A COMPARATIVE STUDY OF THE DEVELOPMENTS OF TEACHER EDUCATION IN ENGLAND AND TAIWAN, R.O.C.

by

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Abstract

The purpose of this study is to examine the socio-economic and historical backgrounds and the existing systems of teacher-training in England and Taiwan, R.O.C. and to compare and discuss the new trends in teacher education in the two countries since 1975.

From the comparative study, it was indicated that there were some similarities and differences in the systems of teacher education between the two countries:

(1) Similarities: (a) To upgrade pre-service teacher education to an all-graduate level is the most important trend in both countries; (b) persons to be employed to teach in schools have to complete their professional training and must be qualified teachers; (c) a rapidly growing number of teacher are engaged in in-service training.

(2) Differences: (a) While the teacher education in Taiwan is still a system of 'closed circuit' training, in England the contemporary developments in teacher education have shown a radical change in breaking the circuit. (b) While the pattern of teacher education in Taiwan is basically still the dual tracks, the system developed in England has moved towards a unified pattern. (c) Another difference in teacher education between the two countries is the 'concurrent' courses vs. 'consecutive' courses of initial training.

In the last chapter, some recommendations concerning the future developments of teacher education in the two countries are presented.
INTRODUCTION

The importance of the functions of education to the cultural, socio-economic, and technological developments in modern society has been increasingly realized. Indeed, education is a vital social process and schools are extremely important institutions. It has also been recognized that the discharge of educational functions must largely depend upon well-educated teachers and obviously, school-teaching will become a preeminent profession. Thus, teacher education is an essential part of the whole educational system worthy of more intensive study.

Since 1975 the system of teacher education in England and Wales has been basically re-organized. And in Taiwan, the Republic of China, there have been some issues and problems resulting from the social and economic changes in recent years, especially after the promulgation of the Teacher Education Act in 1979. It is the author's belief that a comparative study of teacher education between different countries (with different cultures) is a meaningful task for educationalists. Owing to my special interest in the system of teacher education in England and my involvement in the work of teacher-training in Taiwan, I would like to bring the two systems of teacher education together so as to find some similarities and differences between them.

The purpose of this paper is to examine the socio-economic and historical backgrounds and the existing systems of teacher-training in the two countries, and to discuss the new trends in teacher education since 1975.

It is hoped that, from the comparative point of view, the evidence shown in the paper will help us, first, to improve the mutual understanding of the educational problems between the two countries, and then, to present some recommendations concerning the future developments of teacher education in the two countries.
CHAPTER 1 BACKGROUND OF THE TWO COUNTRIES

SOCIAL AND ECONOMIC BACKGROUND

Taiwan, which is better known to the West by its Portuguese name ‘Formosa’ or ‘Ilha Formosa’, is an island located in the western Pacific, less than 100 miles off the coast of the Asian Continent. Chinese settlement in Taiwan began in the 12th century, but not until the 17th century did large groups of Chinese begin to cross the Taiwan Straits. In 1866, it was formally made a province of China by the Manchus (or Ching dynasty) but was ceded to Japan at the conclusion of the first Sino-Japanese War in 1895. As a result of Japan’s surrender at the end of World War II, Taiwan was restored to the Republic of China in 1945. Following the fall of the Chinese Mainland to the Communists in 1949, the government of the Republic of China moved to Taiwan. Together with several ‘off shore’ islands, i.e. Pescadores, Quemoy, Matsu, etc., Taiwan has since been the temporary seat of the Republic. The people in Taiwan speak both Mandarin Chinese and Taiwanese.

In the past 30 years, the economic progress in Taiwan has been very impressive. In agriculture, it has successfully carried out a land-reform, improved production technique and raised farm output. In industry, it has established many new enterprises providing numerous products to supply enough both for domestic market and for export. Because of economic developments, per capita income has shown remarkable and uninterrupted increase, accompanied by a rising standard of living which is now among the highest in Asia.

As a result of industrialization, Taiwan’s society is experiencing a transformation from the traditional agricultural society. The concomitants of urbanization and the rapid change in family structure have created a grave problem of readjustment in the traditional beliefs, attitudes, and moral standards. The social impact of population explosion, resulting from improved health service and a high birth rate, constitutes another threat. Surplus labour and the problem of unemployment are the inevitable outcome in the process of economic development.

Britain, formally known as the United Kingdom of Great Britain and Northern Ireland, forms the greater part of the British Isles, a group of islands lying off the northwestern coast of Europe. The largest islands are Great Britain and Ireland. England, which is a part of Great Britain, has a total area of 50,335 square miles.
The people who now inhabit the British Isles are descended mainly from the people who inhabited them nine centuries ago. It is difficult to estimate the relative importance of various early people—pre-Celts, Celts, Romans, Anglo-Saxons, and the Norsemen, including the Danes—in the ancestry of the present English, Scots, Welsh and Irish. It is significant, however, that throughout most of England and the lowlands of Scotland the language which soon came to predominate was English, mainly a marriage of Anglo-Saxon and Norman-French, while the use of Celtic languages persisted in Wales, the highlands of Scotland and in Ireland.

As one of the most highly industrialized countries in the world, Britain is now facing the stage of mass consumption. Its primary objective is to achieve faster economic growth and to obtain a proper solution for periodic balance-of-payments problem. It goes without saying that the British economic change in the near future cannot be very acute. In order to sustain stability and growth, however, many schemes have been evolved in different spheres, including an active labour market policy, an accelerated development of science and technology, the intensive exploration of natural resources, and the changing policy on private industry.

The traditional patterns of life in both Taiwan and England have undergone considerable change in the last few decades. Not only have distinctions of class and social habits become less rigid, but many behaviour patterns which might be anti-social in traditional terms are now acceptable in social life. Relationships between the generations are also changing, with the result that there has been a greater readiness today than there was on the part of young people to criticize traditional institutions and to seek more influence in shaping society. Thus, the importance of the role of education to young people in both countries has been increasingly realized.

EDUCATIONAL SYSTEM

As early as Chou Dynasty in ancient China (1122-255 B.C.), the government authorities made strenuous efforts in promoting education. Throughout Chinese history, there were always certain institutions of higher education established in the capital and various grades of schools in the villages. Emperor Wenti (179—156 B.C.) of Han Dynasty, inaugurated Civil Service Examination system for selecting government officials. This system was adopted whole-heartedly by Sui Dynasty (581—618 A.D.), and for a long period of time, ethics and literature were the subjects of the examination. Thus, the mastering of these two subjects became the sole requirement of govern-
ment officials. The function of schools in the traditional Chinese society was therefore only to prepare for the examination.

The traditional system of Chinese education began to be challenged in the 19th century. After the Opium War of 1842, China had a series of clashes with the West both culturally and politically. The traditional institutions of Chinese society have declined, including the examination system which was abolished in 1905. The modernization of Chinese education began in the early part of this century; however, it was not until 1922 that the current 6-3-3-4 uniform system was founded. During the past fifty years, many changes have been made in the school system; separate regulations were also promulgated for different levels of schools. Following are the essentials of the present-day school system in Taiwan, the Republic of China:

(1) The educational system covers the total period of study from kindergarten to post-graduate school, including 2 years for pre-school education, 6 years for primary schools, 3 years for junior-high schools, another 3 years for senior-high schools, and 4 years for universities except certain departments of medical faculty and departments of law, of which the study period ranges from 5 to 7 years.

(2) In 1968, the programme of Nine-Year Free Education was enforced in Taiwan. The first 6 years are compulsory primary education. The next 3 years of junior-high school are available without tuition to all pupils, and they are also compulsory at the present time.

(3) Vocational and technical education begins at the senior high level with a period of study of three years. However, there are various types of junior colleges and technical colleges for further and advanced technical training.

In the school year 1982-83, there were 16 universities, 89 colleges, 1,038 secondary schools, and 2,457 primary schools in Taiwan, R.O.C.* Nearly 5 million children and young people, about one-quarter of the total population of Taiwan, spend their time on full-time attendance at schools, colleges and universities.

England has its long tradition of education for ‘leadership’ through the line from the public school to the ancient universities. The main objective of the system was to educate middle and upper-class young men for civil services and imperial administration. The provision of education for all dates only from the end of the 19th century when the government began to take a more positive responsibility for social

The earliest provision of elementary education was in parish and ‘dame’ schools. By the late 18th century there was a fairly wide network of charity schools. Then, as a result of the social and economic changes, voluntary provision for elementary education was greatly extended; the Sunday Schools were among the first to try to provide facilities on a national scale. They were followed at the beginning of the 19th century by the monitory schools of National Society and the non-denominational British and Foreign School Society. Their educational methods were associated with the names of Bell and Lancaster.

The main development of publicly provided primary education dates from the Elementary Education Act 1870, which accepted the principle of compulsory elementary education with government aid; its object was virtually achieved by the end of the 19th century. Public provision of secondary education dates from 1889 in Wales and 1902 in England. The system in England and Wales is now governed by the Education Act 1944, which aimed to widen and improve educational opportunities at every stage.

There are certain features of the school system in England which in varying degree distinguish them from those in Taiwan. They are as follows:

(1) Primary and secondary education are compulsory; parents in England are required by law to ensure that their children receive efficient full-time education at schools between the ages of 5 and 16.

(2) In the maintained sector, children may attend nursery schools or classes from 2 or 3 to 5, infant schools from 5 to 7, junior schools from 7 to 11, and secondary schools from 11 to 16, possibly up to 19. Following a recommendation of the Plowden Report, there is a growing number of middle schools, which children attend from the ages of 8, 9 or 10 to about 12, 13 or 14. In the independent sector, transfer from primary to secondary education takes place at 13; children going to public schools usually attend pre-preparatory schools from 5 to 8 and preparatory schools from 8 to 13.

(3) The trend towards the establishment of comprehensive schools, which admit children without reference to ability or aptitude, began in the 1950s. By 1982 there were approximately 3.6 million pupils in 4,241 comprehensive schools, covering nearly 90 per cent of the secondary school population in England, and more than 95 per cent in Wales.
(4) Although the school system is national in its main outlines, there are substantial local differences. Thus, it is very much a matter of local choice whether some form of comprehensive system is adopted; there is also great variation in the provision and availability of various forms of further education.

According to the educational statistics in 1982, there were 36 universities and 32,084 primary and secondary schools with 8,802,203 pupils in England and Wales.*

CHAPTER II TEACHER EDUCATION UNTIL THE 1970s

DEVELOPMENT OF THE SYSTEM

Throughout Chinese history, teaching has been considered one of the most respectable professions in society. The esteem for teachers has penetrated into the Chinese family system where teachers are frequently looked upon as second parents to the pupils. This respected status of teachers has operated as a strong stimulus towards directing many able young people into the teaching profession, and to keep those who are already teaching satisfied despite heavy responsibilities and small material rewards.

It is interesting, however, to note that the supply of teachers was in a state of laissez faire for a long period of time. The first provision for teacher education in modern sense came in 1897 with the establishment of Nan-Yang College in Shanghai; a normal department was added for the training of teachers. The actual inauguration of a systematic teacher education programme came with the introduction of the Chinese modern school system at the beginning of this century. The present form of teacher education in Taiwan, which is based largely on the system which was previously developed in mainland China, has undergone several radical changes.

Generally speaking, the system of teacher education in Taiwan, the Republic of China, is divided into two levels:

(1) The education of primary school teachers is provided at ‘junior normal colleges’ which were upgraded from normal schools in the early 1960s, and recruit their students from junior-high school graduates and offer a five-year course.

(2) The education of secondary school teachers is provided at the ‘normal college’ and ‘normal university’ which recruit their students from senior-high school graduates and offer a four-year course.

It is widely believed that every teacher’s conduct should be a ‘norm’ or model for the general public to follow, and the initial training for teachers in all institutions should cultivate the character and career commitment that the teaching profession demands. Teacher education in China is popularly called ‘normal education’ in its literal meaning, and teacher-training institutions are termed ‘normal’ colleges and universities in accordance with the social expectations demanded of these institutions to provide a professional atmosphere and to foster the teaching morale for intending
teachers. The empirical studies have shown that the occupational prestige of teachers is much higher in Chinese society than in Western societies. This is probably because the Chinese are still affected by traditional values, in which teachers have been held in unusually high regard for a very long time.

In England the first systematic attempts to train teachers were made at the beginning of the 19th century in the monitorial schools of Lancaster and Bell. Then, Dr. J. P. Kay (Sir James Kay-Shuttleworth) was first responsible for the pupil-teacher system, which was an improvement on the monitorial system by staffing a school with one teacher and a number of pupil teachers or ‘assistant’ teachers. When Kay became first Secretary to the Committee of the Privy Council in 1839, he strove for the establishment of a State Training College, but the proposal was turned down by Parliament. After failing to get the Government to take action, Kay and his friend E. C. Tufnell, in 1840, opened a Training College at Battersea. The college was taken over by the National Society in 1843. As the national system of elementary education developed, and particularly after 1904 when local education authorities began to establish Maintained Training Colleges, training colleges (they were known as Colleges of Education until the 1970s) became an essential part of public educational system and supplied it with a great number of elementary teachers.

As for secondary school teachers, particularly those in grammar schools, a university degree alone was held to be sufficient qualification, although professional training has more recently been included in the university training course.

The basic teacher-training pattern was established after the McNair Report of 1944, which proposed two schemes of Area Training Organizations and brought about a partnership of universities, training colleges, local education authorities and schools. Twenty-one institutes of education, in some cases known as ‘schools of education’, acted as A.T.O.s, which were responsible for the content and standards of the college courses and were also responsible for examining students and recommending them as qualified teachers. They acted to integrate the training facilities in the area and also promote the study of education by providing courses for serving teachers and stimulating research.

In England and Wales, before the 1970s, three-year courses of education and training for intending teachers were provided mainly in colleges of education. Following a recommendation of the Robbins Report of 1963, suitable college of education students have been able to work for a B.Ed. degree, together with a professional
teaching qualification, by means of a four-year course. University graduates can follow a one-year course at university departments of education or a number of colleges in order to obtain a teaching qualification in addition to their degree.

TEACHER EDUCATION IN THE 1970s

As mentioned above, in Taiwan, pre-service education for primary and secondary school teachers is still on separate tracks. Junior normal colleges provide a five-year course for students who have completed junior-high school education and wish to enter primary school teaching. There were nine junior normal colleges in Taiwan with an enrollment of about 9,000 students in the school year 1979–80. The training programme is divided into two parts; the first part (3 years) offering general education at the senior-high school level, and the second part (2 years) providing more specialized training in pedagogics.

By contrast, normal college and university, responsible for the training of secondary school teachers, grant bachelor's degree to students after they have successfully completed four years of undergraduate study, and one year of teaching practice. There are three higher institutions for training of secondary school teachers, i.e. National Taiwan Normal University, National Kaohsiung Normal College and National Taiwan College of Education (in Changhwa). The latter two colleges were provincial in the 1970s.

All teacher-training institutions in Taiwan are established and operated by the government; no private foundations or churches are allowed to take part in any kind of teacher training. With the exception of Changhwa College of Education, of which only part of the students are government-supported, students of Normal University, Normal College and Junior Normal Colleges are awarded by the government a uniform scholarship covering tuition, boarding fees, textbook costs, and aid for participating in study tours. Direct aid entails a statutory obligation for students to serve as teachers or carry out other educational work for a period of five years.

The qualifications of teachers are screened and approved by local educational authorities. However, it is administered in accordance with the “Regulation for Certification and Examination of Secondary, Primary School and Kindergarten Teachers” issued by the Ministry of Education. Graduates from teacher-training institutions may apply for certification as primary or secondary school teachers. After the implementation of the nine-year free education programme in 1968, a large number of
junior-high schools were established. More teachers had to be recruited. To cope with the exigencies, graduates from all other universities and colleges were recruited to teach pertinent subjects and might be certified as qualified secondary school teachers after they had completed the required educational courses. Those who had not completed the required credits in educational courses might temporarily be certified as probationary teachers.

In England and Wales, the responsibility for ensuring a sufficient number of trained teachers for public education lies with the Secretary of State for Education and Science. However, the responsibility for ensuring that the courses and examinations leading to the Teacher's Certificate were of the requisite quality was undertaken, for 30 years after the Second World War, by universities. Under the leadership of each university, the Area Training Organization was formed to carry out the duties of the education and training of teachers. To perform the academic and administrative duties falling to an ATO, each university established an Institute of Education. The principal functions of an Institute of Education were:

1. To make administrative arrangements for the co-ordination, and approval by its University, of the courses, syllabuses, and examinations in the constituent member establishments of the ATO.

2. To arrange courses and conferences for serving teachers and other people engaged in educational work in the ATO area, including courses leading to named qualifications, which were validated by the University.

3. To provide and maintain a specialist library.

4. To promote educational research and development.

In England and Wales, there were in 1975 five types of teacher training establishment:

1. University Departments of Education (UDEs);
2. Colleges of Education (until 1964 called Training Colleges);
3. Colleges of Education (Technical);
4. Polytechnic Departments of Education;
5. Art Training Centres (ATCs).

By far the most numerous were the Colleges of Education, of which there were over 160. Their principal task was the education and training of non-graduates, to whom they gave a three-year course leading to the Teacher's Certificate. Well-qualified 'mature' students might have the three-year course compressed into two years, or even
exceptionally into one year. From 1965, students who had done well in their Certificate courses were offered a fourth year, in order to complete the course leading to a newly-created degree, the Bachelor of Education (B.Ed.). A few colleges had for many years provided also one-year courses for graduates; in the 1960s, other colleges were invited by the Department of Education and Science to do this; and soon the number of graduate students in the colleges had steadily increased.

Most of the Colleges of Education were 'general' colleges, that is, they trained non-specialist teachers, most of them for teaching in primary schools. In the 1950s and 1960s, there were small numbers of colleges devoted exclusively to training specialist teachers of domestic subjects or physical education; but by 1975 almost all of these had taken on also the training of non-specialist teachers.

Colleges of Education (Technical), UDEs and ACTs provided courses of professional training only, most of which were one-year programs. The four Colleges of Education (Technical) trained teachers for service in Further Education. They did not ordinarily accept applicants under the age of twenty-five unless they were graduates, and they required vocational as well as academic qualifications. In addition to one-year pre-service courses they also offered courses, of various lengths, to serving teachers, who attended on a day-release or sandwich basis.

ATCs accepted only persons with professional qualifications in art or handicraft to be trained to be specialist teachers. Several of the general colleges of education also offered specialist one-year courses to students professionally qualified in music, speech and drama, dance and movement, handicraft, home economics, or rural science. UDEs accepted graduates only, whom they trained to be specialists, predominantly for secondary schools.

UDEs were provided, maintained, and staffed by their universities. Four ACTs were provided by universities, the others by Art Colleges (or Polytechnics). Local Educational Authorities provided about two-thirds of the Colleges of Education, voluntary bodies (most denominational) the other third. Of about 50 Voluntary colleges, half were in association with the Church of England.

Colleges provided by Local Educational Authorities were financed from a 'pool' to which all the local authorities contributed in proportion to the number of primary and secondary school pupils in their area. Their contributions attracted the normal rate of the Department of Education and Science grant. Voluntary colleges were grant-aided by the Secretary of State in respect of both capital and recurrent expenditure. As for students in UDEs, and in ATCs maintained by universities, the Secretary of State made grants towards both tuition and maintenance.
CHAPTER III NEW TRENDS

NEW TRENDS IN TAIWAN, R.O.C.

(1) Promulgation of Teacher Education Act:

The first Teacher Education Act of the R.O.C. was promulgated in 1979. It has been regarded as a new era of teacher training in the history of Chinese education. The Teacher Education Act confirms that all teacher-training institutions should be established by the government. Private colleges and universities are not accredited to offer professional training courses. For graduates from universities other than normal colleges and university, who wish to enter the teaching profession, it is necessary for them to receive preservice training in a normal college or university, or in some cases, in a department of education of national universities.

That the system of teacher education is monopolized in the R.O.C. is probably because, in Chinese society, a teacher-training institution is frequently cited to be analogous to a military academy in the sense that education is considered a sort of 'national spiritual defense' to safeguard the moral values rooted in Chinese culture.

According to Teacher Education Act, all students in normal colleges and universities receive a uniform scholarship awarded by the government. They are required to teach in schools, after graduation, for a period of five years, including one-year teaching practice. During the term of service required, they are not allowed to engage in work outside the field of education, or to advance their own studies at general colleges and universities. (Enrollment in night school courses for in-service training, however, is acceptable.) No postponement of their five-year teaching service will be permitted.

(2) Upgrading the Level of Education for Teachers:

It has recently been a pervailing trend in advanced countries (e.g. in England) to upgrade pre-service teacher education to an all-graduate level. The training of primary school teachers in Taiwan is still being undertaken through junior normal colleges. To improve the pre-service education for primary teachers, the discussion and suggestion have recently been focused on the upgrading of junior normal colleges to four-year colleges.

The advocates of this proposition point out that a youngster leaving basic education at the age of fifteen is too inexperienced to decide his future career. The present
system of junior normal colleges, which covers five years of study from grade 10 to grade 14 does not provide for matriculation with academic type senior-high schools and universities. Therefore, its students, once admitted, would find it difficult to transfer to another track. Moreover, the main aim of upgrading to college status would enable the prospective primary teachers to acquire a more solid basis of general knowledge, and also to diminish the demarcation between the education of primary and secondary school teachers.

Though there are still some difficulties in putting it into practice in the present stage, according to 'A Proposed Plan on Innovation of Educational System' promulgated by the Ministry of Education in December 1983,* this new programme would be one of the most important future policies in teacher education. Another thing worth noting is that it is becoming a marked development for senior-high schools to recruit teachers with a Master degree. This new trend has also been pointed out in the Proposed Plan.

(3) Promoting Competency-Based Teacher Education:

In the light of the Competency-Based Teacher Education, Taiwan Provincial Department of Education, after consulting with educational specialists, will set up the objectives and detailed criteria for evaluating junior normal college students' competence in different sections and different levels so as to improve educational contents of junior normal colleges and enhance the qualities of primary school teachers. Starting with the 1982–83 academic year, the Department of Education has sponsored a series of contests on hand-writing, story-telling, piano-playing for junior normal colleges in order to enhance the students' basic abilities to teach.**

(4) Expansion of In-Service Training Programmes:

During the last decade, one of the most important developments in teacher education is the increase in the size of in-service education. The objective of in-service training is two-fold: It is designed not only to help the probationary teachers in their professional training in view of certification, but also to assist the already certified teachers to gain the new knowledge and competence that they have to master.

The present issue existing in in-service education concerns whether the programme provided should be a sort of advanced study by nature, leading to a higher

degree, or a series of practically-oriented programmes designed for in-service teachers with new ideas and new competence needed for teaching in schools. However, the controversy is complementary. There has been a step made toward reconciliation, considering the academic incentive of the teacher on the one hand, and the professional need on the other.

There are four types of in-service training programmes existing in Taiwan, the Republic of China: (1) The teaching training institutions, in cooperation with educational authorities, provide a variety of refresher courses on a short-term basis. (2) Summer Institute for teachers, either to take educational training or to engage in advanced courses at post-graduate level. (3) Evening Institute and Week-end Courses for local in-service teachers. (4) Television and Broadcasting Courses.*

The functions of Teachers' Centers have played an important role in in-service teacher training. The Taiwan Provincial In-Service Training Center for Primary School Teachers was founded in 1956. Taipei Municipal Teachers’ Center has recently been set up for teachers to participate in the workshops on teaching materials and methods. Another teachers’ center in central Taiwan will be established in the near future to provide in-service activities for secondary school teachers. The expansion of opportunities for primary and secondary school teachers to broaden their range of knowledge and deepen their professional competence has been regarded as an important trend in teacher education.

NEW TRENDS IN ENGLAND AND WALES

(1) Re-Organization of Colleges of Education:

Since 1975 the system of teacher education in England and Wales has been basically re-organized. Colleges of education have been asked to face the problems of diversification, possible amalgamation with other institutions, and even the prospect of closure.

Throughout the thirty years up to 1975 all kinds of teacher-training establishments were devoted exclusively to one purpose: the training of teachers. The White Paper, Education: A Framework for Expansion, issued in December 1972, put an end to that. Colleges of education were no longer to be monotechnic. They were to admit students no necessarily committed to teaching as their career, and consequently

* The Open University is expected to be established in Taiwan, R.O.C. in the near future.
they would provide courses that could lead to other careers. And with possible exceptions, they were no longer to be linked with universities, but integrated into the public sector of higher education.

After the White Paper was published, discussions between the parties concerned began almost immediately. Despite a declining demand for student-teachers, due to a falling birth-rate, by the summer of 1976 the futures of nearly all the colleges of education and polytechnic education departments seemed to have been decided. By 1981, said the Department of Education and Science, there would be about 40 institutions doing both further education and teacher training, about 30 colleges engaged almost wholly in training teachers and about 25 education departments in polytechnic. Of the former 164 colleges of education only four would have merged with universities; but 18 would have closed down.

But in 1977 the Secretary of State announced a further reduction in the number of places in training establishments required in the 1980s. This meant that more colleges of education would have to close, and more be merged with other institutions, than had been anticipated.

By 1979 there were in the public sector of higher education 96 establishments training teachers: 25 polytechnic, and 71 others, describing themselves variously as College, or Institute, of Higher Education, College of Education, or just College. Some colleges had merged with universities. And 36 colleges of education had closed, but the premises of some had been adapted to other educational uses.

In pursuance of the Government’s policy that, “outside the Universities, teacher education and higher and further education should be assimilated into a common system”, * the Secretary of State laid before Parliament in July 1975 new Further Education Regulations, which came into operation on 1 August. These formally incorporated the colleges of education (except those merging with universities) into the public sector of higher education.

(2) Achievement of an All-Graduate Teaching Profession:

In England and Wales, according to Education (Teachers) Regulations 1982, all teachers in publicly maintained schools must be qualified and, generally, new entrants to teaching must have successfully completed a recognized course of initial

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There are now two main routes to qualified teacher status. At undergraduate level, there are courses at universities, polytechnics, colleges and institutes of higher education and other non-university institutions leading to the Bachelor of Education (BEd) degree, either after three years without honours, or after four years with honours. Alternatively, those who have already held a first degree may undertake a one-year course leading to the Post-Graduate Certificate in Education (PGCE) in a university, polytechnic or other higher education institutions.

There are exceptions to this general pattern:

1. A few institutions, mainly universities, offer concurrent courses (normally of 4 years' duration) leading both to a degree other than a BEd and to a teaching qualification.

2. People with relevant qualifications below degree level—and with practical experience—in business studies, music, and craft, design and technology may qualify themselves to teach by taking a one-year Certificate in Education course.

3. All graduates who obtained their degrees before January 1974 may teach in secondary schools without having taken a course of professional training, and those who graduated before January 1970 may teach in primary or special schools as well.

In 1978, the DES announced in a Circular* that from the start of the academic year 1979–80 all applicants for training as teachers would have to provide evidence of competence in English and mathematics. Passes grade C in GCE 0 level, and at grade One in CSE would be accepted as sufficient evidence. This Circular also confirmed that, with a few exceptions mentioned above, the last entry for the non-graduate Certificate of Education course would be in the academic year 1979–80; after that all students must take a course leading to the degree of BEd.

In 1983, a Report presented to Parliament by the DES confirmed that the Government adopted the target of an all-graduate school teaching profession. It is the Government's view that "the depth and rigour of initial training must be wholly commensurate with the standards which obtain generally in British higher education; and that the courses leading to qualified teacher status should equip the student for other graduate employment."**

(3) Introducing Diploma in Higher Education:

The monotechnic pattern of teacher education is possible only if all students are on entry into college intending to make teaching their career. For uncommitted students courses must be provided which can serve as foundation for specialized training in any one of several careers. The answer to this situation suggested by the James Committee (1972) was a two-year course leading to a Diploma in Higher Education (DipHE). The Government agreed, providing that the following conditions were fulfilled:

1. DipHE courses "must offer a genuine and useful addition to those forms of higher education already available, not a cheap substitute for any of them." Consequently, "the normal minimum entry qualification should be the same as for degrees or comparable courses."

2. They should be "offered by institutions in each of the main sectors of higher education", and "both general and specialized courses should be made available".

3. The DipHE "must be made generally acceptable as a terminal qualification".

4. DipHE courses "should also be seen as providing a foundation for further study". (Towards other qualifications, including degrees and teaching qualification).

5. They "should be validated by existing degree-awarding bodies", i.e. universities and the CNAA (Council for National Academic Awards).

The first DipHE courses were introduced in 1974; there were 63 institutions, in 1980, offering DipHE courses.

(4) Emphasis on In-Service Education and Training (INSET):

In-service education and training enable teachers to prepare for new responsibilities or to keep abreast of new developments in their subjects, teaching techniques, or the pattern of school organization.

In the past, many colleges of education offered full-time 'Supplementary Courses', usually of one year's duration, to serving teachers. Some colleges also offered similar part-time courses extending over two years. Both types of courses could earn a specialist Certificate of Diploma.

After the publication of the James Report in 1972, the DES and the Local Educational Authorities (LEAs) began to give increasing attention to the induction of newly-qualified teachers and the in-service education and training (INSET) of more experienced ones. In 1976-77 and 1977-78 over 80 per cent of teachers in their first year were given induction courses, and over half of the 450,000 teachers in...
maintained schools in England and Wales took part in some form of in-service training.*

The Teachers' Centres, which began to spring up in numbers from the mid-1960s, are probably one of the major innovations in professional education to have taken in England and Wales. These Centres, most of which have been established by LEAs for the teachers in their areas, vary in character. They do a variety of jobs, both educational and social. Most provide short courses for teachers, and a library of professional books and magazines; many have a store of audio-visual equipment. Most provide a common room and refreshment facilities.

In 1977 the DES launched a scheme to encourage people to be trained, or retained, for teaching one or more of the 'shortage subjects': mathematics, the physical sciences, craft, design and technology. By December 1978 this scheme had produced an additional 700 teachers of these subjects; and in 1979 and 1980 similar figures were reached.

Besides, the Open University offers various courses for qualified teachers. This is another way in which teachers in-post can become better qualified.

CHAPTER IV CONCLUSIONS AND RECOMMENDATIONS

The importance of the function of education in modern society has been increasingly realized in recent decades. It is also recognized that the discharge of the educational functions must largely depend upon well-qualified teachers and, more obviously than ever before, school-teaching will become a preeminent profession; therefore, teacher education and training would repay more intensive study.

The social and economic backgrounds of the two countries, the developments of the system of teacher training until the 1970s, and the new trends in teacher education in both countries have been dealt with in the previous chapters. In this last chapter, it seems possible and necessary for us, first, to draw some general conclusions from the comparative point of view, and then, to present some recommendations bearing on the future development of teacher education in the two countries.

CONCLUSIONS

From the evidences shown in the previous chapters, it was indicated that there were some similarities and differences in the system of teacher education between England and Taiwan, R.O.C. The following appeared to be more prominent and worth noting:

(1) Similarities in the Two Countries:

1. To upgrade pre-service teacher education to an all-graduate level is the most important trend in both countries, although this has been achieved in England more progressively than in Taiwan. In England, with some limited exceptions, the last entry for the nongraduate Certificate of Education courses would be in the academic year of 1978–80; after that all students must take courses leading to BEd. or PGCE. In Taiwan, though there are still some difficulties in upgrading junior normal colleges to four-year colleges at the present stage, this would be one of the most important future policies. The Teacher Education Act promulgated in 1979 has provided the legal foundation to achieve it.

2. The education Regulations in both countries require that persons employed to teach in maintained schools must be qualified teachers. In general it means that they must complete an initial professional course approved by the central education authorities, i.e. the Secretary of State for Education and Science in England and the
Ministry of Education in the R.O.C. In Taiwan, all graduates from colleges and universities must complete a course of professional training before they enter teaching in secondary schools; in England, however, more recent graduates in mathematics and some sciences have until now been able to enter teaching in secondary schools without undertaking professional training due to shortage of teachers in these subjects. The Government has announced its intention to withdraw this general exception effective 31 December 1983.

3. In both countries, *a rapidly growing number of employed teachers are engaged in in-service training*. It is generally believed that the teacher's own education must extend throughout his teaching career. Therefore, various courses, conferences, seminars, and training sessions have been organized by the central or local education authorities, by Teachers' Centres, or by teacher-training institutions and universities. In some cases teachers are seconded on full salary to take them. Some, especially the longer courses, involve rigorous study for a higher degree. The Open University in England and Television and Broadcasting courses in Taiwan are also playing an important part in in-service training for teachers. In addition, local education authorities in England have provided for the induction of new teachers to the extent that available resources allow; while in Taiwan a new induction programme for probationary teachers has also been introduced at National Taiwan Normal University.

(2) Differences between the Two Countries:

1. *While the teacher education in Taiwan is still a system of 'closed circuit' training, in England and Wales the contemporary developments in teacher education have shown a radical change in breaking the circuit.* In Taiwan the teacher education has always been monopolized (established) by the government, and all teacher training institutions are monotechnic—to train school teachers or educational workers. Partly because of the political demands on teachers to be loyal to the national policy, partly because of the public expectations of teachers that they should be strictly 'behaviour models' in society, the other universities, which emphasize a liberal education to foster the development of independent personalities, were not accepted by the government as institutions for teacher training.* On the contrary, the universities and other higher education institutions, including voluntary colleges, in England, has been encouraged to become involved in the training system as a whole. It goes without saying that the

* Besides National Taiwan Normal University, National Chengchi University is the only university containing a department of education in Taiwan.
open' system of teacher education developed in England is quite different from that developed in Taiwan.

2. While the pattern of teacher training in Taiwan is basically still the dual tracks: the training of primary and secondary school teachers is provided in separate institutions, the system developed in England has moved towards a unified pattern. In England, an increasing number of colleges are now providing a four-year course leading to a BEd degree; some of them are even providing the one-year course of post-graduate certification; while a number of universities departments of education have recently initiated undergraduate courses in education leading to joint or single honour degrees. In Taiwan, junior normal colleges have no doubt been regarded as one sector of higher education. However, their academic standards are still much lower than those of the Normal University and their graduates are not entitled to teach in secondary schools. Accordingly, as far as can be observed, the reform in England has been more drastic and encouraging than in Taiwan, where the training of primary school teachers has always been undertaken by junior normal colleges, and where very few graduates from the Normal University have an intention to teach in primary schools.

3. Another difference in teacher education between the two countries is the 'concurrent' courses vs 'consecutive' courses of initial training. In Taiwan, all teacher-training institutions, including junior normal colleges, normal colleges and universities, provide 'concurrent' courses, i.e. personal, academic (specialized), and professional courses are taken simultaneously by students during their pre-service education. In England, colleges of education provided 'concurrent' courses before 1975. Following the recommendation by the James Report, a two-year course leading to DipHE has been introduced; it is quite obvious that the course for initial training in colleges has moved towards a 'consecutive' pattern; while the university departments of education (PGCE courses) recruit graduates with a degree in specialized subjects and provide them with one-year professional training. Thus the whole pattern of teacher education in England are tending towards a 'consecutive' course of initial training, while that in Taiwan remains the same, i.e. to maintain a 'concurrent' course in the pattern of teacher education, though a course like PGCE in England will be introduced in the near future.

RECOMMENDATIONS

(1) The Aims of Teacher Education:
The overall aim of teacher education, as the author sees it, is to produce 'ideal' teachers who are professionally well-educated persons with the ability to fulfil their roles properly in schools. The desirable qualities of an ideal teacher may be considered in four areas: namely, his academic standard in the main subjects, his understanding of the theory of education, his competence in the practice of teaching, and his personal suitability for educational work. In view of the diffuse nature of the teacher’s role in modern society, to define the ideal teacher in terms of his academic, professional, and personal competence is rather difficult. However, it seems desirable and necessary to present some clear objectives which may serve as guidelines for the education and training of teachers. It is recommended that the aims should be as follows:

1. To develop, through academic study, a thorough command of the subject-matter.

2. To foster a profound understanding of educational theory which will inform professional judgments and actions.

3. To develop, through practical training, the teaching skills which are directly related to the day-to-day work of teaching.

4. To cultivate professional attitudes, e.g. a sense of responsibility, a concern for the individual pupil, and a strong commitment to educational work.

(2) The Re-organization of Teacher Education.

The post-war development of the teacher-training system, both in England and in Taiwan, has aimed at improving the academic and professional standards of teachers. Primary school teachers, who had been regarded as ‘technicians’ for a long time, are now generally recognized as well-educated professionals who need a broader background of academic preparation. With regard to secondary school teachers, a university degree was considered to be sufficient qualification in the past, but it is now realized that they should receive professional training before teaching in schools. Nevertheless, the pattern of training in Taiwan is still the dual system in character: the training of primary and secondary teachers is provided in separate institutions. And graduates from other universities are not allowed to teach in schools. In the light of remarkable reforms achieved in England, two practical ways of reorganizing teacher education in Taiwan, in the author’s opinion, would benefit the teaching profession as a whole. They are:

1. To eliminate the rigid distinction between the institutions for the training of primary and secondary school teachers by promoting junior normal colleges to the
status of Normal Colleges. These new colleges should recruit their students from senior-high school graduates and provide a four-year course leading to a BEd degree. Thus they would be accorded equal status with the Normal University for training both primary and secondary teachers.

2. To provide educational courses for students in other universities who wish to be qualified for school-teaching. Educational courses may be offered either at other universities as concurrent subjects for students who intend to teach in schools after their graduation or at the Normal University and other teacher-training institutions as one-year post-graduate studies.

(3) The Policy for Raising the Status of Teachers:

1. Teaching has traditionally been regarded as one of the most respectable professions in China. In modern industrial society, however, a high standard of educational service can no longer be sustained by the feeling of being respected alone; it must also be secured by a reasonably high scale of salary. Therefore, it is recommended that a professional salary scale should be provided in which teachers' salaries should compare favourably with income in other occupations requiring similar preparation.

2. Better working conditions are also essential for building up the morale of teachers. Since teachers are particularly qualified to judge the learning situations and facilities most suitable for their pupils, they should be given the professional freedom in the choice of teaching material, the selection of textbooks and the application of teaching methods, within the framework of approved programmes and with the assistance of the educational authorities.

3. The status of the teaching profession depends to a considerable extent upon teachers themselves; all teachers should make every effort to achieve the highest possible standards in all their professional work. It is therefore recommended that (a) in-service education should be widely provided for teachers to secure a constant improvement of their academic and professional standards and their teaching techniques; and that (b) codes of ethics or of conduct should be established by the teachers' organizations to ensure the prestige of the profession in the performance of the professional duties.

(4) Recommendations for Further Study in Teacher Education:

The present study of the developments of teacher education in England and in Taiwan, R.O.C. has been concerned mainly with the historical backgrounds, existing systems and new trends of teacher education in the two countries. Since the issues and
problems in teacher education are very complicated; they need more intensive studies. The following aspects can be specially recommended for further research in this field:

1. A more detailed study of the cultural, socio-economic backgrounds of the two countries which may have a great deal to do with the developments of teacher education.

2. The study of the curriculum provided in teacher education could be profoundly meaningful.

3. Another approach to studying teacher education in the two countries is to examine the balance between the supply of and the demand for teacher force.
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中英兩國師範教育
發展之比較研究

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摘 要

本研究之目的，在運用比較方法，探討中英兩國師範教育發展之社會、經濟、與歷史背景，以及目前實施現況，並比較兩國師資養成制度之革新動向，以供改進我國師範教育之參考。

本研究，經比較分析，發現中英兩國師範教育的發展趨勢，有其異同之處，其重要者，分述如下：

1. 相似之處：
   (1) 整體提高中小學教師訓練水準，以達到大學程度為目標。
   (2) 中小學教師均須接受教育專業訓練，並登記合格。
   (3) 擴充在職教育機會，鼓勵中小學教師在職進修。

2. 相異之處：
   (1) 我國堅守師範教育「閉鎖」政策，而英國採取「開放」政策。
   (2) 我國中小學教師分由不同訓練機構培養，而英國已打破界限，統一培養。
   (3) 我國師資養成的課程安排，採取「並進式」（concurrent），而英國則採取「連繫式」（consecutive），各有利弊得失。

本研究最後對我國師範教育的目標、政策，以及對提高教師地位等方面，提出數項建議。

（本研究承行政院國家科學委員會73年度獎助，謹致謝忱）