools were improved by providing industrial arts shops, science and homeeconomics facilities, renovation of gymnasiums and at Pyongtaek assistance was given for the aquisition of a small amount of land for the development of agriculture. At both schools there was an intensive effort to improve the quality of maintenance. Many workshops and in-service training programs were conducted in such areas as English, typing, guidance, and industrial arts. The U.S. educators worked on a very close basis with the principals of both schools particularly on curriculum improvement and financial matters.

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[1] U.S. Department of State, International Cooperation Administration, Secondary Education (including Vocational and General Secondary Education), Project Agreement between the International Cooperation Administration, an Agency of the Government of the United States and the Ministry of Education, an Agency of the Government of the Republic of Korea, Project Number: 489-65-511, (Seoul, Korea: May 31, 1960) pp. 2-3.

The two schools developed with the following features: they departed from the single-purpose plan to become comprehensive; they offered courses designed to meet the needs of all high school students in their communities as comprehensive, co-educational schools; they offered commercial, industrial arts, home economics, and agricultural, as well as the usual academic work. Students wishing to study any of these subjects could thus study them in their own communities instead of having to commute to Seoul. They demonstrated an economy of operation to their communities that was impossible for single-purpose institutions by consolidating facilities, reducing administrative overhead, and eliminating the necessity for some students commuting long distances to school. They offered something different in scheduling in that they eliminated fragmentation of courses, i.e. reduced the tendency to offer small segments of courses over the three years. Finally, they made industrial arts an important part of their program and even provided industrial arts experiences for college-bound students. The industrial arts program was designed to be realistically geared to the industrial level of Korea. It tried to provide basic skills that would enable a student to move into further industrial training programs.

The problem of securing adequate financial support for the program continued. There was great difficulty in freeing money from the provincial governments for the work at Pyongtaek and Kunsan. There was the problem of keeping internal line of operation and

responsibility clear and operating. This was true within the Ministry of Education and between the Ministry of Education and provincial governments. Political considerations and implications sometimes seemed to outweigh educational considerations.[1]

The American education advisors expressed their hopes for the continuation of this part of the programs in fiscal year 1961 as follows:

> I say "hopes" rather than plans by intention. With the anticipation that we now have of $10,000 for commodities in 1961, our plans must be extremely limited. However, these are the steps we strongly urge:
>
> 1. The selection of 3 comprehensive high school demonstration centers during 1961-1963. With the staff we now have available we can give the necessary supervision to such a program, and we can develop teacher and administrative leadership in the centers now established and in the new ones to be added that will be adequate to continue the program after assistance ends.
>
> 2. An annual budget in 1961, 1962, and 1963 of $36,000 for the development of industrial arts, science, home economics, and commercial subjects in the schools designated.
>
> 3. An annual hwan budget of H/40,000,000 for the construction of facilities and for the procurement of local commodities for the designated schools and to complete programs already in operation.
>
> 4. The beginning of a phasing out of the project in 1964-65, with the ROK's assuming a constantly increasing responsibility. The dollar budget should be reduced in these years to $10,000 annually, and the hwan budget should be reduced to H/15,000,000. The dollar amount would be used for the procurement of commodities to complete the projects, and the hwan budget would be used for the procurement of local commodities, for operating expenses of the industrial arts programs, and for workshop expenses.

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[1] William M. Williams, letter, loc. cit.

5. The project could be terminated in 1965, with Koreans assuming complete control of the further development of the secondary school program.

6. The project study of secondary education should be carried forward as tentatively planned by the chief of TC-ED.[1]

However, when the U.S. aid program was reviewed at the time James Killen became Director of the United States Operations Mission to Korea in 1961, the comprehensive high school idea fell into the "plethora of minutiae" category. (See Classroom Construction) The United States in effect ended its program of assisting in the establishment of pilot demonstration comprehensive high schools with two, Pyongtaek and Kunsan established. It was determined that if the Koreans wanted more such institutions they had the pattern at Pyongtaek and Kunsan and could establish other schools on their own. Meanwhile, American secondary education assistance would be concentrated on the vocational education program operations underway at Seoul Technical High School.[2]

Vocational Teacher Education and Demonstration Vocational Education Centers Established

From 1961 through 1962 much progress was made at establishing the model vocational education programs at Seoul Technical High School and Suwon Agricultural High School. Since 1956, when the aid program began to work with the Ministry of Education on

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[1]Clarence Hendershot, "Secondary Education Program (Comprehensive High School)," op. cit., pp. 6-17.

[2]William M. Williams, letter, loc. cit.

vocational training, every United States technical advisor had strongly urged the Ministry of Education to develop a method for training shop instructors for the technical high schools and practical teachers for the agriculture high schools. The traditional method of staffing school shops had been to employ engineering college graduates. These men were bright and usually adequate in theoretical engineering, but they had no practical experience and no skills whatsoever with tools of industry. Furthermore, they were not prepared in the philosophy and professional skills required to organize and operate school shops and to teach in a terminal training program.

The abandonement of the plan for providing the pre-service teacher training program under the Peabody contract and the decision to concentrate on establishing the center at Seoul Technical High School left the teacher training problem still unaddressed.

The United States had provided considerable assistance to upgrade Seoul National University. Since 1954 under a contract with the University of Minnesota, the Colleges of Engineering, Medicine, Nursing, Law, Veterinary Medicine, and Agriculture had been rehabilitated and upgraded. The College of Engineering located on the outskirts of Seoul and the College of Agriculture located at Suwon were near the demonstration centers. In addition to their ideal locations, these two institutions were well equipped and their staffs had received considerable training at the University of Minnesota. It was decided to establish teacher

training departments at these colleges to work in conjunction with the model centers at Seoul Technical and Suwon Agricultural High Schools.[1]

After careful planning, in March 1963, the first classes were enrolled in the newly established teacher training departments at the Colleges of Engineering and Agriculture of Seoul National University. Thus the goal was realized of institutionalizing a method for training teachers for the technical fields. In these departments training was to be given in a full four-year course for new teachers; inservice retraining for employed teachers was also to be a regular part of the program. At the College of Agriculture a teacher training department building was constructed including classrooms, laboratories, a farm shop, a library, audio-visual department and necessary administrative area. At the College of Engineering the new teacher training department consisted of a cluster of four buildings, including ten shops, classrooms, tool rooms, administration, library, audio-visual facilities and other essential facilities.[2]

In 1961 Seoul Technical High School had been designated by the Ministry of Education and the United States Operations Mission as a demonstration school, the idea being that the limited number of United States technicians and the few well-trained shop

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[1] U.S. Department of State Airgram from Seoul, Korea, TOAID A-303, End of Tour Report, William M. Williams, Chief Education Advisor, September 4, 1964, pp. 2-11.

[2] Loc. cit.

instructors in Korea might concentrate on the shops of this school and demonstrate to all what a good vocational school should be. The first classes under the plan were enrolled in March 1961 and graduated in 1964. Employment of these boys was 100%. Furthermore the basic program ideas, curriculum, and shop organization plans developed in this demonstration school were adopted by other schools.

New Legislation for Reform in Vocational Education

Another important component of the vocational education program was the passage, on September 19, 1963, of the National Vocational Promotion Law, patterned on the United States Smith-Hughes Law and carefully developed and edited by the United States education advisors in cooperation with Ministry of Education officials. Successful lobbying for passage of Law Number 1404 was accomplished by the Korean Technical Education Association, a group of vocational school principals, founded with the help of United States education advisors.[1]

The promulgation of the new law opened the doors for organizing the kind of practical skill training in the technical schools that was essential to meet the industrial manpower skill training needs. This, in turn, created a rather intense awareness, on the part of the Ministry of Education and school administration of the need for the kind of practical skill training that would be developed in the new teacher training departments at Seoul National University.[2]

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[1] U.S. Department of State Airgram, TOAID A-303, loc. cit.

[2] Loc. cit.

The new National Vocational Education Advisory Committee composed of leading industrialists was organized by the Minister of Education. This committee was charged among other things to - "study and review - the content and improvement of method of teaching industrial education - the training of shop teachers and inservice teacher training programs" (Cabinet Decree Number 1329, June 1, 1963, Article 5). Article 13 of this decree required the establishment of provincial advisory committees charged with responsibilities equal, at the local level, to those of the national advisory committee. A law was also passed, to become effective as of January 1, 1964, which made the two new vocational education teacher training programs at Seoul National University tuition free.[1]

The Inplant Training Program was initiated through the efforts of the United States vocational education advisors. The purpose of the program was to have vocational school instructors work for three months in industry in order to gain practical skill and familiarize themselves with modern industrial processes. By September of 1964, 100 shop instructors had trained in the shops of 31 industrial plants. The program was adopted completely by the Ministry of Education, and became a regular administrative responsibility of the Vocational Education Section Chief of the Ministry of Education.[2]

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[1] U.S. Department of State Airgram, TOAID A-303, loc. cit.

[2] Loc. cit.

The United States education advisors encouraged the Ministry of Education to inaugurate a national skill contest among students of the 45 technical high schools, using men from industry and professors from colleges of engineering to set the contest rules and judge the results. Again cooperation between Korean industry and education was fostered, and the result of the first year was such that the Ministry of Education has adopted the activity as an annual affair and regularly budgeted for it. The first year the contest was held, the United States education advisors were gratified to see the boys from the demonstration technical high school (Seoul Technical High School) win 7 out of 9 first place awards in the contest, thus proving that by Korea's own standards, the modern shop methods introduced by the vocational education project were sound.[1]

Beginning in calendar year 1963 the Korean Government was advised that the vocational education program had to be phased out by the end of calendar year 1967. It was agreed that, henceforth, in addition to refining the work of the two demonstration schools (Seoul Technical High School and Suwon Agricultural High School) where the two new teacher-training departments would be developed activities would be directed to assisting the Ministry of Education in its process of revising the national vocational education system in terms of acceptable teaching and administrative procedures.[2]

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[1] U.S. Department of State Airgram, TOAID A-303, loc. cit.

[2] Loc. cit.

There were, at the opening of the 1963 school year, over 700 high school teachers assigned to teach skills in trade and industry shops. Most of these instructors were college or university graduates in such fields as mathematics, science, and civil engineering. Less than ten per cent had an experience in industry or instruction in methods of teaching. As many as sixty students were assigned to one shop instructor in such subjects as mechanical engineering (drafting, general machine shop, foundry, pattern making, sheet metal and welding), civil engineering (drafting, woodworking, surveying) electrical engineering and chemical engineering. Almost without exception, the student's goal was entrance into some college or university.[1]

Through the efforts of the vocational education project, provisions for meeting the following goals were included in the Korean Government's First Five-Year Plan for Technical Development and also in the Vocational Education Promotion Act of 1963:

a. Vocational Education programs to be terminal.

b. Skill training hours to be increased to 15 per week, plus 5 hours weekly of theory related directly to the skill training and 17 hours of academic subjects.

c. Each student to concentrate on skill training in one craft only, such as machine shop, auto shop, electronics, etc.

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[1] U.S. Department of State Airgram from Seoul, Korea. TOAID A-845, End of Tour Report of Lyle B. Pember, Chief Vocational Education Advisor dated January 4, 1965 pp: 8-13.

d. Not over 20 students per instructor in a shop.

e. Intensive in-service and pre-service teacher training requirements with emphasis on skills and industrial experience and supported by an adequate program of certification and salary schedule.

f. Skill training in terms of kind, quantity of students and quality of instruction to be governed by actual industrial and agricultural needs.

These represented radical changes in the structure and concept of the national system of vocational education.[1]

The Vocational Education Promotion Law of 1963 was permissive legislation. Provisions were made within the law, depending upon local interpretation, for the implementation of the kind of vocational education essential to the industrial manpower needs of the country. Some very careful "ground work" had to be carried out before the pertinent steps for implementation could be decreed. Needs and goods had to be clearly defined and uniformly understood. Distinctions had to be made between such areas as industrial arts education, vocational education, technical education, and engineering education. Provisions had to be made for converting the education system to meet realistically, the goals of the above four areas of instruction. Work had to be done on course content, selection of trainees, qualification of instructors, post school and out-of-school, in-service, and pre-service skill training, placement and

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[1]U.S. Department of State Airgram, TOAID A-845, loc. cit.

follow-up, and a system had to be devised for continuous evaluation and revision of course content in terms of prevailing manpower training needs. From 1965 to 1967 a Bureau of Vocational Education within the Ministry of Education was organized and staffed and beginnings were made on the development of a long term program of shop instructor certification and salary schedule.[1]

The United States education advisors encouraged the Ministry of Education to take the politically difficult task of devising a procedure for determining the validity of current vocational skill training schools with the aim of possibly eliminating or converting to other fields marginal programs and using the funds saved for upgrading the more effective ones. Other important steps were urged on the Ministry. They included: (a) setting up a procedure to be based upon proven demonstration school findings, for progressively providing quality instruction in all effective skill training, shop programs; (b) providing essential budget to meet minimum skill training instructional materials costs; (c) organizing a formal apprenticeship program as a follow-up on the national vocational education program training; and (d) organizing industrial arts program.[2]

The phase out of United States assistance to Korea's vocational schools did not mean that the United States educational advisors believed that Korean vocational education problems were solved. It was rather evidence that South Korea had developed to the point

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[1] U.S. Department of State Airgram, TOAID A-845, loc. cit.

[2] Loc. cit.

where it could afford to finance its own vocational education needs. Many problems still remained such as: (1) ineffective organization of and the lack of qualified vocational educators in the Ministry of Education to give necessary leadership; (2) the policy of the Ministry of Education of rotating administrative personnel periodically between key leadership positions; (3) the tendency of the Ministry of Education and provincial school superintendents to yield to political pressure regarding the establishment of new schools rather than being guided by a reasonably confirmed manpower need; (4) the lack of statistical data regarding manpower training needs; (5) the Confucian background of the general public regarding education for education's sake and for status above all other motivation; (6) the remaining tendency to use the vocational schools as a 'back door' entrance into engineering colleges; (7) the lack of coordination between the various national, local, provincial, public and private agencies in vocational training; (8) the lack of operational budget for shop practice in the vocational schools; and (9) the quantitative character of the national vocational education program which had almost doubled in number of schools and had more than tripled the number of students.[1]

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[1]U.S. Department of State Airgram, TOAID A-845, loc. cit.

Table 12 below illustrates this point especially compared to Table 9 on Korean vocational schools in 1952 on page 69.

TABLE 12

Republic of Korea Vocational Education Program[a]
1964

Type School	No. of* Schools	* Enrollees	No. of * Graduates	No. of * Employed**
Vocational Agriculture	118	45,059	8,431	1,829
Trade & Industry	43	38,239	9,041	2,193
Fisheries	13	3,630	597	117
Commercial (Distributive)	98	61,739	10,111	1,976
Comprehensive & Others	34	13,945	2,347	392
Totals	306	162,612	30,527	6,507

* MOE 1964 annual survey of education
**These graduates obtained employment within a year after graduation.

United States assistance had helped rebuild, expand and improve vocational training in Korean high schools to provide a source for training workers for Korea's industrial and agricultural development.

The program had sought to overcome the shortage of middle-level technicians by: (a) up-grading the quality of technical instruction in existing schools; (b) improving facilities for such instruction; (c) assuring a continuing supply of competent teachers; and (d) re-orienting educators at individual schools, as well as at national

[a]U.S. Department of State Airgram, TOAID A-845, loc. cit.

and provincial levels. Particular emphasis had been made on curriculum revision for the shop teacher training demonstration centers at Seoul Technical High School and Suwon Agricultural High School.

The project had rebuilt and equipped sixty shops in twenty-seven technical high schools. Agriculture high schools in twenty-two locations and seven fisheries high schools had also received better equipment. Over seventy Korean vocational educators and school administrators had been trained in the United States. Institutional changes and improved administrative procedures had developed to the point by fiscal year 1967 that the Republic of Korea could thereafter assume the major responsibility for carrying on the vocational education program.

World Bank Makes $14.8 Million Loan for Vocational Education in Korea

There is a sequel to the story of the United States aid to Korean vocational education. In the spring of 1969, the International Development Association, an affiliate of the World Bank, approved a credit equivalent to $14.8 million to upgrade and expand technical and vocational education in Korea's secondary and post-secondary institutions. The purpose of the loan is to achieve a greater output of suitably trained graduates to help fill the needs of Korea's growing commerce and industry, where progress has already outstripped the supply of skilled manpower.[1]

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[1] International Development Association, $14.8 Million Credit for Education in Korea (International Development Association Press Release Number 69/20, Washington, D. C.: May 28, 1969), pp. 1-2.

The loan project will support the Korean Government's drive to alleviate manpower shortages by improving selected schools and colleges. The loan will affect thirty-two schools and four university departments permitting a combined increase in enrollment from 27,820 to 36,340 by 1974. Emphasis will be on new equipment and facilities for teaching agricultural, commercial, scientific and industrial subjects. Of the nine technical high schools included, three will be replaced entirely. The other six will be extended and improved, along with two comprehensive, seven agricultural, five agricultural-technical and four commercial secondary schools. Four post-secondary technical schools and one agricultural school and Seoul National University's Agricultural Education Department will also be enlarged and re-equipped, while new equipment along will be purchased for the science teacher training department of Seoul, Kyungpuk, and Kongju national universities. Three of the higher technical schools will provide teacher training. A number of foreign specialists will be required to support agricultural and technical education. This has been included in the project, along with fellowships to allow some of the schools' teaching staffs to broaden their experience overseas.[1]

The project is scheduled for completion in five years at a total estimated cost equivalent to $26.8 million. A special project unit to be set up in the Ministry of Education will be responsible for its execution.[2]

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[1] International Development Association, loc. cit.

[2] Loc. cit.

The $14.8 million International Development Association credit, equivalent to the foreign exchange cost of the project, will be extended to the Republic of Korea for a term of 50 years, including a ten-year grace period. It will be interest free, but a service charge of 3/4 of 1 per cent per annum will be made to cover administrative expenses. The United Nations Educational, Scientific and Cultural Organization (UNESCO) assisted in the identification and preparation of the project. The Food and Agriculture Organization of the United Nations (FAO) participated in its appraisal. This was done under a cooperative program between the United Nations and the International Bank for Reconstruction and Development.[1]

Survey of Secondary Education

In 1961 the United States educators in Korea believed that a planned national survey would be a very significant development in Korean secondary education.[2]

The survey was to be supported by counterpart funds totaling $25,000. It was to examine the suitability of the complex organization of academic, technical, commercial, fisheries, and agriculture high schools to meet present day needs. The social and economic needs of Korea as related to secondary education were to be studied. It was anticipated that recommendations would be

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[1] International Development Association, loc. cit.

[2] William M. Williams, letter, loc. cit.

made on all phases of secondary education. This was to make possible the development of a long needed plan for vocational education training in the high schools. The National Survey of Secondary Education of Korea was conducted from January 1961 to May 1962 by the staff of the Central Education Research Institute.[1]

The survey covered all areas of educational activities in the secondary school such as administration, curriculum; student guidance, finance, and facilities. To conduct this survey, the staff of the institute visited 144 secondary schools, including forty-three middle schools (4 per cent of all such schools), thirty-six academic high schools (10 per cent of all such schools), nineteen agricultural high schools (15 per cent of all such schools), eighteen technical high schools (44.4 per cent of all such schools), twenty-one commercial high schools (23.9 per cent of all such schools), and seven fishery and marine high schools (53 per cent of all such schools). Approximately 30,000 students in these schools were studied. In the survey of vocational education, 3.000 business enterprises of many types were sampled. The survey staff visited fifteen communities with various characteristics where interviews with numerous types of people in the community were conducted.[2]

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[1] Central Education Research Institute, Summary Report on the National Survey of Secondary Education conducted by the Ministry of Education, Central Education Research Institute, United States Operations Mission and Peabody Education Mission, (Seoul, Korea: USOM May 1962), pp. 1-58.

[2] Loc. cit.

The findings and recommendations were published in two forms: a general report in the Korean language which covered the details of statistical data, records, and observations upon which the summary of results and recommendations were based; and two types of summary reports, one in Korean and one in English, which summarized the essential information and all recommendations made in the general report. These reports were available for use in the formulation of educational policy for secondary schools by Korean government officials and school administrators and by the United States education advisors.[1]

The findings and recommendations of the survey were grouped under the headings: A. Establishment and Consolidation of the Secondary School; B. Supervisory Activities; C. The Instructional Program; D. Instructional Practice; E. Extra-curricular Activities; F. Education for Practical Experience; G. Education for Vocational Preparation; H. Planning and Organization for Guidance Activities; I. Direction, Guidance, and Teacher Education; K. School Plant, Educational Equipment; M. Developing a Close Relationship Between School and Community; and N. Educational Expenses. There were 100 recommendations in all.[2]

The report confirmed what any professional observer of the Korean secondary education scene could surmise by brief observation. The recommendations could have been written by the American education

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[1] Central Education Research Institute, Summary Report on the National Survey of Secondary Education. Loc. cit.

[2] Loc. cit.

advisors. The survey provided a repository of facts to support the need for changes in Korean secondary education, but it gave no clue to the problem of how the changes could be financed or how the hard political decisions could be made if the changes were to take place. In short, the survey was just another study and it did not turn out to be the significant development that was to light the way toward improving Korean secondary education for which the American education advisors had hoped.[1]

Science Education

United States assistance to Korean secondary education embraced an additional activity in fiscal year 1965. Approximately $50,000 was provided to improve science education at the high school level and for the preparation of teachers for the teaching of science and technology. The moral and cultural traditions of Korea had tended to elevate literary and artistic efforts and have not spurred the progress of science and the technology. But with the emphasis of Korea's national planners on industrial and technological improvement, a readiness existed to move science teaching and learning out of a stage which "merely studied the history of science" into active involvement in data gathering, hypothesis making, and genuine problem solving. In short, the program sought to demonstrate to Koreans the

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[1] William A. Williams, letter, loc. cit.

importance of the inquiring mind and the willingness to act on facts and not on fancies.[1]

Summary

In summary, in the years 1956 - 1966 the United States provided $5.3 million plus the equivalent of $2.5 million in counterpart hwan to support efforts to assist Korean secondary schools. Over ninety per cent of this assistance went to vocational education. In addition to the appropriated dollars for aid to Korean schools since 1956, the United States vocational educators had scheduled, ordered, received, and helped to install over one million dollars worth of military excess property - equipment, hand tools, etc., to help make up the nearly 3.5 thousand vocational educational skill training work stations (not including farm shop stations). By the close of 1964 over ninety per cent of this plus the direct Agency for International Development purchased equipment was in place and serving the individual training stations from 3 to 12 hours per school day. Students work stations in the aided technical high schools had increased from 1,041 to 3,445 by 1964. These work stations provided a training station, adequately equipped, spread among 8 basic industrial trades. Used once, twice, or three times per day by students for a four-hour period, these work stations could

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[1] U.S. Department of State, Agency for International Development, 1968 Korea Project Budget Submission, E-1 Document: "Education Policy and Planning - Project Number 489-11-680-650" (Seoul, Korea: USAID August 1966) pp. 178.

accommodate from 3,445 to 10,335 trainees, depending upon the number of hours they were utilized each day.[1]

At first, United States aid was directed toward rehabilitation of war damaged facilities in the technical high schools. During the years 1956 to 1960 the big problem faced by the United States in aiding Korean vocational schools was that of securing the American staff to properly spend the funds provided. In 1961 the staff that was on hand was reduced. Out of necessity the United States effort was then concentrated largely on one school, Seoul Technical High School. Later the United States aid was directed toward improving the quality of the offerings of Korean high schools. Unfortunately, there are no quantitative measures that will reflect the improvement of this quality.

While the problems facing Korea's secondary schools remained to a large extent the same as they had been on the eve of the Korean War, United States efforts had accomplished much. Physical rehabilitation of war damaged vocational schools had been completed. Two demonstration schools, at Seoul Technical High School and Suwon Agricultural High School, had been brought to the level where the Republic of Korea was able to assume the responsibility for continuing the development. Two vocational teacher training departments at Seoul National University had been organized, developed and were functioning. Guidance had been provided to the

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[1] U.S. Department of State Airgram TOAID A-845, loc. cit.

Republic of Korea on improvement of vocational education curriculum and teaching methods and on how vocational education should be organized and administered. The Vocational Education Promotion Law of 1964 had been passed which provided a reasonable foundation for the development of vocational education. The United States had sponsored and financed carefully planned training programs in the United States and third countries for 82 secondary and vocational teachers and administrators. Two pilot demonstration comprehensive high schools had been organized, developed and were functioning and assistance had been given to the establishment of three other comprehensive high schools.

Assistance had been provided to conduct a survey of the whole field of secondary education in the hopes that the findings would lead to reorganization and reform. Assistance had been provided to improve science instruction in the high schools.[1]

At the close of this decade of United States assistance to Korean secondary education the American education advisors recognized that major changes in Korean concepts of the importance and dignity of working with both the mind and hands would be required if Korean secondary schools were to provide an adequate supply of trained citizens to meet Korean manpower needs. In this the United States could only point the way.

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[1] Ministry of Education, Republic of Korea, Vocational Education and Your Future -- The Korean National Ministry of Education - U.S. Operations Mission Cooperative Vocational Education Project 1956-1966 (Seoul, Korea: USAID October 1966) pp. 1.

CHAPTER V

HIGHER EDUCATION

Introduction

Three important functions of modern higher education are: (1) providing a liberal education in the arts and sciences; (2) training for the professions; and (3) advancing research and increasing the sum of human knowledge. A fourth important function of the university is to be an instrument for community service by providing a further education for adults. This fourth function involves work reaching out beyond the walls of the university.

Higher Education in Korea prior to the Japanese occupation, with the exception of educating government officials and teachers in the Confucian style, addressed to some degree only the first listed function. For many years, higher learning in Korea was a closely guarded commodity with little connection with education for life. The learned men looked to China for scholarship and lived remote and apart from the stream of life on the Korean peninsula. The scholar looked with disdain on the simplified Korean alphabet as it was likely to popularize reading and writing. This would cause him to lose his privileged and esoteric position.

The Japanese occupation altered this hermit-like approach to higher education. The Imperial University was established in Seoul with some excellent buildings for its colleges. The percentage of Koreans allowed entry was, however, very small and those Koreans who were admitted to this university were carefully chosen to avoid giving training in leadership to men of nationalistic leanings.[1]

The oldest established university in Korea was Chosen Christian University, now known as Yonsei University. Ewha Women's College now Ewha Women's University was another early missionary college.[2]

Since to a certain extent, missionary colleges were left to themselves by the Japanese and since Koreans regarded public schools as detrimental to the attainment of national independence, they favored the missionary schools during the occupation period. Here in these institutions the flame of Korean nationalism burned and was not extinguished during the Japanese occupation. It is remarkable how many of Korea's leaders since independence received their university education from these institutions.[3]

In view of the rising nationalism growing out of the missionary schools, the Japanese in 1915 began to take oppressive measures against these schools. The Japanese language was required of all teachers and religious education was banned. During World War II many private schools were forced to close.[4]

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[1]UNESCO, op. cit., p. 69.

[2]Chung Tae-shi, op. cit., pp. 16-19

[3]Loc. cit.

[4]Loc. cit.

Korean university life from independence to the outbreak of the Korean War in 1950 meant for the student merely a matter of attending lectures and the modest aquisition of knowledge in many different and not well integrated subjects. Little thought was given to the practical tasks of modern life or to creative cultural interests. With the liberation in 1945 the Imperial University in Seoul had its name changed at once to Seoul National University,and the number of its colleges was increased. A number of national and provincial universities and colleges were established in the provinces and privately owned colleges quickly made their appearance. Very little consideration was given to the question as to whether some of these new establishments were really needed.[1]

With the invasion by the North Koreans in 1950, practically all of the universities and colleges located in Seoul or nearby were evacuated - in most cases to Pusan - and these institutions continued there to produce in large numbers graduates who received nothing but classroom instruction in very makeshift accommodations. For various reasons the number of students enrolled in these establishments steadily increased. Other universities and colleges in the provinces were in similar temporary accommodations as their buildings in almost all cases were taken over by the UN forces.[2]

The enrollment at Korean universities and degree-granting colleges rapidly increased and at the close of the war exceeded 30,000. The Ministry of Education gave each college an authorized

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[1]UNESCO, op. cit., pp. 156-157

[2]Loc. cit.

number of students. At that time this amounted to 32,530 in literary subjects and to 22,450 in science and technology - a total of 54,980.[1]

Little thought was given in the allotment of these numbers to the unlikelihood of Korea's economy being able to absorb so many graduates. Korea was very short of men and still more of women trained or in training in medicine, or nursing or with a satisfactory knowledge of science and technology. However, by 1952 there were plenty of book-trained graduates, many of which found it very difficult to get employment in what they regarded as a suitable capacity. A comparison with Great Britain at that date has been made and the Republic of Korea, a predominately agrarian country, had for her population the same university membership as Great Britain, an industrial nation with a colonial empire which required many graduates. It was quite certain that many undergraduates joined Korean universities as a means of postponing call-up for the army.[2]

A considerable problem in any reform of Korea's universities was caused by the large number of privately established degree-granting colleges. These mainly had been founded since 1945 and in most cases provided training in literary subjects only. The existence of these colleges explains the reasons why the enrollment of students in literary subjects in the universities and colleges of the Republic of Korea far exceeded the enrollment of those in science and technology.[3]

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[1]UNESCO, ibid., pp. 70-71.

[2]Ibid., pp. 158-159

[3]Loc cit.

The total staff at the Ministry of Education in 1952 responsible for the administration of university affairs was three, so that effective supervision and coordination of the various colleges was negligible. It was expected that students attend sixty-six per cent of the lectures in the various courses, but there was little or no attempt to implement this. When someone visited these degree-granting colleges they invariably found not only that the numbers attending the lectures were far smaller than the enrollment but in many cases the total lecture-room accommodation itself was far below the enrollment. In one recorded case the number of students attending at 10 o'clock in the morning at a college with an enrollment of several hundred was exactly eighteen.[1]

Proposals had already been made in 1952 for some grouping of colleges. One proposal was that there should be in addition to the national university at Seoul a provincial university in every province. In one or two cases the merging of colleges into universities had taken place. Severance Medical College, for example, merged with Chosen Christian University (Yonsei University). Korea's university system was recognized in 1952 as being urgently in need of reform with emphasis placed on quality rather than quantity. At Seoul National University, for example, applicants for admission in 1952 were far in excess of vacancies. Many of the unsuccessful candidates, some at least not suitable to benefit from a university education, then obtained admission to other colleges whose

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[1]UNESCO, loc. cit.

by United Nations or Republic of Korea forces. At Taegu the university buildings became the headquarters of the Korean Communications Zone. There was hardly a single college or school building in that city that remained in use for academic purposes.[1]

A list of the universities and colleges in 1952 with the number of students and the subjects of instruction is shown on Table 13 that follows. It should be noted that apart from the Ewha Women's University and the Sukmyong Women's College, the number of women students was practically negligible. Also in some of the private institutions the ratio of students to faculty was very large. In these colleges there were many part-time peripatetic instructors who moved between the colleges.[2]

The total number of students in Korean universities in August 1952 was 33,542. Of these 3,958 were women. The full time teaching staff totaled 1,220. The total number of students was reported as representing a considerable increase over the previous year. This means that the number of college students was increasing in spite of the difficult conditions under which higher education was working.[3]

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[1]UNESCO, ibid., pp. 69-70.

[2]Ibid., pp. 109-111.

[3]Loc. cit.

entry requirements were much less stringent. The fact that army call-up was thereby postponed for some years constituted a further inducement.[1]

In 1952 institutions of higher learning in Korea consisted of five national and three private universities, four public and twenty-one private independent colleges and one public and eight private junior colleges. Thus, there were forty-two instutions of higher learning of which thirty-six were degree-granting institutions.[2]

Until the outbreak of the Korean War in 1950 the greatest concentration of university students in Korea was in Seoul. Seoul National University with its eight constituent colleges was situated there in very fine buildings. The Chosen Christian University, now Yonsei University, the oldest Korean University was also established there on a fine campus as was the Ewha Women's University. In addition to these, there were five other colleges in Seoul. Degrees in these five colleges were in literary subjects such as the liberal arts, law, and commerce. Facilties for science teaching and for technology were very limited. As stated previously, the institutions of higher learning in Seoul all evacuated south mainly to Pusan as the North Korean invasion approached the capital in 1950. Universities and colleges in other cities and towns were all in very much the same condition. Many of their buildings were destroyed and where they were not damaged by the war they were invariably occupied

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[1]UNESCO, loc. cit.

[2]Ibid., pp. 109-111.

TABLE 13

KOREAN HIGHER EDUCATIONAL INSTITUTIONS in 1952[a]

Name of Institution	Location: Permanent	Location: During War	Curriculum	Authorized Number of Students
		UNIVERSITIES		
Chunpuk University	Chonju	Chonju	Literary	1,260
			Science	1,550
Engineering College	Iri	Iri	Science	640
Agricultural College	Iri	Iri	Science	560
Literature and Scientific College	Chonju	Chonju	Literary	380
			Science	240
Law College	Chonju	Chonju	Literary	320
Commercial College	Kunsan	Kunsan	Literary	560
Chunnam University	Kwangju	Kwangju	Literary	1,100
			Science	2,020
Engineering College	Kwangju	Kwangju	Science	640
Agricultural College	Kwangju	Kwangju	Science	560
Literature and Scientific College	Kwangju	Kwangju	Literary	400
			Science	240
Commercial College	Mokpo	Mokpo	Literary	600
Medical College	Kwangju	Kwangju	Science	580
Graduate School	Kwangju	Kwangju	Literary	100
Choongnam University	Taejon	Taejon	Literary	800
			Science	1,000
Literature and Science College	Taejon	Taejon	Literary	800
			Science	360
Agricultural College	Taejon	Taejon	Science	320
Engineering College	Taejon	Taejon	Science	320
Kyungpuk University	Taegu	Taegu	Literary	1,840
			Science	2,060
Agricultural College	Taegu	Taegu	Science	560
Literature and Scientific College	Taegu	Taegu	Literary	400
			Science	340
Law and Politics College	Taegu	Taegu	Literary	720
Normal College	Taegu	Taegu	Literary	720
			Science	680
Medical College	Taegu	Taegu	Science	480

Table 13 Continued

Name of Institution	Location: Permanent	Location: During War	Curriculum	Authorized Number of Students
Seoul National University	Seoul	Pusan	Literary	5,120
			Science	5,940
Engineering College	Near Seoul	Pusan	Science	1,500
Agricultural College	Suwon	Suwon	Science	1,000
Veterinary College	Seoul	Pusan	Science	320
Literature and Science College	Seoul	Pusan	Literary	1,260
			Science	700
Law College	Seoul	Pusan	Literary	1,200
Commercial College	Seoul	Pusan	Literary	1,200
Normal College	Seoul	Pusan	Literary	800
			Science	840
Pharmaceutical College	Seoul	Pusan	Science	480
Art College	Seoul	Pusan	Literary	360
Art College Musical Department	Seoul	Pusan	Literary	300
Medical College	Seoul	Pusan	Science	480
Dental College	Seoul	Pusan	Science	380
Graduate College	Seoul	Pusan	Science	240
Chosen Christian University (Yonsei)	Seoul	Pusan	Literary	1,560
			Science	950
Literature College	Seoul	Pusan	Literary	1,000
Commercial and Economics College	Seoul	Pusan	Literary	400
Science and Engineering College	Seoul	Pusan	Science	950
Theological College	Seoul	Pusan	Literary	160
Ewha Women's University	Seoul	Pusan	Science	1,280
			Literary	1,850
Literature and Science College	Seoul	Pusan	Science	500
			Literary	300
College of Fine Arts	Seoul	Pusan	Literary	300
Medical and Pharmaceutical College	Seoul	Pusan	Science	500
Normal College	Seoul	Pusan	Literary	680
			Science	280
Law and Politics College	Seoul	Pusan	Literary	400
Graduate School	Seoul	Pusan	Literary	170

Table 13 Continued

Name of Institution	Location: Permanent	Location: During War	Curriculum	Authorized Number of Students
Korea University	Seoul	Taegu	Literary	1,440
			Science	160
Literature College	Seoul	Taegu	Literary	380
Political College	Seoul	Taegu	Literary	380
Economics and Commercial College	Seoul	Taegu	Literary	480
Agricultural College	Seoul	Taegu	Science	160
Graduate School	Seoul	Taegu	Literary	200
TOTAL UNIVERSITY			Literary	14,970
			Science	14,750
COLLEGES				
National College of Fisheries	Pusan	Pusan	Literary	240
			Science	540
Pusan College	Pusan	Pusan	Literary	1,200
			Science	300
Chunchon Agricultural College	Chunchon	Wonju	Science	480
Tongkuk College	Seoul	Pusan	Literary	920
			Science	460
Songkyun Kwan College	Seoul	Seoul	Literary	1,320
Chungyang College	Seoul	Pusan	Literary	1,280
Songsin College	Seoul	Pusan	Literary	120
Tankuk College	Seoul	Pusan	Literary	105
			Science	240
Kukhak College	Seoul	Taejon	Literary	800
Sukmyong Women's College	Seoul	Pusan	Literary	430
			Science	320
Kuk Min College	Seoul	Pusan	Literary	720
Hac In College	Kyopchon, Kyong-nam	Kyopchon, Kyong-nam	Literary	760
Han Kuk College	Seoul	Cheju	Literary	560
Han Kuk Theological College	Seoul	Pusan	Literary	420
Politics College	Seoul	Pusan	Literary	1,470
Hong Ik College	Seoul	Pusan	Literary	960
Severence Medical College	Seoul	Seoul	Science	380
Seoul Women's Medical College	Seoul	Pusan	Science	480
Han Yang Engineering College	Seoul	Pusan	Science	1,200
Tong Dok Women's College	Seoul	Pusan	Literary	480
			Science	240
Tok Song Women's College	Seoul	Pusan	Literary	240
			Science	240

Table 13 Continued

Name of Institution	Location: Permanent	Location: During War	Curriculum	Authorized Number of Students
Chosun College	Kwangju	Kwangju	Literary	760
			Science	480
Tonga College	Pusan	Pusan	Literary	685
			Science	320
Chongju College	Chongju	Chongju	Literary	600
Chong Ku College	Taegu	Taegu	Literary	440
			Science	320
TOTAL COLLEGE			Literary	14,560
			Science	6,000
JUNIOR COLLEGES				
Kongju Normal College	Kongju	Kongju	Literary	100
			Science	200
Chinju Agricultural Junior College	Chinju	Chinju	Science	320
Chongju Junior Agricultural College	Chongju	Chongju	Science	240
Sinhung Junior College	Seoul	Pusan	Literary	400
Chosun Junior College	Kwangju	Kwangju	Literary	80
			Science	640
Hyo Sung Women's Junior College	Taegu	Taegu	Literary	100
			Science	200
Won Kwang Junior College	Iksan, Chonpuk	Iksan, Chonpuk	Literary	100
Cheju Junior College	Cheju	Cheju	Literary	280
			Science	80
Kun Hwa Women's Junior	Seoul	Seoul	Literary	240
			Science	20
TOTAL JUNIOR COLLEGE			Literary	1,300
			Science	1,700
GRAND TOTAL			Literary	32,530
			Science	22,450

[a]UNESCO, loc. cit.

Administration of Korean Higher Education in 1952

Korean universities and colleges were rigidly controlled by the Ministry of Education and there was little autonomy. The curriculum was prescribed. The Ministry of Education was expected to establish standards for the various colleges but there is little evidence that this has ever been done. There was no system by the Ministry to ascertain whether there was compliance with the many regulations. The length of the courses laid down by the Ministry of Education were for junior colleges: two years; college or university: four to six years; graduate school: three years. Completion of high school or normal school was the matriculation requirement for a university or college.[1]

Degrees consisted of Bachelor of Arts, Expert, Doctor and Honorary Doctor. The first two degrees were conferred in fine arts, music, literature, law, political science, economics, commercial science, physical science, technology, medicine, dental medicine, pharmaceutics, agriculture and veterinary medicine. Before the degree of a doctor or honorary doctor was conferred, approval of the Ministry of Education was required. A thesis was required for degrees higher than bachelor.[2]

The President of Seoul National University and the Presidents of the three national-provincial universities were appointed by the President of the Republic of Korea. The staff of universities were actually chosen by the Minister of Education. The staffs of the privately-owned universities and colleges were appointed by their

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[1]UNESCO, ibid., pp. 70-71

[2]Loc. cit.

own governing bodies in accordance with the individual university or college regulations. There was no age limit for retirement of teaching staff and no pension scheme. The head of the national universities could recommend dismissal, which was then done by the President on the recommendation of the Minister of Education.[1]

In 1952 because of the long period under Japanese control and the war, the professional preparation of the staff at all universities and colleges left much to be desired. The shortage of books was acute at all the universities particularly in scientific and technical subjects. In these subjects the staff was entirely cut off from modern information as no foreign scientific journals had reached Korea for over 10 years. The professional staff was out of touch with science and technology. Most books that existed were in Japanese. In many scientific and technical subjects no books in Korean existed in any shape or form for students at the university or high school levels. Students had to depend entirely on lecture notes and occasionally on mimeographed notes provided for a fee by more imaginative professors.[2]

One or two of the universities had very small science laboratories. The actual use of these by students was very slight.

Higher Education Curriculum

Liberal arts and science colleges existed in the larger universities. In the smaller universities the liberal arts subjects were taught for the first degree. In some of the colleges there was no science teaching at all. As the teaching on the literary side

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[1]UNESCO, loc. cit.

[2]Loc. cit.

involved little or no physical equipment, the teaching in these subjects suffered less than in many others because it was possible to carry on during the war in very much the same way as formerly. The main loss suffered by the literary subjects was the loss in whole or in part of the university or college library.[1]

The study of English was usually compulsory, but other languages could be chosen. In the language section in addition to Korean the main languages taught were English, Chinese, French, and German. Japanese was not permitted. Other main literary subjects included history (Korean and world history), geography, sociology, philosophy, and psychology. Science subjects included mathematics, physics, chemistry, geology, biology, and meteorology. Mathematics was included under science. In those colleges in which science was taught there was also pre-medical training.[2]

In 1952 the teaching of science was one of the major weaknesses in Korean higher education. Laboratories were almost non-existent. Even when laboratories existed the use of them was slight and the absence of essential reagents and satisfactory means of heating flasks, and test tubes, prevented any serious practical chemistry. In biology the dearth of such essential equipment as microscopes had a similar effect. Textbooks in Korean in many branches of science did not exist; technological subject, also suffered from this weakness.[3]

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[1]UNESCO, ibid., pp. 71-77

[2]Loc. cit.

[3]Loc. cit.

Agriculture

Before liberation from Japan in 1945 there was only one agricultural college in South Korea. It was situated at Suwon, the capital city of Kyonggi Do about 20 miles south of Seoul. By 1952 there were six agricultural colleges of full degree-granting status: the College of Agriculture of Seoul National University at Suwon; Choongnam University, Taejon; Chunpuk University, Iri; Chunnam University, Kwangju; Kyungpuk University, Taegu; Chunchon College, Wonju; and two junior agricultural colleges; Chongju Junior College, Chongju; Chinju Junior College, Chinju.[1]

The College of Agriculture of Seoul National University was much the largest. It had its original buildings but these were very much knocked about by war action and only about thirty per cent useable. The residential quarters were completely destroyed. The laboratories and library had been destroyed and no laboratory work could be done, but some field work was undertaken. The courses were for the Bachelor of Agriculture degree but it was hoped later to have students for masters' and doctors' degrees. By 1952 the colleges had a considerable amount of agricultural land and some forest land, and also a fair amount of livestock. The most fortunate of the agricultural colleges was at Iri, the college attached to Chunpuk University in the province of Cholla Pukdo. This college was started about 1947 and there had been no destruction of the main buildings. They had 600 students and thirty-four teachers. In 1952 quite good outdoor laboratory work was being done.[2]

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[1]UNESCO, loc. cit.

[2]Loc. cit.

At all the six degree-granting colleges the subjects taught included agriculture, forestry, zoology, agricultural chemistry, agricultural economics, and biology.[1]

At Suwon alone, some 120 graduates a year were being trained. It was stated that the majority of these hoped to gain state employment, either in teaching or in agricultural administration, and that relatively few of the students contempleted actual farming. The reason for this was that the farm units were so small that they did not provide a sufficient standard of living to satisfy college graduates.[2]

At all these colleges, books were in short supply. Books in Korean dealing with agricultural subjects were almost non-existent.[3]

Commerce

In 1952, Commercial colleges in the Republic of Korea included the following: College of Seoul National University, Mokpo Commercial College (Cholla Namdo University), Mokpo Commercial Department, Chongju College (Chungchong Pukdo), Chongju Commercial Department of Chungju Junior College, Chungju.[4]

Chongju College was a private degree-granting college founded by a private corporation in 1946, and there was a commerce and law department so that degrees were granted both as Bachelor of Commerce and Bachelor of Law.[5]

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[1]UNESCO, loc. cit.

[2]Loc. cit.

[3]Loc. cit.

[4]Loc. cit.

[5]Loc. cit.

The college at Mokpo was the only constituent college of the Cholla Namdo University outside the provincial capital of Kwangju. It had been newly started but when in full action it was intended to have 350 students. The Commercial College of Seoul National University was much the largest with an authorized enrollment of 1,200 students. At this college there was a Department of Commerce and a Department of Economics. Compulsory subjects for both departments for general education included Korean language and history, English, principles of law, mathematics, statistics, and natural science. Compulsory subjects for both departments included economics, logic, a second foreign language and bookkeeping.[1]

The subjects taught covered a wide range well suited for careers in commerce and general business. At Chongju College the majority of the students went into teaching after graduation and a normal college course was included in their programs.[2]

Books in some of these colleges were in fair supply and in others the situation was the opposite. At Chongju there was a library of 4,000 books of which about 1,000 were in English. At Mokpo there were hardly any books at all even through they had 3,000 before the war. The Commercial College of the Seoul National University was damaged, and most of the books were lost.[3]

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[1]UNESCO, loc. cit.

[2]Loc. cit.

[3]Loc. cit.

Engineering

In 1952, Engineering colleges were integral parts of the following universities in Korea: Seoul National University, Chunpuk University at Chongju, Chunnam University at Kwangju, and Chosen Christian University. In none of these cases was the original building available and the academic work was almost entirely confined to classroom teaching with the addition of some practical work.[1]

The Engineering College at Seoul National University was by far the largest of these. In 1952 it was located in Pusan in very cramped temporary buildings. It had a full time teaching staff of fifty with a total of 1,069 students.[2]

The subjects taught at Seoul National University College of Engineering included civil engineering, archetecture, electrical engineering, chemical engineering, mechanical engineering, aeronautical engineering, sanitary engineering, mining and metallurgy.[3]

The college had many of its original professors and teachers who had been evacuated from Seoul with the university. The large variation of engineering subjects was adequately covered by the staff. At the other engineering colleges it was reported that the subjects were less comprehensive and the staff far less experienced.[4]

Hangyang was an independent degree-granting college. It claimed to teach students in electrical, mechanical, chemical, and civil

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[1] UNESCO, loc. cit.

[2] Loc. cit.

[3] Loc. cit.

[4] Loc. cit.

engineering, as well as in mining and architecture. There was no equipment. Chosen Christian University had a small department in chemical engineering and a small department in electrical engineering.[1]

Hardly any laboratory work was done at any of the colleges but there was a certain amount of engineering drawing attempted. Otherwise all the study was confined to academic classroom teaching. There were 30,000 books in the engineering library at Seoul at the outbreak of the Korean War, mostly in Japanese, but practically no books at the Pusan site. No libraries of any size existed at the other universities. Moreover, apart from surveying, there were no printed books in the Korean language dealing with the main subjects of study so that the students had to depend almost entirely on their own notes taken at the lectures. Some of the more enthusiastic lecturers did provide mimeographed notes dealing with the various subjects. Furthermore, the professors and lecturers had little chance to keep up with modern technique in their professions because since 1941 no foreign scientific or technical journals of any sort had reached Korea. Such journals were urgently needed as well as foreign reference and textbooks.[2]

Under such conditions with merely academic training, and that for the most part by teachers who were themselves only academically trained, it was quite impossible to provide satisfactory professional training for engineers in any of the branches.[3]

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[1]UNESCO, loc. cit.

[2]Loc. cit.

[3]Loc. cit.

National Fisheries College

The Korean National College of Fisheries was founded in 1941 by the Japanese. Korean students were severely restricted. There were only 32 Korean graduates in the first four years. The buildings near Pusan were taken over in 1950 by United Nations forces. The college was housed in temporary buildings near the harbor of Pusan. The fisheries course was for four years leading to a B.Sc. in fisheries. Requirements were 180 credits and an accepted thesis. The curriculum included oceanography, marine biology, meteorology, fishery economics, fishery technique and marine resources.[1]

Fine Arts and Music

In 1952 two colleges in Korea, one at the Seoul National University and the other at Ewha Women's University offered programs in Fine Arts and Music. In addition at Sukmyong Women's College, a degree-granting institution for women, there was a small Fine Arts and Music Department. The subjects taught were much the same at these three institutions. In music, in addition to English and one other foreign language, harmony and counterpoint were taught together with singing, ear training, appreciation, and the history of music. In fine arts, in addition to English and one other language, painting, designing, history of art, and art appreciation were taught. In addition at Seoul National University the students did sculpture.[2]

Law

In 1952 Law colleges existed as specific colleges at Seoul National University, Chunpuk University (Cholla Pukdo), in Kyungpuk University (Kyongsang Pukdo), and in Ewha Women's University. In

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[1]UNESCO, loc. cit.

[2]Loc. cit.

addition law was taught in some form in most of the remaining colleges sometimes in association with commerce as a combined subject; At Seoul the college was organized into two departments, that of law and that of administration. Both departments had certain common compulsory subjects, including Korean, one other foreign language and simple instruction in philosophy, natural science and economics. Compulsory subjects for the Department of Law involved twelve different branches comprising the study of law in all its aspects. Compulsory subject in the Department of Administration included seven branches of law together with political science, further economics and the study of systems of government. In both branches there was a wide range of subjects which students elected to take to obtain the necessary credits for a degree. In both branches these amounted to twenty-one options. The subjects that a student had to take in either branch were so numerous that it would have been impossible to obtain much depth in any specific subject.[1]

Medicine, Dentistry, and Pharmacy

Table 14 that follows shows the Medical, Dental and Pharmacy Colleges in 1952. The college in Kwangju was the only one that could operate in its normal location during and immediately after the war. The other colleges had to carry on in temporary accommodations which provided little more than classrooms. Hospitals were in all cases available for teaching purposes but there were no facilities for any human anatomy programs (morgues, etc.).[2]

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[1]UNESCO, loc. cit.

[2]Loc. cit.

The Seoul National University Medical School had a small clinical hospital of its own in Pusan and used four other hospitals in the city. The staff then included twenty professors, eight associate professors and twenty-two assistant professors, but many of the staff were on leave of absence on military service. Before the war there were 90,000 books in the library in Seoul. Only 2,000 of these could be used in Pusan owing to the lack of space and accommodation.[1]

TABLE 14

MEDICAL, DENTAL AND PHARMACY COLLEGES IN KOREA IN 1952 [a]

	Location		Enrollment October 1952	
	Permanent	During War	Male	Female
Seoul National University Medical College	Seoul	Pusan	444	
Seoul National University Dental College	Seoul	Pusan	280	
Seoul National University Pharmacy College	Seoul	Pusan	294	
Chunnam University Medical College (Cholla Namdo)	Kwangju	Kwangju	530	
Kyungpuk University Medical College (Kyong-sang Pukto)	Taegu	Taegu	397	
Ewha Women's University	Seoul	Pusan		411 [b]
Severance Union Medical College (later became part of Yonsei University)	Seoul	Seoul	79	
Seoul Women's Medical College	Seoul	Pusan Seoul Kwangju Severance		225

[1] UNESCO, loc. cit.

[a] Loc. cit.

[b] Medical 134, pharmacy 277

Ewha Women's University had similar shortages. A small clinic was constructed in Pusan where useful work both in respect to teaching and to medical aid was done.[1]

Severance Medical College had affiliations with Chosen Christian University and proposals had been made to merge the two institutions. As an initial step pre-medical courses were added to the curriculum undertaken by the College of Science and Engineering at Chosen Christian University in May of 1949. In October 1952 this pre-medical course included 102 men and five women.[2]

At Taegu the medical college had been displaced from its pre-war building by UN forces so that the situation there was the same as that in cases where military operations actually took place.

The Seoul Women's Medical College was privately founded in 1928. This was the beginning of medical education for women in Korea. It had now considerable property in Seoul managed by a corporate body known as the Woo Suck Foundation. During the war it maintained offices in Pusan. The students were dispersed among four of the other medical colleges as shown in Table 14. The staff consisted of male professors but there were some women instructors.[3]

Seoul National University also had a nursing school which was established in 1946. This school did much to increase the prestige of nursing. The qualification for entry into nursing was high school graduation. The training extended over three years. The subjects

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[1]UNESCO, ibid., pp. 75-77

[2]Loc. cit.

[3]Loc. cit.

covered included basic medicine, clinical medicine, and nursing science. The number of students at the Seoul National University's Nursing College was 109.[1]

U.S. Aid to Korean Higher Education

Korean higher education in 1952 was faced with the ruined condition of its campus facilities; a vast shortage of trained teachers with any practical or even up-to-date theoretical training; a dearth of textbooks, reference books or other library or educational materials; and the absence of laboratories and supplies.

In 1953 the Korean government sought the assistance of the United States to help address these higher educational needs.[2]

One of the earliest proposals for large-scale American university aid to Korea had been made by Dr. L. George Paik, who had been Minister of Education during the war and later became president of Yonsei University, the successor institution to Chosen Christian College. (Paik held a Ph.D. from Yale.) His plan had centered on rebuilding Korea's four major private universities. He proposed the use of American funds to secure American affiliations for Ewha Women's University (Home Economics), Korea University (Business Administration), Severance Medical College (Nursing) and Yonsei University (Public Administration). The Korean government transformed this proposal drastically. It gave priority among educational institutions to Seoul National University. Because of this

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[1]UNESCO, loc. cit.

[2]Martin Brofenbrenner, Academic Encounter (East Lansing, Michigan: The Free Press of Gencoe, Inc., 1961), pp. 170-176.

primacy, it was hoped that improvements there would be transmitted later throughout Korea's system of national universities.[1]

The United States was faced with the problem of determining how a limited amount of assistance could be used to make an impact on a problem of such large proportions. Aid to Korean higher education after the war by the various Korean relief agencies had initially taken the form of classroom construction. In 1953 the United Nations Korean Reconstruction Agency and the United States Foreign Operations Administration formulated a plan to rehabilitate Seoul National University. It was recognized by both Americans and Koreans that after the ruinous war the Republic of Korea would need engineers to rebuild from the war's devastation. It would need food to feed its people and medical and health facilities and methods to care for the populace and rehabilitate those maimed by the war. It was decided that, in response to the request by the Republic of Korea's Ministry of Education, a project would be initiated that was designed to strengthen Seoul National University in the broad fields of agriculture, engineering, medicine and nursing. This would be accomplished through a contract with an American university.[2]

To secure administrative simplicity, the Foreign Operations Administration had decided to frame a single comprehensive contract with a single American university that would cover the three fields of agriculture, engineering, and medicine. This limited the choice of American universities to those strong in all three of these fields.

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[1]Martin Brofenbrenner, loc. cit.

[2]Loc. cit.

The choice was finally narrowed down to two universities, Minnesota and Ohio State. The Foreign Operations Administration, the predecessor of International Cooperation Administration, was headed by Harold Stassen, a Minnesota alumnus who had risen to national prominence as Governor of Minnesota. Minnesota was selected partly because of Stassen's contacts with the Minnesota administration and partly because its engineering school included work in marine engineering (which Ohio State's did not).[1]

On the Minnesota campus, President James L. Morrill was sympathetic to the proposal as presented initially by Stassen over the telephone in December, 1953. Morrill knew Stassen personally, and was interested in international education.[2]

Seoul National University and the University of Minnesota

So in response to the request for assistance from the Ministry of Education, the Foreign Operations Administration entered into a contract with the University of Minnesota to provide to the Seoul National University services designed to strengthen and develop educational research in the broad fields of agriculture, engineering, medicine, and nursing; exchange professional staff; and provide technical advice for the rehabilitation of physical plant and the development of educational practices and procedures. The sister relationship between the University of Minnesota and the Seoul National University of Korea actually began on the basis of an interim contract dated August 1, 1954. Preparations

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[1] Martin Brofenbrenner, Loc. cit.

[2] Loc. cit.

and negotiations, including a visit to Korea by several Minnesota administrators had consumed nearly a year when the contract was finally signed in 1954. Officially, operations under the contract began when the prime contract was signed by the Foreign Operations Administration in Washington, D.C. on September 28, 1954. The University of Minnesota operations in Korea began on October 18, 1954 when the Chief Advisor arrived to launch the Minnesota services, which were to last until June 30, 1962. To supplement the technical sssistance provided by the University of Minnesota, United States foreign aid funds were provided to rehabilitate war-damaged and rundown buildings, for new construction, and for the purchase of educational and laboratory equipment for these new and rebuilt facilities.[1]

Because of the close relationship of veterinary science to agriculture, the College of Veterinary Medicine was included in the Colleges of Seoul National University that were being assisted under the University of Minnesota contract operations. By 1956, the International Cooperation Administration, (which by that time had superceded the Foreign Operations Administration as the agency for administering United States foreign aid), had proposed three contract additions to the Minnesota contract. The fields involved were Public Administration, Business Administration, and Vocational Education.[2]

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[1]University of Minnesota, Semi-annual Progress Report to Foreign Operations Administration and Seoul National University of Korea in Behalf of Regents of the University of Minnesota covering the Period Oct. 19, 1954 - April 19, 1955, (Minneapolis, Minnesota: University of Minnesota, April 1955), pp. 1-2.

[2]Clarence Hendershot, "Tour Report of Clarence Hendershot as Chief of USOM Education Division," op. cit., p. 3.

The University of Minnesota informed Washington that it would not be able to undertake the proposed program in Business Administration. The Vocational Education proposal received further attention but the resulting counter proposal by the University of Minnesota was not accepted by the International Cooperation Administration because of the University's inability to guarantee the securing of staff members for regular two-year tours of duty in Korea.[1]

In February of 1957, the contract was extended for two years and expanded to include assistance for establishing a School of Public Administration within Seoul National University's College of Law and for the upgrading of the National Officials Training Institute of the Korean Government.[2]

Table 15 that follows shows the total amount of funds that the United States committed to this program in the period from 1954 through 1958.

By June of 1957, 103 Seoul University staff members had been sent to the University of Minnesota of whom forty-three had returned to their staff positions in Korea. A Minnesota team of ten was at work in Korea. Numerous changes were taking place at the University because of the new equipment and new teaching methods. Encouraged by Minnesota advisors, the professors were beginning to apply their new knowledge to revise old courses and develop new ones. The new laboratories and equipment

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[1]Martin Brofenbrenner, loc. cit.

[2]Clarence Hendershot, "Tour Report of Clarence Hendershot as Chief of USOM Education Division," op. cit., p. 3.

TABLE 15

UNITED STATES AID TO SEOUL NATIONAL UNIVERSITY UNDER THE MINNESOTA CONTRACT AND RELATED PROJECTS [a]
1954 - 1958

Year	Construction Materials and Heavy Equipment	Teaching Aids and Equipment	Minnesota Contract Funding	Total $ Aid	Counterpart Funds In Hwan
1954	$ -	$ -	$ 735,600	$ 735,600	-
1955	487,400	39,000	-	526,400	560,110,000
1956	1,002,338	1,566,000	2,327,055 [b]	3,290,393	781,349,000
1957	1,031,312	645,500	1,245,945 [c]	2,277,257	692,227,000
1958	107,961	392,300	592,300 [d]	700,261	854,309,000
Total	$2,629,011	$2,642,800	$4,900,900 [e]	$7,529,911	2,887,995,000

[b] Includes $1,566,000 also listed under Teaching Aids and Equipment and $39,000 also included in Construction Materials and Heavy Equipment.
[c] Includes $645,500 also listed under Teaching Aids and Equipment
[d] Includes $392,300 also listed under Teaching Aids and Equipment
[e] Includes $2,603,800 also listed under Teaching Aids and Equipment and $39,000 also included in Construction Materials and Heavy Equipment.

TOTAL US $ EQUIVALENT AT 500 HWAN TO ONE UNITED STATES DOLLAR

Total Dollars	$ 7,529,911
Total Hwan Equivalent	5,775.990
Total $ Equivalent	$13,305,901

[a] U.S. Department of State, International Cooperation Administration, 489-66-512 Higher Education Program US Fiscal Years 1954 thru 1961. A table prepared by the Education Program Office of the Education Division of the United States Operations Mission to Korea, (Seoul, Korea: USAID September 20, 1961).

made scientific research possible. The medical college was revising its course with more emphasis on practical experience. The administration of the hospital was being modernized.[1]

International Cooperation Administration and University of Minnesota Differences

During the course of the Minnesota contract there were a number of disagreements between the University of Minnesota and the United States foreign aid agency. The University of Minnesota insisted that all major decisions regarding the programs be approved in Minneapolis. The United States Mission in Seoul and the Korean Government wanted decisions to be made on the spot by the chief contract advisor in Seoul. The University of Minnesota wanted budgetary funds transferred to it directly without specific approval for its use by the International Cooperation Administration. Minnesota wanted to be able to transfer funds between the various subprograms as the need might arise but subject to post audit. The International Cooperation Administration representatives disagreed with this and wished tighter control over the funds. Since that agency was responsible to the Congress it did not want to suffer the consequences of any undesirable publicity growing out of possible Minnesota mismanagement. Another disagreement stemmed from the fact that the University of Minnesota saw its educational function as taking place essentially at its own campus with the training there of Seoul National University staff members. The Office of the Economic Coordinator in Seoul on the other hand attached

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[1]Clarence Hendershot, "Tour Report of Clarence Hendershot as Chief of USOM Education Division," op. cit., pp. 7-9.

equal importance to the training of Seoul National University faculty members in even larger numbers on the Seoul National University campus. There were also differences with reference to Minnesota staff members who were assigned to the project. The University of Minnesota wanted to be able to send its staff to Korea for whatever period it determined. Many of Minnesota's top people would not serve in Korea for more than a few months. Minnesota contended that if a task only took a few months why should the advisor have to stay longer. The International Cooperation Administration argued that a two-year tour of duty was a minimum, since familiarity with the Korean environment was necessary. The International Cooperation Administration criticized the University of Minnesota for the age of the staff members it was sending to Korea. Minnesota tended to send men near the Minnesota retirement age, (sixty-eight), because it contended that these men had more experience and in Korea their age would command respect. The International Cooperation Administration pointed out that many of the older men had not kept up in their disciplines and experienced physical difficulties operating under the more rugged and primitive conditions in Korea. In fact, two principal advisors in engineering experienced serious illnesses that necessitated their evacuation to the United States. There was also a problem with reference to the duties of the Minnesota staff members. Minnesota contended that their short-term staff members who went to Korea did so as consultants and planners. Their long-term representatives were regarded as administrators, not teachers. Minnesota's position was that it was a waste of time for them to teach the Koreans

through unqualified interpreters. The Korean Government and the Office of the Economic Coordinator wanted the Minnesota representatives to teach thereby filling the gap caused by the depletion of the Seoul National University staff who were studying in Minneapolis.[1]

Despite these disagreements, the Minnesota contract was enlarged to include the Public Administration function and extended to September, 1959.[2]

Extending the Minnesota Contract

Despite the original hopes and plans to broaden the assistance in higher education to encompass other national universities and colleges funding limitations precluded such action. It was not even possible to extend the assistance of Minnesota to other colleges at Seoul National University after 1957, even though there were urgent requests from the University and the Ministry of Education that this be done.[3]

In calendar year 1958 thorough consideration by the International Cooperation Administration was given as to whether or not the University of Minnesota contract should be extended beyond the then contract termination date of September 1959. There was a Republic of Korea proposal that assistance to the Colleges of Agriculture, Medicine, Engineering and Veterinary Medicine be terminated and other colleges of Seoul National University be assisted. The U.S. Operations Mission

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[1]Martin Brofenbrenner, loc. cit.

[2]Loc. cit.

[3]Clarence Hendershot, "Tour Report of Clarence Hendershot as Chief of USOM Education Division," op. cit., pp. 7-10.

proposed that (1) first priority be given to bringing the assistance then in process to a satisfactory conclusion; (2) that an overall survey of the Seoul National University be made, including plans for future development, before new buildings should be erected; and (3) an overall advisor to the University be provided to assist the University in developing long-range plans.[1]

After action by the Korean and American governments approving an extension of the Minnesota contract, a conference was held between the Minister of Education, the Minister of Reconstruction, and the Director of the United States Operations Mission at which it was decided that the extension should be for two years on the following basis:

1. The first priority in extending the contract should be placed on satisfactory completion of the projects already underway in the colleges of Agriculture, Veterinary Medicine, Engineering, Medicine, and Law (Public Administration).

2. The second priority should be given to the providing of a consultant to the University to assist the President, the Academic Dean, and such other officers of the University as might be desired.

3. The third priority should be given to providing technical services for a study of overall program needs of the University and the development of a long-range program.

4. Assistance to additional areas of need should be deferred pending the proposed study of the University.[2]

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[1]Clarence Hendershot, "Tour Report of Clarence Hendershot as Chief of USOM Education Division," loc cit.

[2]Loc. cit.

In fiscal year 1959 project agreement provision was made for adding to the staff of the Minnesota team an overall advisor to the Seoul National University and for a survey of the Seoul National University. Pertinent quotes from that document follow:

Overall General Description:

This project is a continuation of the FY 54, FY 55, FY 56, FY 57 and FY 58 projects for partial funding involving the provision of technical assistance to Seoul National University and National Officials Training Institute (hereafter referred to as SNU and NOTI) Previously listed as 89-66-258 Technical Assistance Seoul National University and the provision of certain commodities necessary to provide adequate facilities to SNU previously listed as 89-66-259 Seoul National University Operating Facilities, and 89-66-296 Public Administration. These projects were implemented through an ICA/University of Minnesota Contract in cooperation with the Republic of Korea.

This project will involve a continuation of these services through a 2 year contract extension with University of Minnesota. It will further involve a contract with an American university to study and analyze the organization, administration, program and facilities of SNU to enable it to serve most effectively as the principal national university in Korea and make recommendations regarding its further development. For the purposes of clarification and in order to avoid confusion in accounting this ProAg is being divided into two parts as follows:

Part A. Technical Assistance Seoul National University and NOTI
$853,063.30 & Hw 492,500,000

Part B. A Survey of Seoul National University
$ 42,000 Hw 7,500,000

PART A: Technical Assistance to Seoul National University and NOTI

I. General Description

This part of the project is partial funding of a proposed 2.3 million dollar expenditure for a continuation of previous projects in FY 54, FY 55, FY 56, FY 57 and FY 58 that provided technical assistance and basic facilities to Seoul National University, and the National Officials Training Institute, Republic of Korea. These projects were implemented through an ICA/University of Minnesota Contract in cooperation with the

Republic of Korea. This present project agreement calls for the continuation of the above services under the Minnesota Contract, for projects already underway in the colleges of Agriculture, Veterinary Medicine, Engineering, Medicine (including nursing), Law (Public Administration), and with the National Officials Training Institute. It further calls for the provision of a consultant to the Seoul National University to advise and assist the president, academic dean and other such officers of the University including the business manager, in its planning, operation, and administration. Since the objectives of this project are to provide educators, professional people, administrators, and leaders to the Republic of Korea in order to support the Mutual Security program, hasten economic development, and provide democratic leadership. Seoul National University in cooperation with the Minnesota Staff and OEC Technicians will extend the benefits of its improved status and greater capability to certain other institutions of higher learning in the Republic of Korea. This will be accomplished in part by conferences, workshops, lectures and other such media by the faculty of Seould National University in the fields where the University has received assistance from the University of Minnesota and George Peabody College. The operating details are to be set forth in a contract which shall be entered into by the University of Minnesota, ICA, and the Ministry of Education of the Republic of Korea.

II. U.S. Contribution

The International Cooperation Administration, an agency of the U.S. Government will provide funds up to the following:

A. Contract Services (653,063.30)

$653,063.30 is hereby provided to fund the University of Minnesota Contract up to 1 June 1960, additional funds to be provided as necessary and available up to $1,800,000 for contract services. ($100,000 additional has been obligated for this contract under 89-66-296 TA in Public Administration.)

1. The costs of maintaining in Korea of University of Minnesota Staff distributed as follows, subject to readjustment by agreement of the cooperating universities, MOE and OEC:

a. A Chief Advisor who shall be the representative of the Contractor in Korea and who shall be responsible for the supervision of the performance of all duties undertaken by the Contractor in Korea.

b. An advisor to the President of SNU and members of his administrative staff on matters of planning, operations and administration for 2 man-years.

c. An overall advisor to the College of Agriculture, plus Specialists in the Agriculture field, totaling 5 man-years to work with the College.

d. An overall advisor to the College of Engineering, plus Specialists in the Engineering field, totaling 4 man-years to work with the Engineering College.

e. An overall advisor to the Medical College, plus specialists in Medicine and nursing, totaling 10 man-years to work with the Medical College.

f. Specialists in Veterinary Medicine totaling 2 man-years to work with the College of Veterinary Medicine.

g. An overall advisor in Public Administration at the College of Law, and specialists and consultants in Public Administration, totaling 13 man-years.

h. An advisor to NOTI with additional assistance totaling 3 man-years.

i. Other specialists as may be agreed upon by the cooperating Universities, MOE & OEC, and for NOTI, by the dean of NOTI, the Office of General Affairs, and OEC.

j. Secretaries as needed up to a maximum of 4 man-years.

2. The costs involved with training Korean participants at the University of Minnesota or other American Universities for a total of approximately 124 man-years to be distributed in general as follows:

a. 24 man-years in the field of Agriculture.
b. 17 man-years in the field of Engineering.
c. 52 man-years in the field of Medicine, including nursing.
d. 11 man-years in the field of Veterinary Medicine.
e. 12 man-years in the field of Public Administraton.
f. 6 man-years for NOTI.
g. 2 man-years for university business administration.

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IV.....

PART B: Survey of Seoul National University

I. General Description:

Agreement has been reached between SNU, the Office of Economic Coordinator, and the Ministry of Education on the desirability of making an intensive study of the University. The aim of the study is five-fold. It is strictly advisory at all points. Such a study will accomplish the following:

(1) Evaluate the present program and organization of the University in relation to the stated goals of SNU and the expressed hopes of the ROK Government.

(2) Outline the close cooperation with the University authorities a long-range program and make recommendations for a "master plan".

(3) Relate approximately the plan for Seoul National University with the developing system of national universities and teacher education colleges in Korea.

(4).....
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The institution or group which is to made this study is to be jointly agreed upon by MOE, SNU, and OEC.

II. U.S. Contribution:

The International Cooperation Administration, an agency of the U.S. Government, will provide funds up to the following:

A. Contract Services ($42,000)

$42,000 is hereby provided to fund the group that will conduct the study mentioned above. This amount will provide services as follows, with minor variations of technical backgrounds, not to exceed total funding. This will be for a period of approximately three months except that the field tour of the general director may be of shorter duration.

1. A Field Director of the team who will coordinate the work of this team with the Seoul National University Officials, Ministry of Education, Minnesota Staff, Office of the Economic Coordinator, and with the other colleges and universities involved in the survey and who will be an expert in the field of University Administration.

2. An expert in Teacher Education.
3. An expert in Science and Engineering Education.
4. An expert in Language, Literature and Library Science.
5. An expert in the Health Profession; Medicine; Dentistry, Nursing, and Pharmacy.
6. An expert in Agriculture Education.
7. An administrative secretary to help the staff with the clerical and admininistrative details.
8. A general director of the project.[1]

It had been decided that a consultant was needed to assist the Education Division of the United States Operations Mission to Korea in developing a long-range program in higher eduction. In January 1959 Dr. George D. Stoddard, former President of the University of Illinois, ex-Commissioner of Education for the State of New York and then Chancellor of New York University, arrived to perform the service. During the next ten weeks he made an intensive examination of the higher education program with special attention to the project at Seoul National University. Among his recommendations was endorsement of the proposed survey. Although consideration had been given to having the University of Minnesota make the study, as a result of his recommendation it was decided to secure the needed assistance elsewhere. The matter was discussed with New York University, but because of Minnesota's deep interest, it was decided to request Mr. William T. Middlebrook, Financial Vice President of the University of Minnesota, and Dr. Stoddard to assume joint responsibility for the survey. In

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[1]U.S. Department of State, International Cooperation Administration, Higher Education (Project Agreement between the International Cooperation, an Agency of the Government of the United States and the Ministry of Education, an Agency of the Government of the Republic of Korea, Project No. 89-66-512, Seoul, Korea: June 30, 1959), pp. 29.

October 1959 Mr. Middlebrook arrived to serve jointly as overall advisor to Seoul National University and co-chairman of the survey team.[1]

The Minnesota contract was then due to expire in June 1961 except for the overall advisor and assistance to NOTI and to the School of Public Administration, which was to continue another year. The University of Minnesota by this time had provided over sixty-five man-years of technical and administrative assistance in forty-one fields; and trained 225 Korean participants in the United States for a total of over three hundred man-years. Fifty-four of these participants had earned the master's degree; eleven the doctor's degree. All who had completed their study abroad had returned to the staff of Seoul National University. The services of the University of Minnesota included the purchase for Seoul National University with International Cooperation Administration funds, equipment and supplies, books, periodicals, etc. valued at almost $3 million. Incidentally, Seoul National University had also been the recipient of important gifts of books, periodicals and equipment from the University of Minnesota and its staff.[2]

The total funding of the Minnesota contract until its termination in June 1962 amounted to about $6.5 million. This included about $1.6 million to finance the participant program, about $2.7 million for equipment and about $2.2 million for technical services. In addition these colleges received assistance for commodities for rehabilitation

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[1]Clarence Hendershot, "Tour Report of Clarence Hendershot as Chief of USOM Education Division," loc. cit.

[2]Loc. cit.

and construction, equipment, library, and instructional materials, to the amount of about $2.7 million. Supplementing this dollar assistance was the equivalent of about $7.5 million in hwan.[1]

In concentrating assistance in higher education at Seoul National University, the United States and Korean Government were trying to develop a national center for high level leadership training for Korea. In the areas assisted, the project undertook to qualify Seoul National University to give college level training comparable with that provided by good standard foreign universities, to prepare instructors and professors for itself and other colleges and universities, and corollary to this, to provide the basic physical needs for scientific research.

War-damaged buildings had been rehabilitated and essential new ones constructed. Laboratories and hospitals had been rehabilitated and modernized. Libraries had been stocked. The curricula, teaching methods, and general instructional procedures had been materially improved. It was assumed that the impact of the staff training and experience at Minnesota would increase markedly in the years immediately ahead. The establishment of a college level school of nursing, a graduate school of public administration, and the preparation of the assisted colleges to provide improved graduate training were undoubtedly major achievements of enduring value.[2]

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[1] Clarence Hendershot, "Tour Report of Clarence Hendershot as Chief of USOM Education Division," loc. cit.

[2] Loc. cit.

U.S. Sponsored Survey of Korean Higher Public Education

One of the expectations of the Higher Education project was that benefits accruing to Seoul University would be passed on to other institutions of higher education. The original request for a survey of Seoul National University was broadened to include all thirty-three national universities, colleges and normal schools. This survey was a significant accomplishment of the higher education program. It was conducted under the co-chairmanship of William T. Middlebrook, Vice President of the University of Minnesota, and Walter Anderson, Dean of the School of Education of New York University, with the assistance of four specialists and an administrative assistant. Dr. George Stoddard was unable to serve. Dr. Anderson substituted for him.[1]

The Survey team was organized as follows:

Survey Team Organization		Special responsibilities
Personnel	University	
Co-Chairmen		
Mr. William Middlebrook	Financial Vice President - University of Minnesota	Co-Chairman plus Organization University Administration Building and Grounds
Dr. Walter Anderson	Dean - School of Education New York University	Co-Chairman plus Teacher Education
Dr. Mason Campbell	University of Rhode Island	Agriculture & Veterinary Science

[1]Clarence Hendershot, "Tour Report of Clarence Hendershot as Chief of USOM Education Division," loc. cit.

Dr. Jean A. Curran	Medical Consultant Bingham Associates Fund, Boston, Massachusetts	Health Professions
Dr. Elmer Easton	Dean, College of Engineering, Rutgers University	Engineering & Physical Science
Dr. Richard Lindeman	University of Minnesota	Research Specialist and Administrative Assistant
Dr. Chester Wood	University of Minnesota, Duluth	Humanities & Social Sciences

The American team was assisted by an advisory staff from the Ministry of Education and Seoul National University.[1]

The survey report, which was completed and released in 1961, suggested sweeping changes in Korean higher public education. The report suggested a detailed plan for improving higher education over a period of eight years. The recommendations fell into two categories, those requiring little or no financial outlay and those that would require funding. The estimated amount required to implement the program totaled $36,113,200.[2]

U.S. Aid to Korean Higher Education Project Phased Out

The recommendations were grouped by fields: (1) administration, organization and physical plant, (2) agricultural sciences, (3) engineering and science, (4) health sciences, (5) humanities and social

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[1] Report on Survey of National Higher Education In The Republic of Korea - 1960, Walter A. Anderson and William T. Middlebrook, Co-directors (Seoul, Korea: United States Operations Mission to Korea, May 25, 1960), pp. i-iii.

[2] Ibid., pp. 1-212.

sciences, and (6) teacher education. Under each field, the recommendations were separated according to type: (1) program organization and staff, (2) equipment and books, and (3) buildings and land. The separation of the "non-fund" and "fund" was intended to emphasize the possibility of and early accomplishment of the many non-cost recommendations. It had been the idea of the educational planners within the United States Operations Mission of the educational planners within the United States Operations Mission in Seoul and the officials in the Korean Ministry of Education that the survey would, in fact, provide a plan for the future direction of United States aid to higher education. However, when the report of the survey was made to the top management of the United States Operations Mission and the Ministry of Reconstruction the leadership was taken aback at the $36 million price tag. Later in 1961, mission leadership had passed into the hands of Director James Killen. As has been stated previously, Killen had come to Korea with the commission to reduce American operations and presence. Expansion of the higher education project to other Korean public institutions besides Seoul National University was abandoned and the higher education program was gradually phased out.[1]

The educational planners of the United States Operations Mission in Seoul had hoped to develop a plan whereby an all-inclusive contract would be made with either the University of Minnesota or some other American land grant university to provide assistance to other areas and fields such as the liberal arts at Seoul National University. Among the

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[1] Report on Survey of National Higher Education in Republic of Korea, loc. cit.

basic new elements in the plan were to be the broadening of the base of assistance to all five national universities with more emphasis on undergraduate training and more emphasis on the natural and social sciences. The program was to begin during 1962 with the completion of the Minnesota contract. However, this plan was never initiated. Instead, the major portion of the Minnesota contract services, i.e., those in engineering, medicine, and agriculture ended on June 30, 1961. Assistance in public administration continued until June 30, 1962. The project had virtually built four professional colleges at Seoul National University. During the period of the Minnesota contract over two-hundred professors had been sent to the United States for additional study in forty-one fields of learning. Eleven of these professors earned the doctors degree; fifty-five the masters degree. During the same period fifty-five American professors were sent to Seoul National University in the four fields covered by the contract.[1]

Accomplishments of University of Minnesota Program

Illustrative accomplishments of the assistance given to the College of Agriculture by the program would include in addition to upgrading the teaching staff: a) the rebuilding of the college's instructional facilities with major rehabilitation of its laboratory facilities; b) introduction of livestock breeding experiments; c) extensive wheat

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[1]U.S. Department of State, Agency for International Development, Korea Country Program Book, FY 1962 E-1 Document: "Higher Education" (Project Number 489-66-512, United States Operations Mission to Korea: November 7, 1960), pp. 1-4.

and rice trials; d) incorporation of research into meaningful laboratory exercises; and e) the planned improvement of soils and hydrologic teaching-research projects.[1]

In addition to improving the teaching staff at the College of Engineering, the following illustrative accomplishments have been listed: a) establishing, constructing and equipping a units operations laboratory in chemical engineering; b) developing, construction and equipping the naval architecture laboratory; c) the construction of dormitories, classroom buildings, and a cafeteria; d) developing numerous engineering publications; and 3) reorganizing lectures and research in many aspects of civil engineering.[2]

For the College of Medicine, illustrative accomplishments would include: a) developing new curricula in surgery with special emphasis on lung and chest surgery; b) producing films for the first time in Korea on surgical procedures; c) organizing curriculum in pathology and diagnosis of congenital heart desease; d) upgrading curricula in pediatriatics; 3) establishing a well-baby-clinic; f) rehabilitating the Seoul National University attached hospital facilities, and g) constructing and equipping the Nursing College facilities.[3]

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[1] U.S. Department of State, Agency for International Development, Korea Country Program Book FY 1962, loc. cit.

[2] Harold E. Babbit, College of Engineering, Seoul National University, Final Report of Adviser in Engineering, June 1961 (Minneapolis, Minnesota: University of Minnesota, 1961), pp. 1-1 to 13-1.

[3] N. L. Gault, Observations and Comments on the College of Medicine, Attached Hospital, School of Nursing and School of Public Health, Seoul National University (Minneapolis, Minnesota: University of Minnesota. June 1961), pp. 1-151.

The graduate school of Public Administration was firmly established. Extensive library facilities and books were provided to that school. The National Officials Training Institute was made into an efficient organization capable of training high level Korean government officials and running training programs for the various government ministeries.[1]

Professorial Institute

Part of the program of increasing assistance to higher education in Korea by broadening the aid to include the other institutions of higher learning in Korea that was not abandoned was the establishment of a professorial institute. This was accomplished with the relatively moderate outlay of 50,000,000 hwan counterpart equivalent to $38,462 at the then current exchange rate of 1300 hwan to the dollar. The purpose of the program was set forth in the project agreement which was signed May 31, 1961. It stated:

> I. GENERAL DESCRIPTION
>
> The purpose of this part of the Higher Education project is to help the Republic of Korea establish at Seoul National University a professorial institute of advanced (graduate) study. Such a program will enable Seoul National University to extend to other Korean institutions of higher learning the benefits of its improved status and greater capability. This status and capability have been achieved partially as a result of more than $15 million of U.S. aid in the form of technical and material assistance. This institute represents attainment of one of the objectives of the assistance in depth given SNU through the aid program and is consonant with the recommendations made by the Survey of National Higher Education completed in May of 1960 under the FY 59 Higher Education project. This program is designed to upgrade the Nation's University and College Teaching staff by using to best advantage the advanced training received by 1% SNU teachers and professors at the

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[1]U.S. Department of State, Agency for International Development, Korea Country Program Book FY 1962, E-1 Document: "Higher Education," loc. cit.

University of Minnesota and other institutions and the improvements which have come about in part through the 52 Minnesota staff members who have assisted SNU in the various contract areas of instruction and research. In addition, the institute will make use of the laboratories, teaching aids, new and improved facilities, and other improvements provided at the Colleges of Engineering, Medicine, Agriculture, Veterinary Medicine and Public Administration under previous fiscal year programs dating back to FY 1954. The multiplier effect that is expected to be achieved by this institute should enable the ROK and U.S. to achieve maximum returns from the sizeable investment in SNU. The program will create a facility for high level training in Korea which will reduce the dependence of the ROK on foreign institutions for training in several fields.

II. U.S. CONTRIBUTION:

No U.S. dollars are to be provided for this part of the project. Members of the Minnesota and USOM Education Division staff, will serve the institute as advisors and resource persons.

III. REPUBLIC OF KOREA CONTRIBUTION:

A. In furtherance of I above, the Government of the Republic of Korea undertakes to make provisions in its CY 61 budget for the expenditures of an to provide H₩50,000,000 for Seoul National University in support of a program to provide up to one year's training for not more than 40 teachers or professors from institutions of higher learning in the ROK. These funds are to be used for the purposes indicated below:

1. The operational expenses necessary for SNU to conduct this program including the conduct of workshops, field trips, conferences and seminars.....H₩ 20,500,000

2. Student expenses plus necessary transportation of students and staff.....H₩ 14,400,000

Expendable supplies necessary for the program..... .....H₩ 15,100,00

No funds provided under this agreement are to be used for any payments to MOE and its staff for per diem charges, transportation costs, salary payments or any other expenses incurred whether a result of this program or not.

C. The Government of the Republic of Korea agrees that all professors and teachers selected for training under this program will continue to hold their positions at their various institutions, that their tenure in such positions will in no way

be jeopardized, that they will continue to receive the salaries normally due them, and that their seniority in services will be retained.

D. The Government of Republic of Korea agrees that the selection for training of the above mentioned teachers and professors will be mutually agreed to between Seoul National University, the Ministry of Education and USOM Education Division.

E. The Government of the Republic of Korea in furtherance to C above guarantees that provisions will be made in either the general budget of the ROK, the various provincial budgets or the budget of any private foundation benefiting under this program for the costs of salaries and allowances of these teachers and professors during their absence from their institutions.

F. The Government of the Republic of Korea further agrees that the general plans of the study programs for the teachers and professors aided under this project will be mutually agreed to by Seoul National University, the Ministry of Eduation and USOM Education Division.

G. The Government of the Republic of Korea will insure that the teachers and professors aided under this project will not be employed or involved in any outside duties that will keep them from devoting full time as students to the program of self-improvement.....[1]

In theory the idea had been that Seoul National University would be extending the benefits it had received at its Engineering, Agricultural, Medical, and Public Administration Colleges to its sister institutions. In practice it developed quite differently. Most of the professorial students came in other fields such as literature, and liberal arts. The institute lasted only for one year. The American

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[1]U.S. Department of State, International Cooperation Administration, Higher Education, Project Agreement between the International Cooperation Administration, an Agency of the Government of the United States of America, and the Government of the Republic of Korea, Project Number 489-66-512, (Seoul, Korea: May 29, 1961), pp. 2-4.

viewpoint had been that for one year counterpart funds would be provided. This would give Seoul National University time to plan in their regular budget for this activity. In other words, when the funds were being provided by the United States it was a worthwhile activity, but when the Korean government had to foot the bill the undertaking was abandoned.[1]

Total U.S. Commitments to Higher Education in Korea 1954-1961

Table 16 that follows sets forth the total commitment the United States made for the program of assistance to Seoul National University under the Higher Education and related projects. The table shows that for the years 1954 through 1961 the United States obligated the equivalent of $17,041,653 for the purpose of upgrading Higher Education in Korea, largely at the Seoul National University.

Republic of Korea Merchant Marine Academy Project

Another institution that received higher education assistance from the United States during these years was the Republic of Korea Merchant Marine Academy located at Pusan on Yongdo Island on the southeast coast of the Korean peninsula.

The Merchant Marine Academy had its beginning as a small training center for merchant marine officers under the Japanese at Chinhae. It was moved successively from Chinhae to Inchon and then to Kunsan during the years following the liberation. As a result of the Korean conflict, its buildings at Kunsan were razed

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[1]U.S. Department of State, International Cooperation Administration, Higher Education, Project Agreement dated May 29, 1961, loc. cit.

TABLE 16

UNITED STATES COMMITMENTS TO THE REPUBLIC OF KOREA
UNDER THE HIGHER EDUCATION AND RELATED PROJECTS
FY 1954 THROUGH FY 1961 [a]

Project No. & Fiscal Year	Contract	Direct Hire	Participant	Commodities: Construction Materials & Heavy Equip.	Commodities: Teaching Aids & Equip. Etc.	Dollars In The Contract	Total	Counterpart Funds (Hwan)
1954								
TAA-4613	$478,939	0	$256,661	0	0	$ 735,600	$ 735,600	0
1955								
PA-5332	0	0	0	487,000	39,000	0	526,400	560,110,000
1956								
489-66-258	232,759	0	394,296	0	0	627,055	627,055	0
489-66-259	0	0	0	960,038	425,000	425,000	1,385,038	666,669,000
489-66-296	95,000	0	0	0	30,000	125,000	125,000	2,680,000
PA-6213	0	0	0	39,000	1,111,000	1,150,000	1,150,000	112,000,000
PA-6291	0	0	0	3,300	0	0	3,000	0
1957								
489-66-258	102,945	0	320,000	0	0	422,945	422,945	0
489-66-296	174,500	0	0	0	25,500	200,000	200,000	3,240,000
489-66-259	0	0	0	1,031,312	620,000	620,000	1,651,312	688,987,000
489-53-436	3,000	0	0	0	0	3,000	3,000	0

Table 16 Continued

Project No. & Fiscal Year	Contract	Direct Hire	Participant	Commodities: Construction Materials & Heavy Equip.	Commodities: Teaching Aids & Equip. etc.	Dollars In The Contract	Total	Counterpart Funds (Hwan)
1958								
489-66-259	0	0	0	107,961	392,300	392,300	500,261	762,500,000
489-69-296	200,000	0	0	0	0	200,000	200,000	45,959,000
489-66-508	0	0	0	0	0	0	0	45,850,000
1959								
489-69-296	90,000	0	10,000	0	0	100,000	100,000	3,595,000
489-66-512	400,063	15,900	295,000	51,999	148,000	843,063	910,962	485,000,000
1960								
489-66-512	488,393	22,101	357,607	0	0	598,105[b]	868,101	400,000,000
1961								
489-66-512	0	18,500	25,000	0	0	0	43,500	50,000,000
Total	2,265,599	56,501	1,658,564	2,681,010	2,790,800	6,442,068	9,452,474	3,826,590,000

Grand Total $ Equivalent of dollars and hwan converted at the rate of 500 to $1 US except FY 1961 when rate was 1300 to $1 US = $17,041,653

[b]Note out of a total of $846,000.00 in the ProAg for Contract Services (PIO/T 489-66-512-3-09001) only $598.105.00 was actually committed to the contract. It was agreed to use the balance for participant training.

[a]U.S. Department of State, International Cooperation Administration, 489-66-512 Higher Education Program: US Fiscal Years 1954 Thru 1961, loc. cit.

and the Academy was moved to temporary quarters outside of Pusan in 1954. The relocation of the Academy and the construction of new facilities became a joint Korean government and the United Nations Korean Relief Agency project in 1953 when the organization allocated $350,000 for the building of a new plant on Yongdo Island, Pusan City. The campus had nine main buildings, ten residences and four utility structures. The funds also provided basic equipment, supplies and the services of two advisors in nautical science and marine engineering, respectively. In its 1955 budget, the United Nations Korean Relief Agency programmed an additional $90,000 for more equipment. The Academy began operating at the new site in November, 1955, with a student body of 400 cadets.[1]

With the transfer of the United Nations Korean Relief Agency educational responsibilities in Korea to the Office of the Economic Coordinator in December, 1955, the Education Division of that office in its fiscal year 1956 program project provided for the services of two contract technicians, a marine engineering advisor and a nautical science advisor. The marine engineering specialist selected was already at the Academy under the United Nations program and he began his services under the International Cooperation Administration program in June, 1956. Due to difficulties in recruitment the services of the

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[1]U.S. Department of State, International Cooperation Administration, Technical Assistance to the ROK Merchant Marine Academy, Project Proposal between the International Cooperation Administration of the United States of America and the Republic of Korea, Project No. 89-61-287. (Seoul, Korea: May 7, 1958), pp. 1-2.

nautical science specialist were not available until May, 1957. As a result of these overlapping periods of services no fiscal year 1957 project was programmed.[1]

These two advisors during their period of service were able to accomplish the following: improvement in the organization and administration of the cadets as a military group; instruction of teaching staff in the proper installation, utilization, and maintenance of equipment and supplies; instruction of the teaching staff in the preparation of course outlines and the improvement of teaching aids; and establishment of improved library services.[2]

It was rationalized that the development of an efficient Korean merchant marine would promote a shipbuilding industry, increase domestic commerce and allow opportunity for earnings through the extension of foreign commerce carried in Korean "bottoms". The most important segment of any merchant marine is the officer staff. It was felt that this program could further the training of such officers by providing competent nautical science and engineering advice and expertise to the administration and faculty at the Republic of Korea Merchant Marine Academy. Therefore, in 1958 the Office of the Economic Coordinator decided to continue this United Nations undertaking by

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[1]U.S. Department of State, International Cooperation Administration, Technical Assistance to the ROK Merchant Marine Academy, Project Agreement Between the International Cooperation Administration, an Agency of the Government of the United States of America and the Ministry of Education, an Agency of the Government of the Republic of Korea, Project No. 89-61-287. (Seoul, Korea: June 24, 1958), pp. 1-2.

[2]*Loc. cit.*

providing $123,450 to cover the services for two years of a nautical science advisor and a marine engineer. This amount would also provide $63,450 in teaching aids and equipment.[1]

The project's objectives were to include assisting the superintendent of the academy in matters relating to academy organization, installation and maintenance of equipment, and curricula revision. The advisers were to assist the academy instructors in developing modern techniques in course preparation and instruction utilizing teaching equipment and materials. The academy was to be developed as an institution capable of providing high level personnel for the merchant marine and allied industries as well as a source of competent naval reserve officers.[2]

The Marine Engineering Advisor who had served under the United Nations program had left by 1958. The Nautical Science Advisor's services were extended and he was designated Senior Advisor. A new Marine Advisor was recruited.[3]

In 1959 the Korean National Assembly appropriated funds to acquire the S.S. Gumczon, an old coal burning steam reciprocating cargo vessel of Japanese origin. The plan was to convert this vessel into a training ship for the academy.[4]

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[1] U.S. Department of State, International Cooperation Administration, Technical Assistance to the ROK Merchant Marine Academy, loc. cit.

[2] Loc. cit.

[3] Loc. cit.

[4] Loc. cit.

In fiscal year 1959 another objective was added to the project. It was to rehabilitate the S.S. Gumczon into a modern training ship, the S.S. Bando, and institute a practical training program afloat that would provide the skills necessary to man a modern merchant fleet.[1]

In May of 1960 it was decided that to bring the academy to the point of being able to accomplish these objectives it would be necessary to further extend the Senior Advisor's services through September of 1962. In addition, the United States agreed to provide $25,000 in commodities to help equip the S.S. Bando and supplement the existing training equipment and reference books at the academy. The United States and Korean Government had further agreed that the equivalent of $184,616 in counterpart funds would be made available to help in the rehabilitation of the training ship and to erect a science and library building at the academy.[2]

By 1962 the project was completed. Its accomplishments included:

1. establishment of ROTC program and improvements in the organization and administration of the cadets as a military group;
2. completion of the following basic manuals and studies for cadet training:

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[1]U.S. Department of State, International Cooperation Administration, FY 1961 Education Program, op. cit., ROK Merchant Marine Academy Section, pp. 1-4.

[2]U.S. Department of State, International Cooperation Administration, Technical Assistance to the ROK Merchant Marine Academy, Project Agreement Between the International Cooperation Administration, an Agency of the Government of the United States of America and the Government of the Republic of Korea, Project No. 489-61-287, (Seoul, Korea, June 29, 1960), pp. 1-4.

a. Marine Cargo Operations Book.

b. Physics Laboratory Manual

c. Glossary of Sea Terms.

d. Technical Aspects of Radar.

e. Collision Prevention Devices and their Practical Application.

f. Use of Radar at Sea.

g. Completion of Maritime Law Book.

h. Manuals on painting and ship maintenance.

i. Manuals on anchor chain and anchoring.

j. Completion of Manual on Electricity (Motor Generator), Maintenance and Repair.

k. Translations of American nautical science and engineering information into Korean;

3. establishment of marine engineering laboratory and auxiliary power plant;

4. rehabilitation of academy building;

5. acquisition of a Lister Blackstone Diesel engine from UNKRA and the completion of diesel laboratory auxiliary power plant;

6. two instructors trained in U.S. in Marine Engineering and Nautical Science;

7. conversion work of training ship completed and the transfer of S.S. Bando (training ship) to academy;

8. sea trials of S.S. Bando completed;

9. library science building completed and professional library developed;

10. curriculum revised, instructor training program completed, and course outlines and lesson plans completed; and

11. shipboard training program successfully established.[1]

Table 17 that follows shows the total dollar financing of this program which amounted to $1,058,665.

Other U.S. Technical Assistance Programs Benefit Korean Higher Education

A number of other United States assistance activities contributed to the development of Korean higher education, even though these activities did not have this as their prime objective. In some cases the Koreans and Americans were seeking improvements in industry, business, health, etc., and the actions taken in this regard also resulted in assistance to higher education. For example, in fiscal year 1956 a project, Technical Assistance to Business Administration, was initiated that had the goal of developing Korea's managerial resources by introducing American techniques for the efficient operation of private enterprise.

Business Administration and Washington University Contract

The foreign aid planners at the United States Mission in Seoul believed competitive private business in Korea would be more flourishing and enjoy greater social repute if education for business as a profession was organized on the American pattern. American observers

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[1]U.S. Department of State Airgram from Seoul, Korea, TOICA A-825, Evaluation Report (U-307) dated September 16, 1961, pp. 1-8.

TABLE 17

TECHNICIAL ASSISTANCE TO ROK MERCHANT MARINE ACADEMY[a]
489-61-287

Total dollar equivalent: $1,058,665
UNKRA $669,470 (ICA 389, 195)

Fiscal Years & Aid Agency	Dollar Financing: U.S. Technicians & Korean Participants	Dollar Financing: Imported Commodities	Dollar Financing: Total	Counterpart Funds: Document Commitment - H₩	Counterpart Funds: Dollar Equivalent
UNKRA	0	384,032	384,032	142,719,000	285,438
1953	0	330,587	330,587	142,719,000	285,438
1954	53,445	0	53,445	0	0
ICA	123,777	89,802	213,579	133,650,000	184,616
1956	27,777	2,217	29,994	900,000	1,385
1957	b 5,513(2)	-	-	-	-
1958	60,000	62,585	122,585	93,750,000	144,231
1960	36,000	25,000	61,000	39,000,000	30,000
Total (UNKRA & ICA)	177,222	420,389	597,611	276,369,000	461,054

[b]Under Teacher Training Project.

[a]U.S. Department of State Airgram TOICA A825, loc. cit.

were generally of the opinion that there were a number of flaws in Korean collegiate business education. Such flaws included:

> 1. Great stress on theoretical economics. Whatever its validity as social science or its value in public policy, much economic theory was not related to the day-to-day operations of individual private firms -- for which business education should provide high-level technicians.
>
> 2. Practical courses taught on too low a level, and in large lectures. There was no scope for original contributions by the students themselves. There were not even outside readings or textbooks to compete with the drone of the professor reading his notes.
>
> 3. Too much stress on "general principles" and Sunday School "maxims" in business courses. There was practically no use of specific case material, and what there was came from Germany or Japan rather than from Korea.
>
> 4. Isolation. Korean teachers of business subjects were isolated from the business community. They did not know what was currently going on in the Korean business world. Korean businessmen did not utilize their services and special talents. Even in recruiting young men for business, Korean firms relied on family connections rather than business training. [1]

Therefore, a contract was entered into with Washington University of St. Louis to initiate business administration programs in Korean higher education.

Dr. L. George Paik's original plan for American aid to Korea's universities included a program in public administration at Yonsei University and a business administration program at Korea University. When the public administration program was given to Seoul National University, Yonsei University requested the business administration

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[1] Martin Brofenbrenner, Academic Encounter, op. cit., pp. 196-203.

program. Korea University had not given up its desires for a business administration program. It was therefore decided to launch business administration programs at both the institutions.[1]

Yonsei and Korea Universities were rivals and were along with Ewha Women's University the outstanding private universities in Korea. They were both located in Seoul, but their traditions were not the same. Yonsei, formerly Chosen Christian University, was an institution founded by Americans with Protestant backgrounds in 1915. During the war with North Korea it evacuated south as did the Severance Hospital and medical school which had a similar American background. In 1953 when these two institutions returned to Seoul they were faced with serious financial problems and unable to replace their damaged or destroyed facilities with their own resources. After several years of negotiations these two Protestant institutions joined forces under the title Yonsei University.[2]

Korea University was founded as Posung College in 1905. It was non-Christian and nationalistic. It prided itself on independence from Western as well as Japanese connections. It was secular in character. Posung College desires were to be a full-scale, purely Korean university. To forestall this threat to Japanese leadership was one reason that the Japanese founded Keijo Imperial University (predecessor of Seoul National University) in 1924. Posung's nationalism kept it in trouble with the Japanese, who forced its

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[1]Martin Brofenbrenner, loc. cit.

[2]Loc. cit.

reorganization during World War II as the Keijo Colonization and Economics College. It never gave up its ambition, and the school took the title of Korea University in 1946.[1]

When the Washington University team of five professors arrived for duty in Korea they found that the differences between Korea and America in business administration education were not as great as they had anticipated. The main difference which they actually saw was that work in a number of business fields was underdeveloped in Korea. These fields included personnel administration, marketing, business finance, and accounting.[2]

The team immediately set up demonstration courses which they taught at the two universities. Marketing was taught at Korea University plus a supplementary English conversation class. Industrial management was taught at Yonsei. All the team members worked on curricular problems at both Yonsei and Korea Universities.[2]

Washington University uses the case system method in its business administration programs. While the team did not introduce a pure case system at the two Korean institutions, they did branch out from the lecture method using audio-visual aids, some American cases, and some discussion. The courses were given in English with no interpreters. They were noncredit courses and attendance was not compulsory. The courses, however, were eagerly attended by both

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[1]Martin Brofenbrenner, loc. cit.

[2]Loc. cit.

Korean students and teachers. It was found that the Yonsei students, probably because of the American missionary background of the institution, had higher performance in oral English.[1]

Another aspect of the Washington University program was the operation of a management development program, involving two-week summer seminars each year the team was in Korea. While such programs were common in the United States, this was the first time such programs were held in Korea.[2]

The summer seminars were led by the five regular members of the Washington University team. In addition, special experts and consultants were brought in from the United States for the seminars. The sessions were held at a hot spring resort call Onyang, 75 miles south of Seoul. The plan was to have 20 Korean participants, mainly from private industry, plus a few from the government and the army. Actually the recruiting program was so successful that generally about thirty Koreans were selected to participate. They came from the government, the army, the banks, and government-owned corporations, with only a few from private business. Their ages ranged from thirty to seventy. They were presidents or top operating officials, not more than two to an enterprise. They represented mainly big business on the Korean scene. Faculty members of Yonsei and Korea Universities also attended as discussion leaders, observers, and interpreters. The management development program was advertised as being conducted by Yonsei and Korea Universities in cooperation with Washington

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[1]Martin Brofenbrenner, loc. cit.

[2]Loc. cit.

University. It was under the joint sponsorship of four Ministries (Finance, Reconstruction, Industry, and Transportation) and of Office of the Economic Coordinator. It was given wide newspaper and radio publicity, mainly in the Seoul area.[1]

Separate seminars were held in finance, marketing, personnel, and production, as well as in accounting and statistics.[2]

The management development conferences were regarded as quite successful. They also were appealing to the Korean universities, primarily because they improved their contacts with the business community.

Original plans called for eighteen Korean faculty members divided equally between the two schools to study at Washington University for one year each. Records indicate that about twenty-two staff members from Korea and Yonsei Universities studied in St. Louis under the contract. This project, which cost the United States $1,307,000, ran until 1963 when the contract was completed.[3]

The projects objectives had been: (1) recognition of the important role of institutions of higher education in the area of business administration; (2) development and improvement of University faculty; teaching methods and materials; curriculum and course content; (3) development of a business research program and suitable

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[1]Martin Brofenbrenner, loc. cit.

[2]Loc. cit.

[3]U.S. Department of State, Agency for International Development, Korea Country Program Book, FY 1963, E-1 Document: "Technical Assistance in Business Administration." Project Number 489-AE-77-AG-5 (United States Operations Mission to Korea, Seoul, Korea: November 20, 1962), pp. 1-2.

library resources in the field; and (4) effect a closer association between schools of business administration and the business community.

The project assisted the Korean universities in the establishment of an annual series of summer institutes or work shops, designed to acquaint top level business executives with current practices, techniques, and principles in the field of modern business management.

As a result of the Washington University program: a) the curriculum and operation of the Business Administration Schools at both Korean universities had been strengthened; b) library resources had been augmented as well as teaching materials and aids; c) a research program had been instituted; d) four management development conferences had been conducted and strongly supported by business and government executives; e) twenty-two participants had been trained in the U.S. and were serving as faculty members at the universities; f) preparation and reproduction of teaching materials in the Korean language to strengthen the development of academic work in business administration had been completed; g) the development and adoption of teaching methods other than the lecture system in the classroom had been encouraged; h) course content had been reviewed and courses redesigned, and i) a research program had been established.[1]

Another example of how Korean higher education benefited from a United States foreign assistance program that had a different

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[1]U.S. Department of State, Agency for International Development, Korea Country Program Book FY 1961, E-1 Document: "Technical Assistance in Business Administration," Project Number 489-77-284, Seoul, Korea: United States Operations Mission to Korea, November 7, 1960, pp. 1-3.

primary objective was in a project designed to improve Korea's training of its army officers. The project, "Educational Engineering: (KMAG Participants)," provided two years of undergraduate or graduate training for a total of eighteen Korea Military Academy (Korean "West Point") instructors at Purdue University in the fields of natural science and engineering phased over a period of four years, fiscal years 1960 through 1963. The project was provided by the International Cooperation Administration as an accommodation to the Department of Defense. The International Cooperation Administration committed $192,000 in foreign assistance funds to the project for which it was reimbursed by Department of Defense appropriations under the Military Assistance Program.[1]

It has been reported that under the various United States projects aiding Korea's development in the period from fiscal year 1954 through fiscal year 1967, 2,883 Koreans received training in various fields in the United States and third countries. It is significant to note that about 100 of these Koreans who had received a total of 74 man-years of training were in 1967 actively engaged in higher education as faculty members of some Korean university or college. These seventy-four man-years of training were in support of programs not related to Korean higher education, teacher training or any of the previously discussed programs in this chapter. The seventy-four man-years was broken down as follows: 9 man-years in Industry and Mining; 6.2 man-years in

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[1]U.S. Department of State, Agency for International Development, Korea Country Program Book--FY 1962, E-1 Document: "Educational Engineering (KMAG Participants)" - Project Number 489-66-000, Seoul, Korea: United States Operations Mission to Korea, November 7, 1960, pp. 1-2.

Medicine and Health; 6 man-years in Dentistry; 6.1 man-years in Public Safety and Public Administration; 4.4 man-years in Community Development; 4.9 man-years in Agriculture; 2.6 man-years in Fisheries; 2.8 man-years in Foresty; 6 man-years in Mechanical Engineering; 4 man-years in Civil Engineering; 3 man-years in Chemistry; 4 man-years in Physics; 3 man-years in English language training; 7 man-years in vocational trade training; and 5 man-years in a number of miscellaneous fields. It is estimated that this training cost the United States over $500,000.[1]

Another way in which the United States helped Korean higher education was in the field of self-evaluation. In 1961 under the guidance of the Chief of the Higher Education Branch of the United States Operations Mission's Education Division, Ewha Women's University made a self-study survey. Evaluation criteria was established to study Ewha's purposes, programs, utilization of plant, administration, etc. The study embraced the university's eight colleges and thirty departments plus opinions of the faculty. It resulted in nine recommendations for improving the institution. The importance of the survey was that it could serve as the pioneer work in the field of self-evaluation since it was the first self-study survey ever done in higher education in the Republic of Korea.[2]

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[1]Korean-American Technical Cooperation Association, Participant Directory, (Seoul, Korea: Korean-American Technical Cooperation Association, October 1, 1967), pp. 1-280.

[2]Burnice H. Jarman, Report on The Self Study Survey of Ewha Women's University, (Seoul, Korea: Ewha Women's University, 1961), pp. 1-125.

Still another way in which the United States assisted Korean higher education was in a teacher training program initiated in fiscal year 1956, the topic of the next chapter.

Summary

During the period from 1953-1967 the United States invested over $19 million for improvements in Korean higher education. In 1952 Korean higher education was in a ruinous condition as a result of the war. Campuses were in shambles. There was a vast shortage of trained teachers. Textbooks, reference books, laboratories, and teaching materials all were in short supply. As a result of the United States efforts' Seoul National University's Colleges of Agriculture, Medicine and Engineering were rebuilt and equipped with modern up-to-date facilities. Three hundred man-years of staff training at the University of Minnesota had been completed. A College of Public Administration had been established.

A survey of the nation's public institutions was completed with a plan for improving higher public education formulated. The Republic of Korea Merchant Marine Academy at Pusan was brought to the point where it could provide officers fully competent in nautical science and engineering.

Collegiate business education at Yonsei and Korea Universities had been reorganized on the American pattern as a result of the efforts of the Washington University contract team. As a result of this reorganization and the summer institutes at Onyang, contacts between these colleges and the Korean business community had greatly

improved. As a result of the United States' participant training programs, faculties of colleges and universities throughout the country were to improve.

Yet, after a decade of substantial aid Korean higher education was still faced with essentially the same problems. There was still the problem of numbers. In the period from 1952 to 1967, Korean higher education grew from eight universities, twenty-five colleges, and nine junior colleges with an enrollment of 33,542 including 3,958 women to eighteen universities, fifty-one colleges and twenty-nine junior colleges with an enrollment of 159,701 including 37,049 women.[1]

There was still the need for a complete plan for higher education, public and private, that would address the problems of numbers and of internal and external duplication, make the curriculum more responsive to the nation's needs, and place more emphasis on quality rather than quantity. Even though facilities in many of the schools had improved there was still much more that needed to be improved. While much had been done in the way of developing laboratories, adding scientific equipment and following the scientific method, most institutions still depended largely on the old passive lecture method with books, library, and scientific materials in short supply. Laboratory work still remained the exception rather than the rule. There was still a need for more academic freedom.

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[1]Technical Development Center, A General Survey of Higher Education in Korea, General Report Administration, Finance, Facilities - 1967, Sung Nwa Park, Director (Seoul, Korea: Technical Development Center of Korea, December 1967), pp. 23-30.

Koreans needed to recognize that it was unrealistic to expect excellence by fiat. No committeeor law or government agency can generate sound original ideas. Professors and students still needed to be encouraged to think for themselves, to observe, to read, to experiment, and to analyze.

Where the United States had addressed itself to helping Korean colleges and universities, those programs would compare favorably to those of higher ranking universities anywhere in the world. But, by 1963 the Americans had come to recognize the hard fact that Koreans like any other people would have to develop their own system of higher education, public and private. While the United States stood ready to provide advice, the Koreans were going to have to face up to the hard decisions, political and economic, that would be necessary if they were going to come up with an improved system of higher education.[1]

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[1]George D. Stoddard, Observations on Higher Education in Korea. (Seoul, Korea: United Nations Command, Office of the Economic Coordinator for Korea, April 7, 1959), p. 2.

CHAPTER VI

TEACHER EDUCATION

Introduction

Formal education came to Korea from China. As Chinese civilization developed, China's ideas and customs spread to the Korean peninsula. Political upheavals in China produced refugees who brought Chinese culture to Korea. The Korean peninsula was occupied on a number of occasions by Chinese militarists and each time this occurred the cultural penetration increased.

During early Buddhist times scholarship was confined to study for the priesthood. When Buddhism was the state religion in Korea (about 371 AD), the priests served the king as teachers for his children. During these times there were no schools for the common people.[1]

Teacher Education During Confucian Period

The introduction of Confucianism gave impetus to education. Confucianism taught that the problems of society would be solved by applying the wisdom of the past and the rules of social conduct. As the transmitter of this wisdom the teacher had a high place in the social order.[2]

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[1]George Peabody College for Teachers, Teacher Education in Korea, (Report of the George Peabody College for Teachers, Nashville, Tennessee: April, 1965), pp. 35-36.

[2]Loc. cit.

Candidates who scored high on the civil service examination were given the positions of power in the government. The examinations were based on the classics. A school system was established which prepared students for these examinations. The best teachers were kept in the capital to advise the court, supervise the examinations, and instruct the advanced students. Local towns and villages had schools which prepared their students for these examinations and many had scholars with great reputations for the numbers of their students who had scored high on past examinations.[1]

The teachers who staffed these schools were qualified by examination in the same manner as the government officials. No special teacher training existed as such. Individuals who knew the contents of the classics could teach. Memorization was the method of education. All the classics were written in Chinese characters. Much time, therefore, was spent in learning to read Chinese and to excel in calligraphy. Poetry and painting were also part of the curriculum. Students proceeded at their own pace in an ungraded situation. When the teacher was satisfied with the student's memorization, the student was allowed to proceed to the next memorization.[2]

Confucian society was characterized by classes or layers. At the top was the king, who was responsible for honest and efficient government and was owed loyalty. Next came the government officials, who were supposed to be honest and just. They were to be given respect

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[1] George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2] Ibid., pp. 36-37.

and obedience by the people. These officials generally came from the aristocracy, large land owners who prided themselves in their disdain for manual labor. The majority of the people, peasants, tradesmen and skilled workers, served the aristocracy. Few of these had the advantage of education. Those that received an education used it for social advancement.[1]

Nineteenth Century Developments

Up to the middle of the nineteenth century, Korea maintained a policy of isolation. This had developed as a result of the repeated Japanese and Chinese invasions. However, during the nineteenth century internal and external pressures forced the opening of the country. Korea concluded treaties with Japan, Russia, Britain, the United States, and France in the late nineteenth century.[2]

Koreans began to travel over the world and Westerners came to live in Korea. The old culture was faced with conflict of new ideas and ways. Two factions developed: one desiring to embrace the learning and technology of the West; the other rejecting it and desiring only to maintain the learning of the East.[3]

Even though a reaction against the new ideas continued, westernization won out. A postal system was organized. Railways and

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[1]George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2]Loc. cit.

[3]Ibid., p. 37.

streetcars were introduced. Western dress was adopted. Western books were translated and printed.[1]

The Japanese wars with China (1894) and Russia (1904) resulted in Japanese hegemony over Korea. The Japanese, exploiting their position, ultimately annexed the country in 1910.[2]

Prior to the Japanese take-over, the Korean government had attempted to establish a western-style school system. Westerners were brought in to teach in schools in Seoul. Beginnings were made in establishing schools at the elementary and secondary levels.[3]

In 1895, the Hansung Normal School was established for the purpose of training teachers for the three-year elementary school. This school had a two-year program with both subject matter and education courses. Unfortunately, the school disappeared during the political upheavals of the time.[4]

Western missionaries made early efforts to introduce western type schools into Korea. In time, these schools developed into a system of elementary and secondary schools in many villages and provincial capitals. These schools experienced great difficulties under the Japanese because they did not serve the political ends of the Japanese regime. Finally, in the later part of the Japanese period, these schools were closed. These schools had developed a significant

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[1]George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2]Loc. cit.

[3]Loc. cit.

[4]Loc. cit.

number of Korean leaders and they were the first to make any effort to educate girls.[1]

Teacher Education Under the Japanese

Education under the Japanese became a tool to be used in the effort to incorporate Korea into the Japanese Empire. Common schools were set up in some areas, and in 1911 a one-year course was established to train teachers for these schools.[2]

After the Korean rebellion of 1919, the Japanese began to take more serious interest in Korean education. More elementary schools were built and some secondary schools were provided for Koreans. Japanese students were generally educated in separate schools that were better equipped and better staffed. Many of the teachers and practically all the administration of the schools for Koreans were Japanese.[3]

The common schools were expanded into five-year programs. There was a middle school also with a five-year program. Above this level were programs of three or four years in either academic or vocational subjects. Degree granting universities constituted the next level of education. The lower levels of education were available to the Koreans but the higher levels were generally restricted to

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[1]George Peabody College for Teachers, Teacher Education in Korea, ibid., pp. 37-39.

[2]Loc. cit.

[3]Loc. cit.

Japanese colonists. Wealthy Koreans sent their children to Japan and other countries for their secondary or higher education.[1]

The Japanese made the elementary schools a place for making Japanese citizens out of Koreans. Hangul was not allowed to be spoken even on the playgrounds and Japanese was the language of instruction. Japanese history and culture received emphasis in the curriculum also. Worship of the Emperor, respect and obedience for Japan and her institutions, were emphasized by these schools. Physical education, art, and music were also included in the curriculum. The middle school program consisted of the same emphases with work in academic subjects such as mathematics, science, and foreign languages.[2]

The central government, working through provincial offices, constructed these schools. Control was from top to bottom. Principals were almost always Japanese and they maintained an aloofness from the teachers. The teachers maintained autocratic control over their classrooms. Thus, the school was a means of controlling and molding the students into the Japanese pattern. The teachers were merely tools of this system. They were assigned to schools without consideration for their preference as to location, etc., unfortunately, a practice still prevailing in Korean education.[3]

With the expansion of education by the Japanese after the Korean

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[1]George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2]Loc. cit.

[3]Loc. cit.

uprising in 1919 there was a greater demand for teachers. Some came from Japan and some Koreans entered the profession by examination. However, to develop the type of teacher needed for these kinds of elementary schools the Japanese decided to develop special normal schools. Competent men of high rank were chosen to establish these schools and school plants were constructed at considerable expense.[1]

A five-year program beginning at the middle school was established. Scholarships were provided to every student selected. The best Korean students were chosen along with some Japanese students. All lived in dormitories because the Japanese believed that the Koreans would have to be thoroughly saturated with the Japanese point of view if they were going to be used to stamp out their own nationalism.[2]

The curriculum in these normal schools was strong in science, mathematics, and history with a Japanese slant. Physical education, art, and music received considerable attention. The education courses stressed the lecture-textbook method with emphasis on facts followed by tests. Practice teaching for short periods was provided in attached elementary schools. School life was regimented. At first these normal schools were organized in Seoul, Pyongyang and Taegu. Eventually most of the provincial capitals had these schools.[3]

During the period under the Japanese no programs existed for

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[1]George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2]Loc. cit.

[3]Loc. cit.

training Koreans to become secondary school teachers. Some did so on the basis of examination. Others went to normal colleges in Japan. In-service training for teachers of elementary or secondary schools in Korea did not exist during the Japanese period.[1]

During World War II, Korean schools deteriorated from the high standards established by the Japanese. Japan's interest was absorbed by the war. Budgets for expansion, supplies, and repairs were cut. Classes were interrupted frequently for student work projects. Teachers were drafted into the military.[2]

Education After The Liberation

With the defeat of the Japanese in 1945 came great confusion in Korean schools. As the Japanese leaders, technicians, and teachers went home, Koreans with the aid of the American Military Government attempted to operate the schools below the thirty-eighth parallel.[3]

There were many problems. The schools had been designed to produce citizens of Japan. Textbooks were in Japanese with content that was not adaptable to teach Korean children how to live under a new order of things. Almost all of the administrators had left the school system as had many of the teachers. People were demanding that their children get into schools, something that had been denied previously to many of them. Enrollment in primary schools rose from

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[1]George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2]Ibid., pp. 39-40.

[3]Loc. cit.

1,370,000 in 1945 to 2,490,000 in 1947. It was necessary to employ many untrained people to operate the schools under such circumstances.[1]

Those who had received training under the Japanese had been thoroughly indoctrinated with an authoritarian approach. There was little understanding of democracy and much ignorance about Korea's own language, history, and culture. National budgets were inadequate to cover rapid expansion, much needed renovation as well as operating expenses. Fees had to be charged to students to make up the deficit.[2]

A new curriculum based on American ideas and Japanese experience was hastily put together. The 5-5 pattern of organization was changed to a 6-3-3 arrangement. This consisted of a primary school followed by a three-year middle school and a three-year high school. The change added additional burdens on facilities and budget. Many small middle schools sprang up in the rural areas. As the expansion of schools progressed, teacher training programs also underwent rapid growth.[3]

Special six-month and one-year courses were established to help meet the great demand for teachers. Many provinces added a second normal school. By 1952 there was seventeen and eventually there was a total of eighteen normal schools in Korea. The normal schools also were organized along the new lines with three-year high school programs

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[1]George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2]Loc. cit.

[3]Loc. cit.

supported by attached middle and primary schools. This then was the situation in teacher education at the outbreak of the Korean War.[1]

The Education of Teachers in 1952

In 1952, certification for primary school teaching was based upon graduation from normal school, which took place at the end of the twelfth grade of schooling for the individual. In 1952, there were seventeen normal schools operated by the national government but supported only to the extent of about one-eighth of the costs from tax sources. The remainder of the costs were born by the parents of students in the form of so-called voluntary contributions. Scholarships for 70 per cent of the enrollment in the amount of 8,000 hwan per month were provided to normal school students by the national government, but these were still far from adequate to make attendance free. Table 18 shows normal schools in existence in 1952 and how their enrollments varied.[2]

Certification for middle school teachers was based upon completion of collegiate work to the junior college level, including a minimum of courses in professional education. Certification for high school teachers was based upon a four-year collegiate background, also including a minimum of work in professional education.[3]

Training facilities for middle school teachers were provided in one two-year normal college, unattached to any university, located at

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[1]George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2]UNESCO, op. cit., pp. 65-68.

[3]Loc. cit.

Kongju in Chungchong Namdo, and in special two-year training courses attached to the following seven institutions: Seoul National University, College of Education, College of Liberal Arts and College of Agriculture; Pusan Fishery College; Medical College of Chunnam National-Provincial University (Kwangju, Cholla Namdo); Chunchon Agricultural College (Kangwon Do); and Hanyang Engineering College.[1]

TABLE 18

COMPARISON OF NORMAL SCHOOL ENROLLMENTS BY PROVINCES IN JULY 1952[a]

Province	No. of Normal Schools	Normal School Teachers	Normal School Enrollment		
			M	F	Total
Seoul Special City	1	23	216	189	405
Kyonggi Do	1	18	181	181	362
Chungchong Pukto	2	30	631	286	917
Chungchong Namdo	2	39	1,029	273	1,302
Kyongsang Pukto	2	42	1,283	313	1,596
Kyongsang Namdo	2	39	809	342	1,151
Cholla Pukto	2	38	1,033	394	1,427
Cholla Namdo	3	93	1,530	250	1,780
Kangwon Do	2	65	851	346	1,197
Total	17	387	7,563	2,574	10,137

[a]UNESCO, ibid., p. 66.

[1]UNESCO, ibid., pp. 65-68.

Training facilities specifically for high school teachers were provided at three colleges of education and one department of education of a college, as follows: College of Education of Seoul National University; College of Education of Ewha Women's University; College of Education of Kyungpuk National Provincial University (Taegu, Kyongsang Pukto); and Department of Education of Chonpuk University (Iri, Cholla Pukto). In addition, students of some thirty other collegiate level institutions upon graduation, if they had completed a minimum of eight credit hours of work in education, could be certified as regular high school teachers.[1]

The certification of principals of normal schools and high schools was based upon experience as assistant principals and the completion of a course in educational administration ata normal college or upon special experience in education accredited by the Minister of Education upon recommendation of a central examination committee for teachers. Principals for middle schools and elementary schools were certified in similar ways.[2]

The Normal School Curriculum

The teacher education function of the normal school was reflected in the curriculum in two ways only: the requirement of a minimum program in education of 128 class periods for each of the three years, and a five-week minimum requirement of student teaching experience in

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[1]UNESCO, ibid., pp. 67-68.

[2]*Loc. cit.*

the third year for forty class periods. Some further minor adjustments were made in the standard subjects, but in the main, the program of the regular academic high school was followed. In some of the normal schools, observation of primary school teaching was undertaken on a very limited basis during the first or second year, or both. Usually the student teaching was done in an attached primary school, rather than dispersed around in the various primary schools of the community. Problems of transportation accounted in part for this practice, but there was also a lack of confidence in the quality of the facilities of the average primary school to play a helpful role in the education of teachers. As a consequence, student teaching was frequently done in groups of up to ten or twelve student teachers in a single primary school classroom at a time and the experience really amounted to observation for most of the students most of the time.[1]

The subject requirements of the normal school, as specified by the Ministry of Education, are shown in Table 19.

United States Aid to Teacher Education in Korea

United States assistance to Korean teacher education was begun under the aegis of the U.S. Department of State in October, 1952, when a team of six American educators recruited by the Unitarian Service Committee came to Korea to conduct in-service training for teachers. On the expiration of this contract in 1953, a second team under the same auspices was jointly financed by the United Nations Korean Relief Agency, the American-Korean Foundation and the Unitarian Service

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[1] UNESCO, loc. cit.

Committee. A third team followed for 1954-1955. By this time consideration was being given to the development of a longer range project for the improvement of teacher education.[1]

TABLE 19

SUBJECT REQUIREMENTS OF KOREAN NORMAL SCHOOLS IN 1952[a]
(Units = Class Period Per Year)

Subject	First year	Second year	Third year
Korean language	96	96	72
Social studies	96	96	72
Mathematics	96	96	72
Science	128	128	96
Physical education	96	96	72
Music	96	96	48
Art	128	128	72
Business	96	96	72
Foreign language	64-128	64-128	48-96
Education	128	128	168[b]
Total	1024-1088	1024-1088	792-840

[a]UNESCO, ibid., p. 68.

[b]Including five weeks student teaching.

[1]U.S. Department of State Airgram from Seoul, Korea, TOICA A-330, dated August 3, 1959, pp. 1-11.

Discussions were begun with the Ministry of Education in October, 1955 to develop a three-year project for United States technical and material assistance in secondary and elementary teacher pre-service training of teachers, in-service training, educational research, textbook preparation and curricular revision, early childhood education and library science training. Model institutions in teacher pre-service training were to be established in the College of Education of Seoul National University for secondary education and in the Kwangju Normal School for elementary education. American specialists were to be assigned to the Central Education Research Institute, to the Ministry for textbook preparation and curricular revision, to the attached primary school of Ewha Women's University to develop a model program for early childhood teacher training, and to Yonsei University to develop a program for training librarians. Participants were to be sent to the U.S. for training, and equipment and supplies were to be provided as necessary.[1]

George Peabody College for Teachers' Contract to Assist Korea Upgrade Teacher Education

American colleges of education were unenthusiastic about a contract operation in Korea, particularly outside of Seoul. Considerable canvassing was required before the International Cooperation Administration offered a contract to George Peabody College for Teachers in Nashville, Tennessee. While Peabody College, exclusively a teacher-education institution for nearly a hundred years, had a long background of contacts with students from other lands, it was not until

[1]U.S. Department of State Airgram, TOICA A-330, loc. cit.

1955 that it began to consider entering the field of foreign assistance programs. In 1956, conditions at Peabody had matured to the point where it was willing and eager to undertake the International Cooperation Administration's proposal.[1]

Although Peabody was not the first choice of the United States or Korean Government, its selection has been termed a fortunate one. Peabody had been founded to specialize in the educational problems of the American South, which was economically poor, culturally traditional, and war ravaged like Korea. Together with Vanderbilt University and Scarritt College, with whom it shared library facilities, Peabody had an interest in international education, though at first no interest specifically in Korea. It appeared glad to lend its staff members to overseas work. Once Peabody undertook the program, much was made of it on the Peabody campus, with special issues of the monthly publication being devoted exclusively to Korean problems.[2]

For fiscal year 1956, a project agreement was entered into between the United States and the Republic of Korea that provided up to $180,000 for contract services in the teacher education field, and up to $132,500 for equipment and supplies to support the work of the contract personnel for the first year's operations. Local currency

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[1]Martin Brofenbrenner, Academic Encounter, op. cit., pp. 186-188.

[2]Loc. cit.

amounting to the equivalent of up to $53,360 was also to be provided to support further these contract operations.[1]

Pertinent sections from this agreement follow:

PROJECT DESCRIPTION AND EXPLANATION

The project in Teacher Training is designed to provide technical and material aid to critical phases of Korean education and to afford opportunities for study abroad to Korean specialists in such critical areas. The following summarizes the technical and material assistance to be rendered under the project:

I. CONTRACT SERVICES:

A contract for professional services for a period of three years is to be negotiated with the George Peabody College for Teachers, Nashville, Tennessee, which is to provide contract personnel in the Republic of Korea as follows: (six educators to be headquartered in Seoul and two educators to be stationed in Kwangju, Cholla Namdo):

A. A Chief Advisor who will be the responsible executive officer for the Contract, to direct and coordinate the services of the Peabody Team and to work closely with the ROK Ministry of Education, the OEC Education Division and the various Korean schools, colleges and universities and educational agencies;

B. An education specialist in secondary education and teacher training to work in the College of Education, Seoul National University and its attached institutions in Seoul; his primary function will be to assist in the establishment of a "model Normal School" in order to effect desirable changes in normal college training and in secondary school administration, curriculum and teaching methods throughout the country;

C. Two education specialists in elementary education and teacher training to work in the Kwangju Normal School, Kwangju, Cholla Namdo, and its attached

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[1]U.S. Department of State, International Cooperation Administration, Teacher Training, Project Agreement between the International Cooperation Administration, an Agency of the Government of the United States and the Ministry of Reconstruction, an Agency of the Government of the Republic of Korea, Project Number 89-66-260, (Seoul, Korea: 30 April 1956), pp. 1-7.

institutions; their primary function will be to assist in the establishment of a "model Normal School" in order to effect desirable changes in normal school training and in elementary school administration, curriculum and teaching methods throughout the country;

D. An education specialist in early childhood education and teacher training to work in the College of Education, Weha Women's University and its attached intitutions in Seoul and with other groups interested in this educational area; her primary function will be to assist in the establishment of "model classes" in early childhood education and to effect desirable changes in the training of teachers for this field;

E. An education specialist in educational research to work with the Central Education Research Institute in Seoul and with similar research groups of educational agencies or of institutions of higher learning; his primary function will be to assist in the direction of the activities of the Central Education Research Institute and to aid in the development of a competent group of Korean research specialists;

F. An education specialist in textbook preparation and curricular revision to work with the appropriate bureaus and/or committees connected with the Ministry of Education in these educational areas; his primary function will be to assist these groups in evolving elementary and secondary school curricular adapted to pupil interests and community needs and to develop a competent staff of textbook editors and writers;

G. An education specialist in library science to work with the appropriate bureau in the Ministry of Education and to assist in the development of courses in library science in the Chosun Christian University; her primary function will be to assist the Ministry of Education in the administration and development of library facilities throughout the country and to initiate courses in library science in the institution noted;.....
.....

Details of the proposed three-year contract await final negotiation between ICA/W and the George Peabody College for Teachers. The sum of $4,000 has been allocated to pay for the costs of a survey made by educational institutions and agencies in Korea in May, 1956 by a representative of the George Peabody College for Teachers preparatory to contract negotiations.

The sum of $160,000 has been estimated as necessary for the payment of salaries and the costs of logistical support for the education specialists provided under the contract.....
.....

The sum of $16,000 has been estimated as essential to meet the costs of equipment and supplies needed by contract personnel in the performance of their duties, to meet additional expenses for logistical support and other costs of the administration of the contract.....
.....

II. COMMODITIES

The sum of $132,500 has been estimated as necessary for securing equipment and supplies to back up the work of contract personnel for the first year of operations.....
.....

III. PARTICIPANTS

Although not included as a part of this agreement, the sum of $32,500 is scheduled for the payment of expenses of a year's study in the United States and for international travel of five qualified Korean education personnel, in any five of the following educational areas:

A. Secondary education and teacher training

B. Elementary education and teacher training

C. Early childhood education and teacher training

D. Educational research

E. Library science and librarian training

F. Textbook preparation and curricular revision
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.....

IV. REPUBLIC OF KOREA CONTRIBUTIONS

A total of $53,360 dollar equivalent in hwan converted at the rate of HW 500 to $1.00 US is to be contributed by the Republic of Korea.[1]

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[1]U.S. Department of State, Teacher Training, Project Agreement, dated 30 April 1956, loc. cit.

In fiscal year 1957, another project agreement was negotiated that provided for the continuation of the work started by the fiscal year 1956 agreement. It provided up to $180,000 for contract services; $230,000 for supporting commodities; and $73,320 in hwan equivalent to complete the financing of the contract operations which were to run a total of three years.[1]

Peabody Korean Operations in 1956 and 1957

It was early in 1956 that an agreement was reached with George Peabody College to provide this assistance requested by the Government of Korea in teacher education. In May of 1956, Dr. Felix Robb, then Dean of Instruction at Peabody College, spent two weeks in Korea making a preliminary survey and developing plans for the project. The nature and scope of Dr. Robb's survey report helped to set-up, in the minds of the officials of Peabody College and the International Cooperation Administration, an understanding of the possibilities of accomplishment of the project. Dr. Robb made a realistic appraisal of the potential of the Korean Ministry of Education and the teacher education institutions that were to be involved. In August the International Cooperation Administration entered into a three-year contract with George Peabody College.[2]

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[1]U.S. Department of State, International Cooperation Administration Teacher Training, (Project Agreement between the International Cooperation Administration, an Agency of the Government of the United States and the Ministry of Education, an Agency of the Government of the Republic of Korea, Project Number 89-66-260, Seoul, Korea: 29 April 1957), pp. 1-6.

[2]George Peabody College for Teachers, Teacher Education in Korea, op. cit., pp. 4-8.

Dr. Robb's survey not only examined the level of teacher preparation in 1956 in Korea and the background on which it was built but also carefully assessed the logistical problems to be faced by the team and realistically examined what the possibilities of host country cooperation and support would be.[1]

The man who Peabody College selected to be the chief of party in 1956 was Professor Willard C. Goslin. He had served as superintendent of schools at Webster Groves, Missouri; Minneapolis, Minnesota; and Pasadena, California, before going to Peabody. He had achieved national publicity at Pasadena. On October 12, 1956, Dr. Goslin arrived with three staff members to launch the program. By June, 1957, the team had increased to eight. Basic work had been begun in several areas, including laying foundations for selection of ten normal schools among the eighteen that would receive special attention looking toward the Ministry upgrading that number to junior colleges, the holding of workshops, beginning of training in research at the Central Education Research Institute and the improvement of teacher education at Ewha Women's University in early childhood education.[2]

Particularly notable was the establishment of a Department of Library Science at Yonsei University in April of 1957. In June, 1957, the additional allocation of $500,000 made possible the construction of a building to house a modern science department and library at the College of Education of Seoul National University. The plan to

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[1]George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2]U.S. Department of State Airgram, TOICA A-330, op. cit., pp. 10-11.

establish technicians at points outside of Seoul had been started with the stationing of two members of the team at the Kwangju Normal School, which had been selected for development as a model institution for training primary school teachers.[1]

As the work of the Peabody team progressed in Korea in 1956 and 1957, the Office of the Economic Coordinator and the Ministry of Education became convinced that the program for training primary school teachers should be expanded. It was felt that it would take too long to change and improve the training of elementary school teachers through the development of a pilot project in one institution. Because of the limits on communication and the pace at which ideas spread, waiting for the influence of one institution to affect programs in the seventeen other normal schools did not seem a very quick or profitable approach to the problem. Proposals for the expansion of the program of training primary school teachers to a nationwide project were therefore approved in 1957.[2]

Financing the Expanded Teacher Education Project

The fiscal year 1957 project agreement was amended to increase the funding to a new total of $1,050,000. The additional $640,000 would provide up to $140,000 of increased technical services to expand Peabody's operations to other normal schools plus the $500,000

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[1] U.S. Department of State Airgram, TOICA A-330, loc. cit.

[2] Loc. cit.

mentioned previously that was to finance construction of a Science and Library Building at Seoul National University's College of Education.[1]

Pertinent sections of this revised project agreement are quoted as follows:

I. CONTRACT SERVICES

A. .....
.....

B. The sum of $140,000 is provided to finance proposed expanded activities of the Peabody College Staff. These activities are necessary to bring about the reorganization of normal school education planned by the Ministry of Education to produce adequately trained elementary school teachers. The projected reorganization envisions the concentration of this training in ten or eleven institutions with adequate facilities, equipment and teaching staffs in contrast to the existing eighteen normal schools which lack desired facilities, equipment and staffs. One or two years of training will be added to the selected teacher training institutions in order to raise them to junior college status. In accordance with agreements cooperatively reached by the Minister of Education, the Chief of the Education Division of OEC, and the Chief Advisor, Peabody College Staff, additional technicians will be provided by Peabody College for placement with selected normal schools in the provinces and/or Seoul City. The additional funds provided will also make possible the increase in the number of participants. Some provision in the project is to be made for the initiation of a program of leadership training critically needed for the development of key personnel in educational administration and supervision.

C. .....
.....

D. .....
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[1]U.S. Department of State, Teacher Training, Project Agreement dated 29 April 1957, op. cit., (Revision number 3 dated 5 November 1957), pp. 4-9.

II. COMMODITIES

A. .....
.....

B. Materials necessary for the construction of a reinforced concrete building or buildings which will provide modern facilities, including utilities and fixtures, for a college science department and a college library, to be erected at the College of Education, Seoul National University.

C. .....
.....

D. .....
.....[1]

The fiscal year 1958 program expanded the Peabody operations even further. The ceiling on the Peabody contract staff in Korea was raised from fourteen to eighteen. Provision was made for twenty Korean educators to be trained for periods up to one year at Peabody College in support of the project. A building program was to be initiated which would cover the rehabilitation, construction and equipping of special facilities at a number of institutions and educational agencies. In all, the 1958 project agreement called for the provision of up to $1,234,800 plus the equivalent of $2,388,000 in hwan for a grand total of $3,622,800.00 to support this program. Key portions of this agreement are quoted below:

I. CONTRACT SERVICES $384,500

A. Contract personnel on the Peabody Staff in Korea will include the following personnel:

1. A Chief Advisor, who coordinates the work of the Peabody staff and works closely with the Ministry of

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[1]U.S. Department of State, Teacher Training, Project Agreement dated 29 April 1957, loc. cit.

Education, the OEC Education Division, and with the various Korean schools, including colleges and universities, in selected educational areas;

2. An Administrative Assistant to care for the details of project administration in order to free the Chief Advisor for more useful work with the Ministry of Education and staffs of teacher training institutions;

Not less than ten nor more than sixteen of the following described education specialists:

3. Eight specialists in teacher education to work with selected normal schools or normal colleges and their attached schools in the training of primary school teachers;

4. A specialist in secondary education to work in the College of Education, Seoul National University and the attached institutions;

5. A specialist in the training of teachers for kindergarten and early primary grades to work in the College of Education, Ewha Women's University, and its attached primary schools;

6. Two specialists in library services, organization and development and in the training of librarians, to work with one or more higher institutions in or near Seoul; these specialists will work primarily at Yonsei University where a model library and training program in library science are being developed.

7. A specialist in educational research to work with the Central Education Research Institute and with research groups in colleges and universities;

8. A specialist in the teaching of English as a second language to work with Korean teachers of English in the secondary schools and in higher institutions;

9. A specialist in textbook preparation and curriculum to work with the appropriate bureaus and committees connected with the Ministry of Education in these areas;

10. Two specialists in educational administration and supervision to work with the College of Education, Seoul National University, to strengthen the undergraduate courses and to establish a graduate program for the training of educational leaders such as superintendents of education, principals, supervisors, and guidance directors;

11. A specialist in curriculum development to work with the Ministry of Education and related agencies.

B. The assignment and/or reassignment of any of the above staff to institutions and/or geographical areas and the definition and/or re-definitions of their tasks is permitted if agreement on such matters is reached between the Chief Advisor of the Peabody Staff, the Minister of Education, and the Chief of the OEC Education Division.

C. The sum of $384,800 has been estimated as necessary to meet the costs of contract services. These include (1) the payment of salaries and costs of logistic support for the personnel provided under the contract; (2) the payment of the expenses of twenty participants to be sent to the United States for periods of one year or less for specialized study and/or observation at George Peabody College for Teachers or other designated institutions.....
.....
.....

II. COMMODITIES $850,000

The sum of $850,000 is programmed to secure materials, equipment, and supplies for teacher training institutions and educational agencies being given technical assistance by the Peabody Staff. Added equipment and supplies needed by the Peabody Staff for the performance of their duties may be purchased directly by the George Peabody College for Teachers upon the transfer of funds to the College for such purposes. The materials, equipment and supplies to be procured include the following:

A. Scientific and professional equipment and supplies for the various institutions and their attached schools, libraries and/or educational agencies being assisted by the Peabody Staff, including but not limited to the following:

1. College of Education, Seoul National University
2. College of Education, Ewha Women's University
3. College of Education, Kyungpuk University
4. Kwangju Normal College and Normal School
5. Inchon Normal School
6. Seoul Normal School
7. Taejon Normal School
8. Chonju Normal School

9. Mokpo Normal School
10. Taegu Normal School
11. Pusan Normal College and Normal School
12. Chunchon Normal School
13. Chungju Normal School
14. Central Education Research Institute
15. Department of Library Science, Yonsei University
16. Curriculum Laboratory, Textbook Bureau, Ministry of Education
17. Other teacher training institutions, libraries and/or educational agencies, as selected by agreements between the Chief Advisor, Peabody Staff, the Minister of Education, and OEC.

B. Construction materials for the rehabilitation and/or construction of special classrooms in selected teacher training institutions and/or attached schools, and for housing of government bureaus or educational agencies. Such institutions, bureaus and/or agencies are to be cooperatively selected by the Chief Advisor, Peabody Staff, the Minister of Education and OEC.....
.....

Special Provisions

C. In furtherance of B, above, the Government of the Republic of Korea undertakes to make provision in its budget for the expenditure of, and to provide HW 1,194,000,000 equivalent to $2,388,000 U.S. at the rate of HW 500 to U.S. $1.00 as follows:

The following three items of Hwan expenditure and purposes, therefore are added under the column Hwan Amount and Purposes, respectively, as part of Part II, paragraph C:

Hwan Amount	Purpose
160,000,000	To defray costs of handling, inland transportation, installation and other costs necessary for full utilization of equipment, materials, supplies and services.
809,000,000	To defray costs of rehabilitation and/or construction of special facilities at but not limited to the following institutions and their attached schools and/or educational agencies:

Hwan Amount	Purpose
	1. Kwangju Normal College & Normal School 2. Inchon Normal School 3. Seoul Normal School 4. Taejon Normal School 5. Chonju Normal School 6. Mokpo Normal School 7. Taegu Normal School 8. Pusan Normal College & Normal School 9. Chunchon Normal School 10. Chungju Normal School 11. Central Education Research Institute 12. Curriculum Laboratory, Textbook Bureau, Ministry of Education Of this amount HW 458,500,000 is estimated to be necessary to defray costs of local materials of construction and HW 350,500,000 to defray labor costs, including all skilled and unskilled labor.
100,000,000	To defray costs of purchase and/or construction within Korea of equipment and supplies essential to improve instruction in the sciences, home economics, health and physical education, library, arts and crafts, and related subjects.
125,000,000	To defray the costs of the conduct of operations of the Peabody Contract Staff in Korea
.....	.....
.....	.....[1]

[1] U.S. Department of State, International Cooperation, Administration, Teacher Training, Project Agreement between the International Cooperation Administration, an Agency of the Government of the United States of America and the Ministry of Education, an Agency of the Government of the Republic of Korea, Project Number 489-66-260, (Seoul, Korea: 29 June 1958), pp. 1-10.

The 1959 project agreement for teacher education continued the financing for the expanded program set forth in the 1958 project agreement. Contract funding for a ceiling of eighteen Peabody advisors plus a year's training for up to twenty Korean educators at Peabody College was provided in the amount of $400,000. The sum of $250,000 was programmed to secure materials, equipment and supplies for teacher training institutions and educational agencies being assisted by the program. These commodity funds were transferred to Peabody College to handle these purchases directly rather than from either U.S. Government procurement sources or the Korean Office of Supply who usually did the procurement under the United States aid program.[1]

To help complete the financing of the construction program, 682,000,000 hwan equivalent to $1,364,000 was also provided. To cover the costs of the Peabody contract operations in Korea, 137.5 million hwan equivalent to $275,000 was made available. Twenty million hwan or $40,000 was provided to cover the costs in Korea of transporting, handling, and installation of all equipment and materials under the project. Thus the 1959 teacher education program totaled $650,000 plus the equivalent of $1,679,000 in hwan.[2]

With fiscal year 1960, the Peabody program began to phase down

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[1]U.S. Department of State, International Cooperation Administration, Improvement Teacher Training, Project Agreement between the International Cooperation Administration, an Agency of the Government of the United States and the Ministry of Education, an Agency of the Government of the Republic of Korea, Project Number 489-66-260, (Seoul, Korea: 24 June 1959), pp. 1-10.

[2]Ibid.

its Korean operations. This was partly due to the progress in achieving some of the programs original objectives but mainly because of opposition in the Korean Ministry of Reconstruction to the continuation of the program on such an enlarged scale. The Peabody program was criticized by the Ministry of Reconstruction as depriving other areas of the economy of resources that would contribute more directly to economic development. In addition, the teacher education project was charged with introduction of taste and desire on the part of Koreans that the country could not afford. (This opposition is covered in more detail later under problems and criticism of the program.)[1]

The fiscal year 1960 project agreement provided $427,000 to finance ten to fourteen Peabody advisors plus a year's training at Peabody of up to twenty Korean educators. To complete the construction 150,000,000 hwan equivalent to about $231,000 (at the new 650 hwan to 1 U.S. dollar rate) was programmed. To cover the costs in Korea of the Peabody contract operations 100,000,000 hwan equivalent to about $154,000 was provided.

Fiscal year 1961 was the final year for financing the project. To finance the costs of from eight to ten U.S. contract advisors to complete the work of the project, $161,000 was provided, and 75 million hwan equivalent to $57,692 (at the then new 1,300 hwan to

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[1]U.S. Department of State, International Cooperation Administration, Improvement Teacher Training, Project Agreement between the International Cooperation Administration, an Agency of the Government of the United States of America and the Ministry of Education, an Agency of the Government of the Republic of Korea, Project Number 489-66-260, (Seoul, Korea: 25 May 1960), pp. 1-11.

1 U.S. dollar rate) was programmed to cover the costs in Korea of completing the Peabody contract operations. These operations were terminated on August 31, 1962. Table 20 sets forth the total United States financing under the teacher education project for fiscal years 1956 through 1961. The total U.S. commitment to the program of improving Korean teacher education during this period amounted to $8.7 million.

Accomplishments of the Peabody Team

In the period from 1956 through August 1962, the Peabody staff significantly upgraded Korean teacher education.

Early Childhood Education

The initial project plan called for attention to early childhood education. A specialist in this field was included in the original overseas staff that set the project in motion, she was located at the College of Education of Ewha Women's University. This university had already been engaged in evolving a program of education for young children through the attached primary school, and an attempt had been made to provide model facilities for a program in kindergarten education for children. The Peabody specialist in early childhood education was therefore able to gain an accurate estimate of the status of early childhood education throughout the country. It ranged from virtually no attention in most communities to the significant developments at Ewha.[1]

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[1]George Peabody College for Teachers, Teacher Education in Korea, op. cit., pp. 57-58.

TABLE 20

U.S. FINANCIAL COMMITMENTS TO KOREAN TEACHER EDUCATION PROJECT
Thousands of U.S. Dollars

Fiscal Years 1956-1961	Total $	U.S. Government Technicians (bodies)	Directly Financed Participants (bodies)	Directly Financed Commodities	Peabody Contract Services			
					Total Contract	(Technicians/ bodies)	(Participants/ bodies)	Commodities
1956	304.7	0	21.8(4)	103.4	179.5	(165.0)(8)	(0)	(14.5)
1957	1,076.2	17.0(1)	0	660.9	398.3	(255.0)(8)	(98.3)(17)	(45.0)
1958	1,205.9	37.5(2)	1.2(1)	782.2	385.0	(208.0)(20)	(135.0)(20)	(42.0)
1959	667.9	22.3(1)	1.3(1)	0	644.3	(260.0)(18)	(140.0)(20)	(244.3)
1960	456.1	29.1(2)	0	0	427.0	(287.0)(14)	(140.0)(29)	(0)
1961	214.2	26.4(3)	25.0(5)	1.8	161.0	(161.0)(10)	(0)	(0)
Total 1956-1961	3,925.0	132.3	49.3	1,548.3	2,195.1	(1,336.0)	(513.3)	(345.8)

Counterpart Hwan

Fiscal Year	Counterpart Funds In Hwan	Counterpart Funds In Dollars
1956	22,000,000	44,000
1957	341,100,000	682,200
1958	1,034,000,000	2,068,000
1959	819,500,000	1,621,900

TABLE 20--Continued

Counterpart Hwan

Fiscal Year	Counterpart Funds In Hwan	In Dollars
1960	250,000,000	384,615
1961	14,750,000*	11,346*
Total	2,481,350,000	4,812,061

Total Dollar Equivalent-* Under English Language Training.
() Numbers in parenthesis indicate bodies or non add dollars

Total U.S. Dollar Equivalent Commitment to Teacher Education Project

U.S. Dollars	$3,925,000
Counterpart Dollars	4,812,061
Total	$8,737,061

The Peabody operations in Korea made contributions to developments in childhood education through activities such as workshops, conferences, curriculum development projects and demonstration teaching. The specialist, as a result of these operations, noted several basic deficiencies in the culture and in provisions for childhood programs. These insights led to several developments.[1]

Korean schools in general were exceedingly limited in teaching and learning materials. This was especially true in the few kindergarten and early childhood programs. The Peabody early childhood education specialist enlisted the interest of a group of Korean students and teachers in the identification and use of materials indigenous to the Korean culture and economy that would enrich childhood programs. For example, the mats made from rice straw which are used for many purposes in Korean homes and business were brought into kindergartens to give an opportunity for group activities on the floor with some attention to warmth and cleanliness. An indigenous modeling clay was discovered that could be had at a very nominal cost. Many items were brought into classrooms, and their discovery and use were emphasized with workshop groups. Classrooms for young children began to lose their barren appearance, and programs took on more meaning as the use of such materials became acceptable.[2]

The children's stories as well as the historical and mythological material that abound in Korea's culture never had been used in

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[1]George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2]Loc. cit.

Korean primary grades. Little of this cultural material had been converted to the printed page. Encouragement had not been given to teachers and others to gather this material for publication or to engage in creative writing for young children. The early childhood education specialist was able to divert a portion of time and some additional resources to the encouragement of the development of this children's literature.[1]

Another development of the program in early childhood education was the establishment of a Learning Resources Center at the attached school of Ewha University's College of Education. Good facilities were developed and encouragement was given to the widest possible collection, classification and filing of materials: books, films, records, pamphlets, clippings, photographs, and other items.[2]

Library Science

Prior to Peabody's operations in Korea, librarians there were mainly scholars who had no preparation in library science. The National Library contained a considerable collection, as did the libraries of a few of the major institutions. However, libraries were practically nonexistent in such institutions as normal schools. The small numbers of books that they did have were almost without exception kept under lock and key. They were little used by teachers and unavailable to their pupils.[3]

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[1]George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2]Loc. cit.

[3]Loc. cit.

Representatives of the United States in Korea and the Ministry of Education recognized the need for improving the libraries of the country and included a provision for assistance in developing a Department of Library Science at Yonsei University as part of the original Peabody contract.[1]

As soon as the library situation in Korea became apparent to the Peabody staff, a re-evaluation of the library phase of the program was initiated. If the broad program of Korean education was to be served, the initial commitment to establish a thorough and continuing program of library training at Yonsei University needed to be supplemented. In addition, certain steps needed to be taken to stimulate an awareness of the relationship of libraries to educational and cultural advances, and to underwrite this with practical training and development.[2]

The eighteen Korean normal schools and the College of Education of Seoul National University, which sends teachers to secondary schools and colleges throughout the nation, became the targets for a nationwide effort to improve libraries. Short courses to upgrade those who were designated as librarians in these and other institutions were given. Workshops for librarians were conducted. Books began to emerge from locked cabinets; cataloging began; and several institutions even began making books available to students through open stacks. In those schools where there was to be assistance in

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[1]George Peabody College for Teachers, Teacher Education in Korea, ibid., pp. 57-59.

[2]Loc. cit.

improving the physical plant and facilities, libraries and related space were included in designs for construction or remodeling. Demonstration equipment was designed and built, and some manufacturers of furniture began to stock some equipment and to take orders for other items.[1]

The Peabody team stressed to the Koreans the point that "no developing nation can hope to advance its general educational and cultural position or to establish a base for research without rapid and substantial advances in libraries." The fact that Korea has made such signficant economic progress may have resulted partly from this stimulation. Korean libraries have been rapidly growing and great pride is taken in them. About fifteen years ago the Korean Library Association was composed of a small group of Korean scholars mainly from the universities designated as librarians. Today it is reported as one of the most vigorous professional groups in Korea, with a membership of several hundred, nearly all of whom are either graduates of a four or five-year program in library science or have had substantial training in that field.[2]

Instructional aids in library education were practically nonexistent in Korea when the Yonsei University library science program began in the spring of 1957. The early stages of this program depended heavily on mimeographed bilingual syllabi materials prepared jointly by American and Korean instructors. There were a few English language

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[1] George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2] Loc. cit.

books in the area of library science, but the language barrier substantially reduced their value as instructional materials. The library-education program reflected an immediate need for the publication of Korean language materials in the area of library science. The subsequent growth of the library movement itself was later to accentuate or enlarge the demand for such materials. The immediate problem involved either outright authorship by a very few trained Korean librarians, or the translation of established foreign works. While the former was to be encouraged, the latter was more practical. Translating and publishing these materials in Korea proved to be quite a task. Finding scholars with enough knowledge in the library field to understand library terminology and with an adequate working knowledge of English presented a problem. There were problems related to the use of pure Hangul--Korea's language--and Chinese, or a mixture of both languages.[1]

In spite of these difficulties, several publications were issued through a cooperative program between the Yonsei University Department of Library Science and the Peabody program, with project funds providing the major share of the financial assistance necessary to conduct the program. "A Guide to Korean Reference Books," was produced as the first publication of this series in 1958. In 1959, the "Dewey Decimal Classification," "The Preliminary Rules and Manual for Cataloging Chinese, Japanese and Korean Materials, Library of Congress," and "Subject Cataloging" were published.[2]

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[1]George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2]Loc. cit.

In 1960 Aker's "Simple Library Cataloging," "The Classified Catalog," Douglas's "The Teacher Librarian's Handbook," and Butler's "Introduction to Library Science" were completed. Translation of the "Relative Index to Dewey Decimal Classification," a gigantic effort covering a period of some four years, was completed in July, 1962. In addition to the specific titles mentioned, which were related directly to the Peabody program, there were other independent efforts in the publication of literature for library development. Some of these were ambitious and energetic.[1]

A very interesting phase of this program was the production of a film titled, "Opening the Doors of the School Library." It was filmed in the Taegu Normal School library, under the direction of the Korean Office of Public Information and of technicians and advisors from Syracuse University with the Peabody library specialist serving as production advisor. The main purpose of this film was to challenge and inspire its audience by indicating the proper function of a social library.[2]

The Peabody Building Program

The purpose of the Peabody building program in Korea as it evolved from fiscal years 1957 through 1959 was to rehabilitate and supplement the existing facilities of a selected number of the public teacher-training institutions to enable them to improve their teacher-training programs.

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[1]George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2]Loc. cit.

In 1957 the Korean normal school and normal junior college facilities consisted largely of academic classrooms of about twenty pyong (720 square feet), with teachers' platforms and very poorly built desks and chairs. In addition to the classrooms, there usually existed one room for the office of the principal or dean; one room for the business affairs office; one room the size of two classrooms for a faculty room; one room about one-half the size of a classroom for a library; and, in some cases, one room for science, one room for home economics, a small auditorium, and several small organ booths.[1]

In most cases, next to the normal school was an attached primary school and an attached middle school of from nine to twenty-four classes each. In some cases these attached schools were physically attached on the same campus; in other cases they were two miles or more from the normal school they served.[2]

Because of the short supply and expense of fuel, the buildings were very inadequately heated. For that reason, nearly all of the buildings were designated with classrooms facing south.[3]

Judged by U.S. standards, sanitary facilities were poor. The toilets smelled, and drinking and washing facilities were seldom available. In some cases the buildings and grounds of the normal and attached schools were in rather good condition, but in most cases, the

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[1]Ray L. Hamon, "Final Report of Ray L. Hamon," unpublished report of specialist in school building planning, George Peabody College Staff, (Seoul, Korea: 1960), p. 10.

[2]Loc. cit.

[3]Loc. cit.

properties were badly run down. Leaky roofs, rotten woodwork, worn floors, and lack of paint were very common.[1]

The Peabody building program was designed to strengthen the College of Education of Seoul National University as the outstanding national center for the preparation of teachers, supervisors, and administrators, at all levels; and to assist in the development of one junior normal college in each province for the training of primary school teachers. It was decided to provide facilities to strengthen the existing normal junior colleges at Pusan and Kwangju; and to provide, within the limits of available funds, suitable facilities for a normal junior college program, at each of eight normal schools on the assumption that they would be upgraded to that status for training primary school teachers. These eight institutions were: Inchon, Seoul, Chunchon, Chungju, Taejon, Chonju, Mokpo, and Taegu. In addition, new buildings were provided for the Central Education Research Institute in Seoul and for the Textbook Bureau of the Ministry of Education. Table 21 that follows shows the dollar and hwan allotments to the various building projects under this program.[2]

The one Peabody school building specialist had a tremendous job in supervising this program. To some extent he was assisted by other Peabody staff and technicians from the United States Operations Mission. Technical assistance was provided in the planning and design of the facilities. Each of the building projects was planned cooperatively with the head of the respective institution, his staff, the

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[1]Hamon, loc. cit.

[2]Ibid., pp. 11, 41-42.

TABLE 21

KOREAN PEABODY TEACHER-TRAINING BUILDING PROJECTS
1957-1962

Institution and Project	U.S. $ Allotments	Hwan Allotments In Thousands
College of Education, SNU		
Library & Science Bldg.	500,000	341,000
Remodel old building		
Kongju Normal College		
Science Bldg.		39,500
Kwangju Normal College		
Science Bldg.	40,000	84,000
Library Annex to S. Bldg.		10,000
Attached Primary School	29,000	113,800
Multipurpose facility		73,000
Pusan Normal College		
College Bldg. (Peabody Hall)	37,000	84,000
Attached Primary School	40,000	64,800
Science wing & finish main building		79,450
Inchon Normal School		
Attached Primary School	13,500	84,800
Remodel one-story building		5,000
Library & Home Economics Bldg.		67,000

TABLE 21--Continued

Institution and Project	U.S. $ Allotments	Hwan Allotments In Thousands
Seoul Normal School		
Lib, Sc, HE, & crafts	27,000	54,000
Chunchon Normal School		
Lib, Sc, HE, music, & crafts	39,000	63,028
Attached Primary School		60,000
Chungju Normal School		
Lib, Sc, HE, music, & crafts		56,400
Attached Primary School		60,000
Taejon Normal School		
Addition to main building	8,000	19,800
Science Bldg.	14,000	57,400
Attached Primary School	8,500	13,200
Toilets		2,400
Chonju Normal School (Remodeling)		12,000
HE and library	13,000	22,000
Repair dormitories	1,000	14,250
Attached Primary School	17,000	69,800

TABLE 21--Continued

Institution and Project	U.S. $ Allotments	Hwan Allotments In Thousands
Mokpo Normal School		
Attached Primary School	12,000	28,800
Lib, HE, Art, & Music	10,000	41,600
Repairs		15,000
Taegu Normal School		
Addition to main building		12,000
Music, Art, & crafts	8,000	48,800
Attached Primary School	18,000	35,000
Kunsan Normal School		31,000*
Kangnung Normal School		16,200*
Sunchon Normal School		4,050*
Chinju Normal School		2,700*
C.E.R.I.		
New building	5,000	29,220
Textbook Bureau		
New building	10,000	19,800

TABLE 21--Continued

Institution and Project	U.S. $ Allotments	Hwan Allotments In Thousands
Furniture for building projects		160,000
Project expense, MOE		34,152
Total	$850,000	2,028,950

*Early allotments to institutions not scheduled for upgrading.

braces under the book shelf should not interfere with knee space. Shims should be placed between legs and ends of stackable tables so the legs will clear the table tops when stacked. Classroom furniture should be finished in light colors, natural wood finish is best. Desk and table tops should never be finished in black, except acid-proofed science tables, because black table tops contribute to poor lighting and eye strain.

Another Peabody Staff member has designed a double bench which can also be stacked, thus making most of the floor area of the classroom available for many types of student activity not requiring seats and desks. A double table and a double bench can be built for much less than two single desks and two chairs of comparable materials and workmanship.

Stools are more flexible than benches, and they can be made to stack; but, like benches, stools provide no back support. Chairs have some advantages over either benches or stools for classroom seating. But good durable chairs will cost more than benches, and chairs will not stack as well as benches or stools. We have designed a posture chair of light tubular steel frame, saddled wood seat, and a curved back support. These are durable and comfortable working chairs, and they can be made locally.

The staff and Peabody advisors at the Kwangju Normal College have designed a single table and chair for primary grades, which I consider is superior to my stacking table, provided the classrooms are large enough.[1]

The Peabody building program, by providing improved facilities, made it easier for the Peabody staff to introduce to the Koreans a different approach to teacher education and thereby facilitated many of the accomplishments of the program.

Improvements in Primary School Teacher Training

Korean primary school teachers were trained in eighteen high-school-level normal schools scattered throughout the nation, with at least one in each of the provinces. The original contract agreement

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[1]Hamon, ibid., pp. 30-32

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[1]Hamon, ibid., pp. 30-32

had provided for the development of a model institution for the training of primary school teachers at Kwangju, located in the southwest sector of the Korean peninsula.[1]

The Kwangju institutional complex presented a good resource to develop. The institution consisted of the normal school with attached middle and primary schools and, in addition, one of the two junior colleges which had been established by the Korean Government some years before with the expectation that it would be used to upgrade the preparation of teachers. Such plans had not been carried forward, and this junior college, as well as the one at Pusan, had been used to train a small number of middle school teachers. These schools were located on a single, large and attractive campus. Unusually good rapport was developed with the principal and faculty members of this cluster of schools by building a residence for Peabody technicians next door to the principal's residence. The program of the Kwangju teacher-education center had been improved substantially by UNKRA through the work of the third American education team in 1954 under the leadership of Dr. Harold Benjamin (see pages 216 and 217).[2]

In spite of the favorable conditions at Kwangju for the development of an institution of some distinction within the context of Korean education, the Peabody staff members had come to the firm conclusion that if Korea was to develop a school system that would support democracy and representative government, the nation would need better-

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[1] George Peabody College for Teachers, Teacher Education in Korea, op. cit., pp. 59-66.

[2] Loc. cit.

prepared primary teachers and changes in teacher education that would have to be made faster and more widespread.[1]

Consequently, discussions were held with the Ministry of Education, the United States Mission, and with representatives of Peabody College which resulted in a decision to expand to a nationwide effort the program for the preparation of primary teachers. Centers in addition to the initial one at Kwangju were established at Taejon, Taegu, and Pusan. A fifth center also was operated out of the central staff office in Seoul. These centers did not reach the level of concentration or influence of Kwangju, but they did serve to stimulate and to assist with the improvement of teacher education throughout the nation. They were effective as a base for the widespread in-service education programs that emerged during the closing years of the project.[2]

All centers gave particular attention to curriculum development, not only in the normal school programs but in the attached primary and middle schools. All centers gave assistance in the development of libraries. The Taegu center became a demonstration point in library development. Although working approaches varied from center to center; generally the Peabody staff members assigned to a center would establish good working relationships through a process of learning about the program and background of the schools of the area. A plan was

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[1]George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2]Loc. cit.

developed that brought the Peabody staff members into direct contact with the teachers and administrators.[1]

Out of these experiences would emerge a plan for a series of conferences with the administrators of all the schools. These conferences were sometimes held directly with the head of the particular school under discussion, but more often they were group conferences attended by the entire administrative staff.[2]

Some preliminary planning usually was done by the officials of the attached primary and normal schools prior to the arrival of the Peabody staff. At an early conference, detailed suggestions for the work of the team members in the schools were presented. Further discussion regarding these plans would be delayed until after the Peabody staff had completed a visitation which would give them a better basis for evaluating the suggested program.[3]

Teachers of the same grade level were visited for complete class periods on a designated day. Each day's visit was followed at the end of the school day by a conference with the principal, vice principal, and the teachers visited. Much additional information was secured in these conferences about content, methods, materials, and about the training and experience of the teachers.[4]

Following the completion of the program of visitation, the

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[1]George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2]Loc. cit.

[3]Loc. cit.

[4]Loc. cit.

Peabody staff would prepare a written proposal for future work. It included the topics, problems, and suggestions proposed by the school staffs originally, but departed considerably from the suggested ways of working. In the original plans, most of the problems were to be dealt with by means of lectures and conferences. There were separate plans for the normal school and for the attached primary school. The Peabody technicians would prepare a new plan which called for involving administrators and teachers of all schools in a single program with a wide base of participation in detailed planning and execution. The team also proposed the formulation of some continuing committees to work on certain problems. This Peabody proposal then would be revised and adopted by the whole group.[1]

Attention was given to the arts and crafts of Korea as an ingredient of education, and particularly as a contrast to the lecture-memorization approach that in Korea extended even to the primary schools. All centers encouraged the upgrading of equipment and learning resources that could be obtained from the local economy. Improvements in the teaching of reading received attention. Science teaching in relation to the problems of daily life, such as sanitation and food preservation, was encouraged. The center at Taejon took the lead in this development. The Kwangju group encouraged the community-school concept throughout the Cholla Namdo Province. The program tried to develop an understanding of the relationship of education to

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[1] George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

improvement of the quality of the daily life of both students and adults.[1]

As the project moved forward, a leadership-training program developed at the College of Education, Seoul National University. Historically, Korea had chosen its leaders in education through a process of natural selection and competitive examinations. The need for a development program was discussed with Ministry officials and educators throughout the country for a period of about three years. These discussions led to plans for a leadership-training program at the College of Education. The program was envisioned as the first step toward the establishment of graduate study in education at Seoul National University.[2]

A leadership curriculum was developed by a joint committe of Korean professors, educators, representatives of the Ministry of Education, and representatives of the Peabody staff. A technician was assigned directly to the program and the Peabody staff participated in the program of instruction. The Ministry of Education selected the first class of forty individuals, drawing primarily from the ranks of principals and assistant principals. The program operated on an eight hour per day basis, six days a week for a period of several months. The development was favorably received and it soon was made a permanent part of the educational program by an official

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[1] George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2] Loc. cit.

act of the Korean Government. This development will probably have a lasting impact on the evolution of public education in Korea.[1]

The upgrading of the high school level normal schools to junior teachers colleges, was another improvement in primary school teacher training. The Ministry of Education had concluded that since primary education was compulsory, high-school-level normal schools were an inadequate base for the preparation of a satisfactory teaching force for the primary schools. The Peabody staff was invited to join the Ministry discussions about the best ways to bring about improvement.

It took several years to make the change. It was clear that eighteen normal schools were too many. Yet the demand for primary teachers was such that nearly all graduates were placed immediately in teaching positions. If the normal schools were to be transferred to other uses, then local educational, economic, and political interests became involved. There were many discussions as to whether it would be better to change by adding one year to the existing normal school program and then at a future time add another, or to move immediately to close the normal schools, reassign faculties, and initiate a limited number of junior-college type institutions responsible for preparing elementary school teachers.[2]

Finally, after four years of discussion, the Ministry moved to phase out all normal-school-level programs and the government acted

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[1]George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2]Loc. cit.

to create a series of junior teachers' colleges including the ones at Kwangju and Pusan. Members of the Peabody staff were asked to serve with other ministry representatives in an evaluation of the normal schools as a step toward determining which to upgrade. With the selections made, the Peabody staff began one of its most important tasks; providing leadership in the development of a forward-looking curriculum for the preparation of teachers at this advanced level.[1]

As the first step in this program, the existing junior colleges at Kwangju and Pusan were transformed into junior teachers' colleges for the preparation of primary teachers. Developments in these two schools served as a guide for the additional junior teachers' colleges that were upgraded from normal schools the following year.[2]

Seven normal schools subsequently were upgraded into two-year junior colleges for the training of elementary school teachers. The Cheju Normal School was converted into a two-year department of Cheju College. This provided one institution for each province, for a total of ten. The normal schools that were not upgraded were turned over to the local school systems and three were designated as terminal-type vocational junior colleges. Table 22 shows the schools that were selected to be junior colleges of education with their student and faculty quotas at the time they were upgraded in December of 1961.

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[1]George Peabody College for Teachers, Teacher Education in Korea, loc. cit.

[2]George Peabody College for Teachers, Korean Project-Improvement of Teacher Training - Semi-Annual Progress Report by the George Peabody for Teachers to the Agency for International Development for the period September 1, 1961 through February 28, 1962, (Seoul, Korea, 1962), pp. 11-21.

As has been pointed out, the establishment of these junior teachers' colleges represented an important step in the development of Korean education.[1]

TABLE 22

KOREAN SCHOOLS SELECTED AS JUNIOR COLLEGES OF EDUCATION DECEMBER 1961[a]

Name of College	Student Quota	Faculty Quota
Junior College of Education, Pusan National University	640	31
Junior College of Education, Chonnam University (Kwangju)	560	29
Junior College of Education, Kyongbuk University (Taegu)	560	19
Junior College of Education, Chonbuk University (Chonju)	400	15
Inchon Junior College of Education	400	15
Kongju Junior College of Education	400	15
Chunchon Junior College of Education	320	13
Junior College of Education, Seoul National University	320	13
Chongju Junior College of Education	240	11
Department of Education, Cheju College	80	4
Total	3,920	165

[a]George Peabody College for Teachers, Korean Project-Improvement of Teacher Training, loc. cit.

[1]Loc. cit.

Training of Teachers of English

Another area where Peabody's services were effective was in the training of the teachers of English at Seoul National University's College of Education. There the preservice training of English teachers received special attention. An English language laboratory was installed where a full-time Peabody specialist was assigned for two years. Work was also done in this field at Yonsei University. The Peabody staff coordinated their program with another program that developed.[1]

In 1960, an agreement was reached on a plan for the inservice training of teachers whereby the United States Operations Mission agreed to assist the Ministry of Education in the establishing of a Language Training Center to teach English to Koreans scheduled to go to the United States for study, and to provide intensive training for high school teachers of English in spoken English and teaching methods. On March 1, 1961, a contract was entered into by the Korean Government, the International Cooperation Administration, and the English Language Services of Washington, D.C. to provide advisory services for the training of a Korean staff for the new Language Training Center. The building for the center was erected with counterpart funds. A laboratory and library were provided by the United States along with the

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[1] George Peabody College for Teachers, Teacher Education in Korea, op. cit., p. 66.

contracted technical services from a $142,000 allocation supported by local currency.[1]

The English Language Services contract had two objectives: (1) to render technical assistance in the establishment of the Language Training Center, and (2) to build a curriculum for the center and train a Korean staff so that they could carry out the activities of the center.[2]

Four American technicians served in Korea under this project from March 1, 1961 through December 31, 1962. Below is a quote taken from the English Language Services final report:

.....

4. Attainment of Objectives

(1) A curriculum for both participants and inservice teachers was planned, devised and carried out successfully.
(2) The language laboratory of two 18 position rooms was installed in July, 1961 and was in operation in August. There are sufficient spare parts to insure smooth operation for an additional two or three-year period.
(3) The materials, teaching aids, texts, tapes, and library books have been secured against rapid depletion and spoilage. These can remain in good condition for an approximate eight-year period, or longer.
(4) Supplementary materials have been developed in the form of additions to the textbooks, special tapes that pinpoint difficult speech and comprehension difficulties.
(5) Six full-time teachers have been trained in teaching techniques and in speech development in

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[1]English Language Services, Inc., English Language Services Final Report--Final Report of English Language Services, Inc. to Agency for International Development (Washington, D.C.: 31 Dec. 1962), pp. 1-4.

[2]Loc. cit.

> weekly formal teachers' meetings, daily conferences, and classroom obervation. Their responsibilities have increased during the last four months under this Contract. The object has been to allow the Korean staff to develop further so that it could carry on the activities of the Center with the highest degree of efficiency after the termination of the Conract.....[1]

Thus the establishment of a language training center where in-service English teachers can be trained and coordinated with the Peabody effort at Seoul National University's College of Education in training English teachers has done much to improve the use of English in Korea.

Criticism of Peabody Program

The work of George Peabody College for Teachers in Korea was generally received in a favorable way. However, there was some criticism of its efforts by members of both the Korean Government and the Government of the United States. Peabody also, while generally supporting the United States effort in Korea, was not without its criticism of the U.S.-Korean foreign aid planning.

As competition developed for U.S. dollar and Korean counterpart funds, the Korean Ministry of Reconstruction became more critical of the Peabody operation. They objected to the large building program and their opposition did cause a cutback in the Peabody plans. The Ministry of Reconstruction objected to many of the American-style items that Peabody introduced into the normal schools. For example, in a number of the normal schools Peabody had imported American electric ranges and washing machines for the home economics

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[1]English Language Servies, Inc., ibid., pp. 3-4.

departments. There was little chance that any Korean student or teacher would ever have occasion during his lifetime to have this type of device in his home. The Ministry of Reconstruction argued that Peabody was creating tastes on the part of the Korean people that the country could not afford.[1]

The desire for expensive luxury items was an anathema to those in the Ministry of Reconstruction who were thinking in terms of investments that would lead to economic development. The Peabody staff argued that making the Koreans aware of and desireous of a better life would create demand and dissatisfactions that would lead to economic development. However, there were modest oriental style appliances available that might have proven the Peabody point at much less expense and they would have resulted in more realistic desires on the part of the Koreans. The fact that a number of the ranges and washers were unconnected and not being used when a check was made by United States Operations Mission officials in the summer of 1961, either because the schools could not afford to operate them or because they did not have 220 volt power lines, does seem to indicate Peabody had not planned some of its commodity import program as well as it might have. However, the management of the United States Operations Mission recognized that on the whole the Peabody commodity imports were reasonable and well planned and the Peabody operation did not suffer from inadequate financial support.[2]

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[1]William M. Williams, letter, loc. cit.

[2]Loc. cit.

Members of the United States Operations Mission were critical of the Peabody program in that they believed that Peabody did not give enough credit to the U.S. taxpayer as the benefactors of the program. The Chief of the Higher Education Branch of the United States Operations Mission to Korea reported that the Koreans in the normal schools he had visited were well aware of Peabody with the new buildings being named "Peabody Hall" or "Goslin Hall." The Koreans at these schools did not seem to know that all the items their schools were receiving were being financed by the people of the United States.[1]

Generally there was close and harmonious relationships between the Education Division of the United States Operations Mission and the Peabody staff. But, there was some criticism on the part of some of the so-called "direct-hire" educators of the United States Operations Mission to Korea who complained that the Peabody team regarded itself more highly qualified to make educational judgments. When the Office of the Economic Coordinator first opened the Education Division was staffed quickly by Department of the Army civilians who had been in Korea at the time and the Peabody staff generally was better qualified. This situation, however, was not true later when the staff of the Education Division of the United States Operations Mission on a whole had educational credentials that generally were higher academically and by virtue of experience than many of those of the Peabody staff. In fact, the qualifications of a number of the Peabody staff

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[1] William M. Williams, letter, loc. cit.

were questioned by the U.S. Higher Education Adviser who had responsibility for passing on them.[1]

Related to this problem was the knowledge of the direct-hire educators that four of the Peabody staff were relatives of the first Chief Contract Advisor and later Campus Coordinator of the program. The direct-hire educators wondered about the qualifications of some of these relatives. They more pointedly felt that the Peabody staff was not in a very good position to advise Korean educators about Korea's age-old problem of nepotism. It is estimated that over $200,000 went to members of this one family who served on the Peabody team.[2]

The Peabody staff contended that any aloofness on their part was caused by the fact that they did not want to be regarded by the Koreans as the same as the direct-hire educators. They contended that they had the confidence of the Korean educators who regarded the U.S. "direct-hire" educators as government officials similar to members of the Ministry of Education. The Peabody staff did not want the Korean educators to look upon them as regulators or inspectors but as helpers and colleagues.[3]

Some in the United States Operations Mission criticized the Peabody effort for not using their position to induce more reforms in teacher education. For example, the Peabody team might have used their building program to induce the Koreans to upgrade the normal

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[1] William M. Williams, letter, loc. cit.

[2] Loc. cit.

[3] Loc. cit.

schools sooner. Instead, the upgrading occurred after the building program was completed and some of the building was done at schools that eventually were not selected for upgrading.[1]

One United States direct-hire educator criticized the Peabody operation as creating a teacher education system in Korea that was becoming obsolete in the United States and was too expensive for Korea. He contended that having separate teachers colleges duplicated facilities of the national universities. He asserted that colleges of education should be part of universities where students preparing for all professions could share common experiences. He questioned the selection of Peabody to do the Korean teacher education project since he contended that institutions tend to perpetuate their own kind.[2]

The Peabody criticism of the foreign aid planning in Korea centered around what it thought was the disproportionate amount of aid that was given to education as opposed to business and economic activities.

> .....
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> Our programs of assistance generally are conceived in the interest of the mutual security of the United States and the associated or participating nation. Usually economic development as an adjunct to military strength and security has been the primary and central objective of the programs. There can be no quarrel with this approach if the place of education as an adjunct or an essential element in the basis of success is understood and fully incorporated in the aid program designed for each country. The experiences of members of the Peabody College staff in

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[1]William M. Williams, letter, loc. cit.

[2]Loc. cit.

> Korea, while exceedingly satisfying in most respects, lead to the conclusion that our economic and foreign aid planners do not understand sufficiently the necessity for greater attention to education as a basis for success in our mutual aid programs.
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> .....
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> The above is by way of saying that a long series of experiences leads to the belief that the United States in its foreign aid programs has tended to place too much dependence on the immediate and direct implementation of business and economic activities without undergirding them with sufficient attention to the evolution of adequate educational programs. If there is a factor of validity in the contention made above, then it is the responsibility of the educational community of America to help bring about better balanced insights and commitments on the part of the individual responsible for the policies of government and the prospective operating agencies, both public and private.
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> .....[1]

The Peabody criticism seemed to stem from the fact that in the ordering of priorities on the utilization of U.S. aid resources in Korea's development, assistance to education along lines advocated by the U.S. education advisers, did not rank as high as activities with quicker and more direct economic results. They were critical of the fact that the United States aid planners in Seoul were not providing any follow-up programs to the foundation they believed they had made in improving teacher education.

Summary

All criticism notwithstanding, it has generally been conceded that the United States program of improving teacher education in Korea under the guidance of George Peabody College for Teachers was a success.

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[1]George Peabody College for Teachers, Teacher Education in Korea, op. cit., pp. 2-3.

In the period 1956-1962, assistance had been provided in the fields of textbook preparation, science education, early childhood education, educational research, and the development of a department of library science at Yonsei University with accompanying emphasis on library extension and improvement throughout the educational system. As the project developed in 1957 and 1958, successful programs in the development of educational leadership, school and other educational building development and design of school furnishings, educational equipment and material procurement, the teaching of English and the development of inservice teacher education throughout the country were added. The final major contribution of the Peabody staff in 1962 involved the development of programs in the preservice education of elementary school teachers at the ten institutions that were selected as junior colleges of education responsible for preparing the nation's elementary school teachers.

Thirty-nine different members of the George Peabody Teachers College staff had furnished over sixty-five man years of technical assistance on how to improve Korean teacher education in that country during this period. In addition, to upgrade their educational skills, eighty-two Korean educators, who had been selected jointly by the Korean Ministry of Education and the Peabody staff in Korea, had studied in the United States at Peabody College.

All except two of these Koreans (one of whom was in the army) held positions of importance in education when the program terminated in August of 1962. Over 150 Korean school administrators had attended

Peabody workshops and institutes in educational administration. Peabody's intensive work with college faculty members and administrators and Peabody's extensive workshop activities with thousands of public and private school teachers and other educational and school personnel had served to make many changes in the character of Korean education.[1]

It was recognized by the Peabody staff, the United States aid planners in Seoul and the Koreans themselves, that the development of education was a continuing process where one gain only leads to another need. The United States as planned had given Korea a substantial boost in the improvement of its teacher education process but it was not in the plans of either the U.S. or Korean leadership for the United States to subsidize Korean teacher education indefinitely.

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[1] George Peabody College for Teachers, Teacher Education in Korea, ibid., pp. 77-82.

CHAPTER VII

SUMMARY, ASSESSMENT, AND RECOMMENDATIONS

Background

Koreans trace their history back more than 2,000 years before the birth of Christ. People on the Korean peninsula are proud of a cultural heritage which originated nearly thirty centuries before Columbus discovered America.

Koreans have traditionally given much attention to education in their country. The first plan for organized schools was put into operation in 373 A.D. during the period of the Three Kingdoms. Following that start and despite invasions and internal strife, succeeding dynasties further developed and strengthened the educational system.

Education, however, was dedicated to the instruction of the elite - - to training the children of noblemen and upperclass families. While there was some expansion of educational opportunity during the later years of the Yi Dynasty, it wasn't until the coming of the western missionaries during the waning years of the nineteenth century that any serious attempt was made to provide schools for the common people. In 1905, after the Russo-Japanese War, Japan established Korea as a protectorate, and in 1910 it was formally annexed as part of the Nippon Empire.

During the Japanese regime, schools were designed to inculcate traits of unquestioning obedience and acquiescence to the wishes of the occupying power. All major administrative posts and most of the important teaching positions were held by the Japanese. The teaching of the Korean language was forbidden.

Liberation and the repatriation of the Japanese at the end of the Second World War in 1945 necessitated the mass promotion of Korean personnel into administrative and teaching positions for which they were entirely unprepared in terms of experience and training.

Formation of the new government in 1948 was followed by the Communist invasion in 1950 and a state of war which lasted until August, 1953. This rapidly changing sequence of events gave little opportunity for the establishment of a school system geared to the needs of modern youth in a free nation. The great devastation and destruction resulting from continuous fighting on Korean soil left the nation in a weakened condition with a shattered economy.

Summary of U.S. Aid to Korean Education

The period 1953 through 1963 was a period of relief and rehabilitation for South Korea after a devastating war which had lasted from June 1950 to July 1953. The country had been left in a shambles. The United States played a major role in assisting the Republic of Korea to recover from that ruinous conflict. From fiscal year 1953 through fiscal year 1963 the United States provided some $2,930,600,000 in economic aid to assist the South Koreans to repair the devastation

and remedy the economic dislocations caused by the war and the political division of the Korean peninsula.

Part of these resources were used to rebuild and upgrade education. It is estimated that about $100 million went for that purpose in that period.[1]

During the early reconstruction period immediately following the war, foreign assistance to education was provided by AFAK (Armed Forces Aid to Korea) and UNKRA (United Nations Korean Reconstruction Agency). When the latter agency began phasing out their Korean operation in December, 1955, the responsibility for a continuing program of assistance to the nation's schools was transferred to the International Cooperation Administration which was an agency of the U.S. Department of State. With the passage of the Foreign Assistance Act in 1961 the International Cooperation Administration was superseded by the Agency for Internation Development. United States assistance efforts in Korean education in the period after 1953 focused essentially on four areas of concentration; classroom construction, secondary and vocational education, higher education, and teacher training.

PHYSICAL ACCOMPLISHMENTS

Classroom Construction

In the period 1956-1962 in the area of classroom construction $2.3 million in commodities and 19 million in hwan was put into local Korean communities to construct 7,525 classrooms and repair 3,262

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[1]Includes $48.6 million AFAK Program - see page 28.

others. In addition under the Armed Forces Assistance to Korea (AFAK) program $48,618,307 in labor, equipment, building materials, and other donations were utilized to construct and complete 2,626 school building projects averaging five classrooms each for an estimated total of 13,130 classrooms. Thus United States assistance had resulted in putting over 23,000 classrooms into service. This would represent about 83 per cent of the number of classrooms destroyed or damaged by the war. Though not necessarily constructed for that purpose, the number of classrooms provided was about equal to the number of elementary classrooms lost as a result of the war. Elementary education was that portion of education that was compulsory under Korean law.[1]

Secondary and Vocational Education

In the years 1956-1966 in the area of secondary and vocational education the United States provided $5.3 million plus the equivalent of $2.5 million in counterpart hwan. In addition over one million dollars worth of military excess equipment and hand tools were furnished to Korean secondary schools. Shop facilities to house and equip 3,445 student work stations were newly constructed or rehabilitated. These work stations adequately equipped, spread among eight basic industrial trades, could accommodate up to 10,335 trainees daily.

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[1]Central Education Research Institute, Korean Education and Foreign Assistance Program - Report on Seminar on Korean Education with the Participation of Foreign Agencies in Korea, (Seoul, Korea: Central Education Research Institute, 1965), p. 46.

Higher Education

During the period 1953-1967 the United States invested over $19 million to improve higher education in the Republic of Korea. As a result of this effort Seoul National University's Colleges of Agriculture, Engineering, and Medicine (including the Hospital and School of Nursing), in a ruinous condition as a result of the war, were rebuilt and equipped with modern up-to-date facilities. The Republic of Korea Merchant Marine Academy, whose facilities had been razed by the Korean War, was furnished with a new campus with fully equipped maritime science facilities on Yongdo Island, Pusan. This included the conversion of an old coal burning cargo vessel into a modern training ship.

Teacher Education

During the period 1956-1962 the United States provided the equivalent of $6.4 million to improve teacher education in Korea. This included the provision of a new library and science building to Seoul National University's College of Education. Physical improvements at the various normal colleges included a science building at the Kongju Normal College, a science building, library, and a multipurpose facility for Kwangju Normal College; and a college building at Pusan Normal College plus a science wing and main building for the attached primary school. At the nation's normal schools physical improvements included: a remodeled library and home economics building for Inchon Normal School; facilities to house library, science laboratory, and home economics and crafts at Seoul, Chunchon and

Chinju Normal Schools; a science building plus improvements and additions to the Taejon Normal School; a home economics and library building plus general remodeling at Chonju Normal School; a library, home economics, art, and music building at Mokpo Normal School, plus a building for the attached primary school; and a music arts and crafts building at Taegu Normal School, plus a building for the attached primary school. A building was provided to house the Central Education Research Institute in Seoul. A textbook and curriculum laboratory was provided for the Ministry of Education in Seoul; (under UNKRA program in 1951 a textbook printing plant for the Korean National Textbook Publishing Company had been provided at a cost of $100,000). A modern language training center building was erected in Seoul consisting of a library and language laboratory.

Technical and Curricular Improvement in Korean Education

In addition to the rather substantial contribution the United States made in rehabilitating and refurbishing the physical aspects of Korean education in the decade after the Korean war, the United States also tried to improve the quality of the offerings of Korean schools. This quality had been adversely affected by almost half a century of Japanese control and then abandonment followed by the great dislocations of the Korean War. These efforts by the United States to improve the technical and curricular side of Korean Education resulted in many improvements.

Classroom Construction

Under the classroom construction program the United States had shown wherein Korean school construction was costing 30 to 40 per cent more than it should because of wasted space in too high ceilings, too many foyers, too wide stairways and the principals' offices being too large. Technical design and construction of 14 model schools was completed that could serve as a guide for future construction. Model specifications and model architectural and structural plans, showing how to build better schools for less money and how to make accurate cost estimates, were provided to the Korean government.

Secondary and Vocational Education

United States efforts to improve Korean secondary education had resulted in two demonstration high schools being brought to the level where the Korean Government could use them as models for continuing the improvement and further development of agricultural and technical high schools. Two vocational teacher training departments at Seoul National University had been organized and developed into functioning units. Guidance had been provided to the Korean Government on improvement of vocational education curriculum and teaching methods and on how vocational education should be organized and administered. As a result the Vocational Education Promotion Law of 1964 had been passed which provided a reasonable foundation for the develpment of vocational education. The United States had trained eighty-two secondary and vocational teachers and administrators in the United States and third countries, to carry out the secondary education

program. Two pilot demonstration comprehensive high schools had been organized and developed into functioning units. Assistance had been given to the establishment of three other comprehensive high schools. Some assistance had been given to improve science instruction in the high schools. Assistance also had been provided to conduct a survey of the whole field of secondary education.

Higher Education

In higher education as a result of the United States efforts Seoul National University's Colleges of Agriculture, Medicine and Engineering were upgraded to the point where the programs there would compare favorably to those of high ranking universities anywhere in the world. Three hundred man-years of staff training at the University of Minnesota had been completed under this program. A College of Public Administration had been established. A survey of the nation's public institutions had been completed with a plan for improving higher public education formulated.

The Republic of Korea Merchant Marine Academy at Pusan had been brought to the point where it could provide officers fully competent in nautical science and engineering. Collegiate business education at Yonsei and Korea Universities had been reorganized on the American pattern. As a result of the United States participant training programs faculties of colleges and universities throughout the country had been improved.

Teacher Education

In the period 1956-1962 United States assistance to Korean teacher education was directed toward improvement in textbook preparation, science education, early childhood education, educational research, and library science. Successful programs were also conducted in the development of educational leadership, the development of school and other educational buildings, the design of school furnishings, the development of inservice teacher education and the teaching of English. Another major improvement was the development of programs for the preservice education of elementary school teachers at the ten institutions that were selected as junior colleges of education responsible for preparing the nation's elementary school teachers.

Over sixty-five man-years of technical assistance were provided to improve Korean teacher education in that country during this period. In addition to upgrade their educational skill, eighty-two Korean teacher educators studied in the United States at Peabody College.

Deficiencies in Korean Education in 1966

Even though the United States' efforts to rebuild and improve education in the Republic of Korea in the decade after the war had been substantial and to a large degree successful in its objectives Korean education in 1966 was still beset by many problems. Table 23 shows the degree to which education had expanded in the 20 years after liberation.

Need for Educational Planning and other Problems

If the Republic of Korea, being poor in natural resources, was to develop as a strong modern nation able to advance economically and assume a leadership role in East Asia it would have to be through the skill of its population. National educational planning was therefore greatly needed. Even though education enjoyed a prestigious position in society its importance as a high priority sector in terms of manpower development and use of resources was not widely recognized.

Since 1945, with the exception of the Korean War years, Korean education had expanded with dramatic increases in the number of institutions and student enrollments. Little attention had been devoted to the quality and purposes of education, and the articulation of the various sections of the education ladder - had been neglected. The overwhelming emphasis had been on the material essentials to accommodate more and more students who were rushing to school. The painful and time-consuming business of building standards that would nurture the improvement of quality was needed. In addition the development of meaningful guidelines was needed that would indicate who should be educated, for what purpose, and under what type of programs.

With poor natural resources Korea had begun to rely on industrialization to hasten her development. The success of industrialization would depend on the availability of an educated and skilled labor force with the capacity to use science and technology.

TABLE 23

KOREAN EDUCATION 1945-1965[a]

	Institutions		Teachers		Students		Increase in student enrollment during period
	1945	1965	1945	1965	1945	1965	1945 - 1965
Primary Level	2,834	5,265	19,729	79,613	1,366,024	4,955,104	3,589,080
Secondary Level	165	2,432	3,219	36,864	84,572	1,258,088	1,173,516
Higher Level	19	162	1,490	6,801	7,819	141,636	133,817

[a]U.S. Department of State Airgram from Seoul, Korea, TOAID A-1344, The Development of Education for the New Korea, April 29, 1966, p. 5.

Great intellectual and cultural changes would be required for Korea, an agrarian nation steeped in tradition to achieve this development. Such changes would required planning.

Education in Korea had experienced explosive growth, especially in secondary and higher education; and a shift in orientation from Japanese to American educational philosophy. United States capital and technical assistance had contributed decisively to these changes.

Korea's school system, particularly at the secondary and higher levels, still faced acute problems, the consequences of rapid expansion. Government and private institutions had been badly underfinanced. Severe overcrowding, teacher shortages, outmoded and unbalanced curricula, lack of materials and equipment still existed to produce instruction of generally low quality and limited relevance. The distribution of graduates according to specialists had little relation to actual manpower needs of the various sectors of the economy. In addition, Korea was limited in its capability to provide doctoral-level training.

Of the large number of Korean institutions of higher education, only a few could claim to be institutions of higher learning by the standards of advanced countries. The Republic of Korea was unable to devote sufficient budgetary support for higher education. Consequently, there were very wide qualitative disparities in the system. An important deficiency of Korea's higher education was the absence of centers of advanced teaching and research. Korea needed such centers to provide high-level manpower over a broad professional and disciplinary spectrum. The availability of advanced, high-quality

centers would reduce the outflow of talented students seeking training in foreign universities and lower the risk of losing them to the "brain drain". They might also draw back to Korea outstanding scholars who had settled abroad.[1]

Other elements of higher education that warranted attention and support included the need for professional societies, learned bodies, interdisciplinary research councils, and units that could cut across and link the differentiated and competitive institutions that divided the Korea academic scene.[2]

Basic Criticisms of the U.S. Aid Effort and Recommendations for the Future

A number of lessons are to be learned from a study of U.S. efforts to improve education in Korea after 1953 and the criticism of those efforts. Three basic recommendations grew out of this study.

Equipment and Material No Substitute for "Know How".

One obvious lession that pervades the whole story is that money, equipment and material will not be used effectively when there is insufficient staff for supervision and demonstration. Especially in the cases of classroom construction and vocational education, leadership both in Washington and at the U.S. Mission

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[1]U.S. Department of State Airgram, TOAID A-1344, ibid., pp. 1-7

[2]Loc. cit.

in Seoul seemed unwilling or unable to recognize this. Again and again large quantities of equipment and material were programmed when it was apparent there was no prospect that sufficient technical staff would be available to demonstrate and supervise its use.

Recommendation I:

Obligations under future U.S. programs aiding foreign education should be made only for those educational and construction commodities where there is adequate technical and administrative expertise to assure their wise and proper use.

No Basic Recognition of Problems Caused by Western-Oriental Cultural conflict

Another criticism of U.S. efforts to improve Korean education has to do with the inability of the American educator to introduce western methods and still preserve the cultural heritage and values of rural Korea. This of course has been a problem faced by urbanizing communities since the start of the Industrial Revolution. Apropos to the problem is the following quote from a Chinese scholar who commented on "Education in China: The Role of the Western-Educated Elite" which could very easily apply to the Republic of Korea as well.

> The modern Chinese educational system, first established in 1902, was an accelerated adoption of Western practice imposed from above for national salvation. The urgency of the purpose gave the system its characteristics. These were: (1) the emphasis of higher education at the expense of lower; (2) large use of foreign materials in the curriculum; (3) heavy concentration of colleges in a few urban centers, particularly in Shanghai. These three features combined to produce a type of college graduate who possessed inadequate knowledge of China and who was psychically unemployable in more humble occupations without acquiring employability in professional work. Consequently during the 1930's five out of every seven college graduates were unemployed. Discontent bred resentment against the existing social order and led to political instability.

> The urbanization of the intellectual also resulted in his unwillingness to go into the country. In this way he not only limited his own channels of employment but deprived the rural community of urgently needed leadership. The power structure of the rural community broke down, creating a vacuum of which the Communists took ample advantage. Because the government leaders were mostly recruited from the intellectual class, the latter's ignorance of rural conditions impaired the efficiency of the government. The impairment was particularly noticeable in two fields: the idealogical weakness of the Kuomintang and the lack of a dynamic agrarian program. These eventually became the achilles' heel of the government in its fight against the Communists.
>
> Western-educated men particularly those trained in America, held the reins of education prior to 1949. To the extent that education was a source of weakness, the Western-educated intellectual contributed to the failure of Liberalism in China.[1]

Many of these elements were and are present in Korea as a result of its urgent press for development. Unfortunately the United States educational advisors were not able to give much help on solving the problem of the basic cultural conflict that occurs when a new culture is introduced into another country.

Korea has her own culture and once enjoyed a high stage of development. Koreans, as a people, take pride in their cultural achievements. However, they have come to recognize also that in the present age they have to learn from the West more about democracy and modern science and technology. The problem is what part of their cultural heritage they should give up and what part of western culture they should take in. All old things are not necessarily antiquated

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[1]Y Chu Wang, "Education in China: The Role of the Western-Educated Elite," presented by L. George Paik (paper presented at Know Korea Lectures, (Seoul, Korea, United States Operations Mission, January 26, 1960).

for present use - not all bad to be discarded. Not all new ideas introduced can be assimilated right away - or found acceptable. The intellectual decisions in making choices or adaptions must have some basis.

Should it not have been recognized during the U.S. effort to rebuild and upgrade education that Korean culture should still be the core and Western culture, the supplementary element to make the core culture functional? With the exception of some of the work under the Peabody program there is little evidence that the United States effort to upgrade Korean education did much to address this problem.

Recommendation II:

Future U.S. efforts to upgrade foreign educational systems should be based on the idea that such efforts will be complimentary to those core elements in the particular society that have formed the basic beneficial trust of that society down through the ages.

U.S. failure to make full use of leverage

The U.S. effort to rebuild and upgrade education after the Korean war was substantial, more than $100 million of resources were made available for this purpose. This should have given the United States considerable leverage to move the Korean government to make more educational reforms. The U.S. educational advisors to Korea were aware of the many deficiences in education in Korea. There is little evidence to explain why the United States did not get the Korean government to institute more improvements in its educational system. Even

in the projects where the U.S. was directing its assistance there was not full use of the leverage available.

In classroom construction reforms were not instituted until most of the dollar assistance was committed. In the final year of the project a great amount of counterpart currency was made available with no provisions to ensure that the reforms previously instituted would be followed. The Peabody building program could have been used to get an earlier decision on what normal schools were to be upgraded. The considerable assistance provided to Seoul National University might have resulted in many more reforms at that institution. It was not until the last two years of that program that many basic changes were recommended by the U.S. advisors.

The record shows that the United States effort to rebuild and improve Korea's schools after the Korean War was largely successful but United States dollars spent in this effort might have achieved even more.

Recommendation III:

Future U.S. programs of assistance to foreign educational systems should try to make full use of the leverage they can exert in order to bring about significant educational reforms.

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