Policies and Issues Surrounding the Identification of Students
With Learning Disabilities in South Korea

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Abstract
The definitions and educational policies related to learning disabilities have been updated throughout the last two decades since the passing of the Special Education Promotion Act (1994) in the Republic of Korea (South Korea). In particular, the definition of learning disabilities was entirely revised in the Special Education Act for Individuals With Disabilities and Others in 2008. Additionally, guidelines for selecting students with learning disabilities were introduced by the Ministry of Education, Science, and Technology in 2010. With the help of special education policies and government guidelines, students with learning disabilities started to receive special education services. However, identification and
Introduction

The term of “learning disabilities (LD)” is relatively new across countries in the history of special education, and the Republic of Korea (South Korea) is no exception. In South Korea, it is very noticeable that the prevalence rate of students with LD served under special education acts has been decreasing for several years. Thus, the prevalence rate of students with LD in 2016 was the lowest of the last six years reported: 2011: the prevalence of LD was 6.8% (5,606 out of 82,665); 2012: 5.6% (4,724 out of 85,012); 2013: 4.7% (4,060 out of 86,633); 2014: 3.9% (3,362 out of 87,278); 2005: 3.1% (2,770 out of 88,067) and dropping to 2.7% (2,327 out of 87,950) in 2016. Figure 1 shows the trends of disability prevalence in South Korea from 2009 to 2016.

According to D.-S. Lee (2014), there is limited evidence to suggest why the prevalence of students with LD has been decreasing. However, among the possible explanations, A. Kim, U. Kim, Kum, and J.-H. Kim (2013) noted that the unclear definitions of LD and identification criteria might have contributed to the decreasing rate of students with LD. However, D.-S. Lee (2014) insisted that the assessment and evaluation of LD remain controversial and that little is known about how students with LD receive special education services in schools.
According to Korean special education acts, students with LD receive special education services after being assessed and identified as having LD. In order for more students who have difficulties in learning to receive special education service as needed, the definition of LD needs to be defined clearly and appropriate assessment tools used. Given the important role of educational policy in the field of special education, it is imperative to discuss policies and issues surrounding the identification of students with LD in South Korea.

A Brief Overview of the LD Special Education Policies in South Korea

The first special education act, SEPA, was passed in 1977, and has served as the foundation for special education policy during the last three decades. It was revised entirely in 1994 and later replaced with SEAIDO in 2008.
The Revision of Special Education Promotion Act

When the Special Education Promotion Act (SEPA) was revised entirely in 1994, significant changes occurred. First, inclusive education for students with disabilities in general education schools was included (Article 2, Clause 6). The inclusionary placements included special classrooms in general schools (Article 2, Clause 4) in addition to placing students with disabilities in general classrooms. In addition, LD was included as one of disability categories in the special education act (Article 15).

According to the definition of SEPA's enforcement decree (1994), students with LD were defined as students having learning difficulties in a specific area such as counting, speaking, reading, or writing (Article 9, Clause 2). The enforcement rules only included the specific types of assessment tests: (a) IQ test, (b) KEDI-Individual Basic Learning skills test, (c) First Grade Screening Test, (d) Korean Developmental Test of Visual Perception: Adolescent, (e) Perceptual-Motor Diagnostic Test, and (f) Developmental Test of Visual-Motor Integration (Article 3, Clause 3). However, this was not sufficient. The SEPA (1994) did not include the specific areas, concepts, and main characteristics of LD and, as a result, researchers and teachers assumed responsibility for assessing at-risk students, including those with LD. For example, the Korean National Institute for Special Education, established in 1994, attempted to estimate LD prevalence as 1.17 % (Korean Institute for Special Education, 2001) even though the definition and diagnosis procedures were not clear (D. Jung, 2007).

In the 1990s, researchers generally perceived students with LD as students having an average IQ but were underachieving for reasons related to basic psychological processes, without relating to any other disabilities (A. Kim & U. Kim, 2012). Thus, the selection of students for special education services was based on an LD test identifying a discrepancy between a student’s IQ and his or her academic achievement (D. Jung, 2007). To that end, the Korean Development Institute modified the previous version of KEDI-WISC (1987a). Also, during 1990s, the K-WPPSI (H. Park, Kwak, & K.
Park, 1996), K-ABC (Moon & Byun, 1997), and K-WISC-III (Kwak, H. Park, & C. Kim, 2001) were standardized and used to identify students with LD (D. Jung, 2007).

**Special Education Act for Individuals With Disabilities and Others (SEAIDO)**

When the SEPA was replaced with SEAIDO (2008), several changes occurred. Although SEAIDO (2008) kept a similar notion of inclusive education and special classes, defined as classes established in a general school to provide inclusive education to persons eligible for special education, they were still viewed as a support tool for inclusive education (Article 2, Clause 11). The capacity of both general and SETs (SETs) was enhanced. The role of general education teachers (GETs) with regard to teaching students with disabilities is getting more important than before. Specifically, according to the revised enforcement decree of SEAIDO (2013), GETs must receive training about special education curriculum, and SETs must receive training in general education content and curriculum (Article 8).

Furthermore, the LD definition was updated, and at-risk students were to be evaluated at the local special education support centers (SESC) rather than at school. Thus, with the establishment of SEAIDO (2008), the task of assessment and evaluation has moved from individual schools to the SESC of 182 local school districts (Article 11, Clause 1). For example, each SESC is to perform assessment and evaluation within 30 days after the referral for such assessment and evaluation (SEAIDO, 2008, Article 16, Clause 1).

According to enforcement of SEAIDO (2008), a student with LD manifests significant difficulties with learning abilities, such as listening, speaking, attention, perception, memory, and problem solving, or in academic achievement areas such as reading, writing, and mathematics due to intrinsic factors (Article 10). Although LD may occur concomitantly with other disabilities (e.g., sensory disabilities, intellectual disabilities, emotional disorder) or with environmental disadvantage (cultural, economic, instructional factors), an LD is not primarily the results of the above conditions.
Despite much progress, the SEAIDO (2008) included no rules or regulations for how to assess and identify students with LD. Thus, the types of assessment tests suggested in SEPA (1994) remained (Article 2, Clause 1).

Several years after the implementation of SEAIDO (2008), the Ministry of Education, Science, and Technology (MOEST, 2010) announced selection procedures for students with LD. In the first stage, or the referral for eligibility by parents or the head of school, at-risk students can be referred for eligibility for special education services. At this stage, schools conduct screening tests and provide effective instruction for three months by monitoring the student’s progress through curriculum-based assessment. Eligible students typically perform at the 15-20 percentile on tests.

At the second stage, the SESC perform an assessment and evaluation within 30 days after the referral. The centers administer IQ tests and determine if the student’s results are at least 75 (±5) on two different IQ tests. The centers also administer academic achievement tests to determine if the student performs at least -2 standard deviation (SD) below the average for his or her chronological age (or 2 grades below). Finally, at the third stage, exclusionary factors are considered. When there is clear evidence that the student cannot pay attention to studying due to (a) other disabilities such as intellectual disabilities or emotional/behavior disorder, and (b) external factors such as family issues, school maladjustment, and cultural concerns, the student is not selected as a student with LD. Since the government’s announcement of selection procedures for students with LD (MOEST, 2010), each local SESC has started implementing the guidelines.

Based on the MOEST (2010) guideline for students with LD selection procedures, early intervention and referral for at-risk students in the general education settings has been emphasized. Typically, however, GETs have limited knowledge of how to evaluate at-risk students, to provide effective intervention, and to assess the students’ responses of the intervention (K. Jung & Kang, 2015; A. Kim, U. Kim, M. Kum, & J.-H. Kim, 2013; D. Kim et al., 2012). Thus, the purpose for the MOEST
(2010) guideline intended to identify students with LD was helpful; however, the guideline for selecting students with LD is not be effective to assess at-risk students in educational settings.

The Korean Learning Disabilities Association (KLDA, 2013), which was established in 2004, suggested a revised version of the MOEST guideline in 2013. The KLDA (2013) provides the reasons behind the updated version for LD selection: (a) limited schools provide more than three months of effective instruction to students during the referral and intervention stage, (b) the number of students who are identified as having LD decreased due to the first stage of MOEST (2010) guideline since 2010, and (c) students not being selected for having LD have increased even though they have LD and could be identified as having other disabilities. The KLDA (2013) guideline suggested that students be referred based on a low achievement model while having above 70 IQ scores, students are identified as having LD when they meet the first and second requirements even though exclusion factors still exist. The KLDA (2013) guideline; however, is not used widely in educational settings. Figure 2 shows the selection requirements and procedures for identifying students with LD.

With the help of the recent MOEST (2010) and guideline, at-risk students are increasingly being referred to SESC, and 2,327 students were identified as having LD in 2016 (MOE, 2016). According to the national statistics regarding special education service delivery model, most Korean students with LD were placed in general education schools. Specifically, 1,537 (66.05%) out of 2,327 students with LD were placed in special classrooms, and 772 (33.17%) were placed in general classrooms under the full inclusion provision (MOE, 2016). The remaining 18 (0.77%) students were placed in special schools. Thus, 99.2% of students with LD were in inclusive education setting because special classrooms in general schools were considered as an inclusive education option in South Korea special education act (SEAIDO, 2008).
The MOEST (2010) selection guideline for students with LD included detailed procedures and requirement compared to the special education acts (e.g., SEPA, SEAIDO). Nevertheless, several concerns have been expressed with regard to the practical implementation of RtI. The following section
discusses how the MOEST (2010) guideline is used in South Korean education settings along with issues and recommendations for improvement. Specifically, the current study tried to answer to the following question: What are the current practices and issues with regard to identifying students with LD in South Korea?

**Methods**

The recent special education acts have influenced not only identification of students with LD in educational settings but also research of those students. When using “learning disabilities” as a keyword to search one of the most popular online databases in South Korea, Research Information Sharing Service (RISS), for publications between 1994 and 2015, 1,098 articles were identified. A total of 444 studies were published between 1994 and 2007. Of these, 53 (11.9%) were about assessment and identification of students with LD. Additionally, 654 studies were published between 2008 and 2015, and of that number, 100 studies (15.3%) focused on assessment and identification of students with LD. Most of research, however, consists of non-empirical studies of LD assessment and identification; position and conceptual papers. To examine current practices of identification and assessment of LD based on the MOEST guidelines, the four most recent empirical studies since MOEST (2010) were selected. The reason for this selection was those studies interviewed and surveyed of SESC teachers who assess and identify students with LD (K. Jung & Kang, 2015; A. Kim et al., 2013; D. Kim et al., 2012; Y.-S. Kim, 2012).

**Results**

Current practices and issues of identifying students with LD based on the results of the four studies are described in this section. Four themes from the current practice studies review are discussed.
Current Referrals and Challenges for At-Risks Students

Three studies (K. Jung & Kang, 2015; D. Kim et al., 2012; Y.-S. Kim, 2012) demonstrated the complexity of referral procedures and GETs’ lack of knowledge about LD. Specifically, D. Kim and his colleagues (2012) used a survey method to examine the status of screening and evaluation for students with LD; 11 SESC teachers of three provinces participated. In terms of difficulties in conducting screening tests at schools for referral, 36% of the participating SESC teachers had negative opinions due to the complex, difficult, and time-consuming procedures. Some of GETs even reported giving up referring students because of the complex referral procedures. Another finding was that GETs sometimes referred under-achievers to SESC for evaluation. These findings are similar to those of Y.-S. Kim (2012).

Y.-S. Kim (2012) examined the status and difficulties of the identification process for students with LD through surveys of 30 teachers (15 SESC teachers, 13 elementary SETs, 2 GETs in the Gyeongnam province. Again, the SESC teachers noted that GETs did not understand the distinction between slow-learner and students with LD and that, as a result, slow-learner were likely to be placed in the special classes. Furthermore, SESC teachers reported that GETs demonstrated a lack of LD knowledge and willingness to collaborate. Consequently, they insisted that GETs needed in-service training about conducting screening tests.

A qualitative study by K. Jung and Kang (2015) led to mixed opinions about the referral procedures. In focus group interviews of five SESC teachers for status, difficulties, and recommendation for LD evaluation, one SESC teacher pointed to beneficial role of implementation of MOEST (2010) in the RtI context, noting that the number of at-risk students who used to be identified has having LD had decreased with the provision of effective instruction in advance. However, others disagreed on the use of RtI for identifying students with LD for the following reasons. Students were likely to be identified as having other disabilities (e.g., ID) due to the complicated identification
process. GETs were unlikely to implement three-month interventions adequately due to the complex procedures and extra workload of test results during the intervention. Furthermore, as in the previous two studies (D. Kim et al., 2012; Y.-S. Kim, 2012), SESC teachers in K. Jung and Kang (2015) reported that GETs often referred under-achievers or students with behavior problem to SESC.

**Current Use of Assessments Tools for Identifying Students With LD**

Three studies (A. Kim et al., 2013; D. Kim et al., 2012; Y.-S. Kim, 2012) examined the current assessment tools and difficulties of evaluation by SESC teachers. Since passage of SEAIDO (2008), one of the main roles of SESC teachers is to assess and evaluate students for the eligibility for special education services. SESC teachers in Y.-S. Kim (2012) and D. Kim et al. (2012) used the KEDI-WISC-III and K-ABC as the most frequently used IQ test tools. In a nation-wide study by A. Kim et al. (2013), the K-ABC (40%) was used little less than the KEDI-WISC (95%) and the KISE-KIT (58%) at 172 SESC.

Regarding IQ tests for LD evaluation, 94% of SESC (n = 14) reported following the MOEST (2010) guidelines by administering two types of IQ tests (Y.-S. Kim, 2012) with an average IQ score above either 70 or 75 (66%). However, in A. Kim et al. (2013)’s study, only 60% of SESC (n = 100) used more than two tests. The remaining 40% used only one type of IQ test. SESC teachers reported that a 10-score gap between the K-WISC-III and K-ABC leaded them to use the IQ results difficult by having the cut-off IQ score as above either 70 or 75 (Y.-S. Kim, 2012). In D. Kim et al. (2012)’s study, 7 out of 11 SESC teachers expressed concerns related to the administration of IQ tests, noting that administering two IQ tests within one month was challenging and that the IQ tests themselves were outdated.

Regarding achievement tests, the KEDI-Individual Basic Learning Skills test (KEDI, 1987b) and KISE-Basic Academic Achievement Test (KISE, 2005) were used the most frequently in accordance with the MOEST (2010) recommendation (A. Kim et al., 2013; D. Kim et al., 2012; Y.-S.
Kim, 2012). In Y.-S. Kim (2012), SESC teachers used achievement tests results as the criteria for conducting achievement tests 2 grade levels below (73%) or 2 standard deviations (SD) below the average for students’ chronological age (26%). In A. Kim et al. (2013), 172 SESC teachers reported implementing the criteria of -2 SD lower on academic achievement tests (90%) to evaluate students’ eligibility for special education services. However, SESC teachers reported that the KEDI-Individual Basic Learning Skill test developed in 1989 is outdated and that, therefore, they doubted reliability of test (Y.-S. Kim, 2012). When students are in the lower grade level (first or second), the two-grades-below criterion is inappropriate. Furthermore, SESC teachers had difficulties in conducting achievement test and two IQ tests all within 30 days (D. Kim et al., 2012; Y.-S. Kim, 2012).

**Lack of Consensus on the Definition and Assessment Criteria of LD**

Despite the national level of effort for clearer definition and appropriate identification procedures of students with LD (e.g., MOEST, 2010; SEAIDO, 2007), there is still a lack of consensus on the definition and assessment guidelines for students with LD. Even after the updated definition of students with LD in SEAIDO (2008) and guidelines for identifying students with LD through RtI model (MOEST, 2010), several concerns had been raised in studies, especially these two studies conducted by D. Kim et al. (2012) and Y.-S. Kim (2012). Many teachers shared difficulties in collecting students’ achievement test results because of lacked consensus for screening criteria for at-risk students (D. Kim et al., 2012; Y.-S. Kim, 2012). For more students who have difficulties in learning to receive appropriate special education services, the definition and assessment criteria of LD must be defined clearly and appropriate evaluation tools are needed.

Further, the “at least three months” requirement of the RtI support system was also considered controversial. With regard to following the MOEST (2010) guidelines, Y.-S. Kim (2012) found that before referring at-risk students to SESC for eligibility assessments, students received three months of after-school instruction focusing on Korean literature and math (73%) implemented by SETs (53%) or
GETs (26%). In terms of the three-month intervention period, both special education and general teachers in general schools complained the lack of consensus on guideline for intervention and in-service training. Teachers requested national guidelines, including textbooks, time, effective strategies, and changes in the duration of the intervention.

Furthermore, D. Kim et al. (2012) stated that 82% of 11 SESC respondents reported concerns about the evaluation criteria and assessment procedures of LD, especially from the unclear guideline of three months intensive intervention. SESCOs specifically wondered who the support provider is and how the support should be provided. They revealed that results of interventions at schools were not sufficient information to identify of students with LD.

**Lack of Professionalism of SESC Teachers**

Additionally, studies reported issues related to SESC teachers’ professionalism regarding assessments and identifying students with LD. SESC personnel lacked knowledge on how to utilize assessment tools and interpret the results for LD evaluation (Y.-S. Kim, 2012). In Y.-S. Kim (2012)’s survey, 60% of SESC teachers (n = 9) had less than 3 years of assessment experiences, and the remaining of 40% (n = 6) had more than 3 years of assessment experiences. In addition, out of a total of 11 SESC teachers from three different provinces in D. Kim et al. (2012)’s study, only 4 received 180 hour in-service training for LD evaluation.

In Y.-S. Kim (2012)’s study, SESC teachers reported difficulties in distinguishing between slow learners, under-achievers, and students with LD, and, thus, felt they needed in-service training. The systematic education program for slow-learner and under-achievers will help those students are not identified as having LD. Furthermore, SESC teachers in another study by K. Jung and Kang (2015) reported that sometimes they have difficulty providing guidelines for GETs for referral of at-risk students for LD. The SESC teachers are also received training how to support GETs for LD evaluation.
The national foundation study for special education eligibility criteria by the Korean National Institute for Special Education (KNISE, 2012) raised the issue of a lack of professionalism among SESC personnel. Given this situation, SETs should receive training on assessments and instructional programs (KNISE, 2012).

Conclusion

With the help of current special education act and policies, many more students could receive special education services than before. In particular, the development of special education policy has played an important role in guiding educators to identify at-risk students and students with LD for special education services and educate students to meet their individual needs in South Korea. However, there is a large gap between theories of LD screening and referral procedures and practices in educational settings (D. Kim et al., 2012). To solve issues related to identification and assessments of LD, D. Kim et al. (2012) suggest specific and clear referral procedures and requirements, development of reliable intervention programs, and sufficient in-service training for procedures and uses of assessment tools. Based on previously discussed practices and issues related to identifying students with LD in South Korea, we suggested five key policy recommendations below.

First, in order to provide effective instruction to at-risk students and prevent their academic difficulties in the school setting, both GETs and SETs should know how to collaborate and implement best practices for students. The learning strategies need to be modified according to each student’s needs. Schools and government should also provide administrative supports to GETs and SETs so that they can teach students with effective strategies (Kang, Kim, & Dermot, 2004) in inclusive settings. The special education policy has emphasized teacher capacity issues in inclusive setting and continued expanding to identify students with LD in S. Korea. As shown in MOE (2016), most students with LD received inclusive education either in general or special education classes (99%). Additionally, in the
current implementation of the RtI model in South Korea, students take screening tests and receive Tier 1 in their general education classroom (MOEST, 2010).

Second, both GETs and SETs need to fully understand characteristics and instruction of students with LD through in-service training. South Korea has a short history in the field of LD and has paid little attention to this population of students compared to other disability groups (Kang et al., 2004). With the help of the SEPA (1994), students with LD were identified and started receiving the special education services officially. Because many students with LD spend time at general schools and even in general classrooms, GETs should know how to support students with LD. GETs often refer under-achiever or students with behavior problem (e.g., Y.-S. Kim, 2012) to SESC, so they should be aware of what LD means. At the same time, SETs should develop professionalism in subject areas such as reading and mathematics and be proficient in providing instruction in collaborative instructional settings (Shin, Lee, & McKenna, 2016).

Third, teachers in inclusive setting and SESC teachers should enhance the professionalism by receiving intensive training on effective instructional strategies, screening tests, and assessments. For example, schools or local offices of education should hold conferences or hand out guidance books not only to GETs but also to SETs to provide information about LD. K. Jung and Kang (2015) concluded that KNISE or local SESCs should provide in-service training for LD evaluation. In terms of instruction and learning strategies imported from the United States, these should be modified according to South Korean conditions and circumstances. Further studies about LD need to be conducted in other areas, such as writing or math as well as in middle school or upper grade level.

Fourth, in order to fully implement RtI system appropriately and prevent academic difficulties, more clear definition and assessment criteria should be established. Despite the MOEST (2010) guidelines for selection procedures of students with LD, many professionals in educational settings have difficulties with identifying students with LD (D. Kim et al., 2013; Y.-S. Kim, 2012). As Y.-W.
Kim, Woo, Y.-G. Kim, and J. Choi (2009) suggested, the term LD needs to be defined more accurately, and effective evaluation tools must be made available for diagnosis and evaluation. In addition, more specialized personnel have to be secured for diagnosis and evaluation at SESC (Y.-W. Kim et al., 2009).

Fifth, to improve the status of LD evaluation procedures, exceptional clause should be included in SELIDO’s (2008) LD definition. Study expressed that from screening to evaluation of at-risk students would take more than 30 days (K. Jung & Kang, 2015; D. Kim et al., 2012; Y.-S. Kim, 2012). According to SEAIDO (2008), students are evaluated in within 30 days from the referral (Article 16, Clause 1). Conducting IQ and achievement tests for students take a while and SESC teachers should evaluate all the referred students for possible ID, EBD, and other disabilities in a school district.

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