

School of Education-Historical Analysis and International Comparison

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ABSTRACT

All the man-created institutions based on rational idea are not, as Immanuel Kant (KantsWerke, Vol. VII, p.21) assumes, merely a casual collection and arbitrary arrangement of accidental cases. Rather, they are founded on the basis of some rational plans. Therefore, the organization of university in view of its class and faculty is by no means by chance. The division of university organization, though caused by peculiar felt needs, subjects to, in Kantian terminology, the regulation of some *a priori* principles.

Is there any rational principle regulating the process of institutionalizing the school of education as a faculty of university? What needs peculiar to the USA, the UK and Germany are the main impetus causing the development of the school of education (or college, department) of education in university in the respective country? What measures are taken by the school of education to cope with the challenges of recent educational reforms? In order to answer the above-mentioned questions, historic-systematic method is used to compare the development of the school of education in USA, the UK and Gemany.

I. Introduction

All the man-created institutions based on a rational idea are not, as I. Kant (KantsWerk, VII: 21) assumes, a casual collection and arbitrary arrangement of accidental cases. Rather, they are founded on the basis of some rational plans. Therefore the organization of university in view of class and faculty is by no means by chance. The division of university organization, though caused by peculiar felt needs, subjects to, in Kantian terminology, the regulation of some *a priori* principles.

The principles of classification and categorization of academic disciplines vary, as Rudolf Stichweh (1984: 7) maintains, with the different forms of social institutionalization of education. In ancient Greek society e.g., where education was carried out in a form of more than one teachers unconnectedly instructing the same student, emphasis seemed to be put on the distinctness and unreducibility of a single discipline. Only when the school was institutionalized as a site to gather the students and teachers with fixed teaching time table and teaching subjects, the relationship and the separation between the disciplines were more and more emphatically investigated. The time of intensively reforming school and university is accordingly also the time of attempts to re-classify and re-organize the knowledge and sciences.

Accompanying the radical social differentiation of educational systems since the end of eighteenth century, there arose the needs of formation of professional community of education. The radical changes of the differentiation in educational systems was characterized by the separation of school education from family education. Furthermore, the tight linkage of education to religion was also broken up. For the university, the differentiation of educational systems had twofold consequences: On the one hand the quantitative extension of school education led to the urgent needs of school teacher with professional competence quite different

from the former teacher simultaneously with the missions of instruction and religious indoctrination. Furthermore, fraternal authority of education was replaced by professional one. (R. Stichweh, 1984: 78-79; N. Luhmann & K. E. Schorr, 1988: 48ff). Educational science gradually became an autonomous discipline in the university. The chairs of education had been established in the universities in both Europe and the United States to meet the needs of cultivation of professional teacher and the scientific study of education. The appointment of Ernst Christian Trapp to the first chair of education at Halle University in 1779 marked a very prominent step toward the professionalization of teacher education as well as the scientification of educational study.

However, education is tightly linked to culture. Different cultural codes determine, as T. S. Popkewitz (1987) observes, the different ways in which "people think, feel, see, and act towards the practice of schooling". The historical evolution of school of education as an incorporating component of university reflects the cultural consciousness of the needs to elevate the teacher's social status and to professionalize educational study since the end of eighteenth century in the western world. Different cultural traditions determine the different ways of viewing the schooling as well as the organization and operation of school of education. The new needs generated by cultural modernization in various countries have different impact on the institutional arrangements for the education of teachers. This paper attempts to analyze the shifts of school of education across time as well as across space. Special attention will be directed to the functional differentiation for the teacher training and educational studies of school of education from perspective of comparative education.

II. System Formation and Historical Evolution of School of Education

Defining *autopoiesis* as a general form of system building using self-

referential closure, Niklas Luhmann (1984) develops a general system theory quite different from classical one, which conceived system as a whole that consists of parts and relations. Functionally autonomous system began to emerge towards the end of the eighteenth century. Externally, functional subsystems of society for religion, for politics, for economics and for science constituted the environmental contingencies compelling the change of meaning-selection mechanism for building a particular subsystem for education. Internally, education, as an autopoietic social system, differentiates itself into subsystems through production of inner components within the "closure" of educational system. The establishment of the first chair of education at Halle University in Germany in 1779 marked an important step toward internal institutional differentiation of education community to cope with the emerging educational problem. In his inaugural speech, the first education chair-holder Ernst Christian Trapp (1780: 10-11) asserted the necessity to form a special science to study the educational rules.

After the establishment of education-chairs in many universities in Germany, the Bell Chairs of the Theory, History, and Art of Education have existed in the Universities of St. Andrews and Edinburgh, Scotland since 1876. In the U.S.A., the first appointment of William H. Payne to the chair of the "Science and Art of Teaching" of the University of Michigan was announced in 1879. The main tasks of the newly created chair were to prepare students "for higher positions in the public school service," "to promote the study of educational science," and to render "a more perfect unity to our educational system by bringing the secondary schools into closer relations with the university." (B. A. Hinsdale, 1906). All these historical facts are, as B. A. Hinsdale (1896: 166) puts it, "very significant, creating a strong presumption that these German, Scottish, and America professorships are not the result of ignorance or accident, but of a felt need and intelligent choice." The creation of education chair in university subjects, it may be interpreted, to some

rational principles in Kantian terminology, or to the regulation of changing meaning-selection mechanism, as Luhmann would say.

Though attempts had been made to stand pedagogy on its own both in Europe and in the U.S.A., the study of education ranks still low in the hierarchy of academic pursuits. In Germany J. Fr. Herbart (1806) tried to establish a rigorous autonomous educational science to study lucidly the educational affairs with a view to improving the quality of teacher education. Practice school (*Übungsschule*) was thus proposed to be attached to the teacher preparation seminar to develop prospective teacher's sagacious practical judgement through practical experience. However, educational science remained still closely affiliated to practical philosophy and psychology.

In England the lack of intellectual merit of teacher training was criticized by R. H. Quick in 1884: "I say boldly that what English schoolmasters now stand in need of is theory." (cited in J. W. Tibble, 1971: 4). In response to the complaints of low quality of teacher training, the Cross Commission was established to examine the working of 1870 Education Act and the operation of teacher education. The Commission proposed the creation of Day Training College attached to university or college of university rank. In 1908 the first Board of Education Regulations for the training for the secondary schoolteacher were issued. According to the regulations, the training of secondary school teacher was to be strictly postgraduate, and the applicants were required to hold either a degree or its equivalent. Despite these efforts criticism was still often levelled against the intellectual demerits of teacher training and educational studies.

In the U.S.A., efforts had also been made to search for the university's recognition of educational science. In his 1889 paper read before the Normal Department of the National Education Association, Nashville, Tennessee, B. A. Hinsdale (1896: 166-181) tried to vindicate pedagogy as a university discipline through series of theoretical as well as

practical arguments. Before 1890 as Payne's appointment as the first full-time chair of pedagogy in the United States, pedagogy was a branch, at best, of moral philosophy. In 1890s succession of attempts was made to bid pedagogy as an autonomous university discipline. According to E. V. Johanningmeier and H. C. Johnson, Jr. (1975: 3), there were two options to raise the rank of pedagogy in the academic hierarchy. One was follow the route of the newly-arrived psychology and attempt to become rigorous empirical science. However, this effort was not so successful as in the field of psychology, which escaped its philosophical history. The other option was Herbartian program. As it is known, the Herbartian Society and the attempt to create a rational educational science within the confines of the university, and particularly the graduate school, were short-lived.

The emancipation from philosophy is, as J. Oelkers (1989:3) remarks, the condition of the progress for the individual sciences. Educational science in Europe and in the United States during the turn of this century tried to meet this condition and competed for its academic status in university. The progress in educational science recursively produced new components within the "closure" of itself and outwardly promote the reorganization of teacher education. In Germany a leading representative of experimental pedagogy Ernst Meumann attempted to utilize W. Wundt's psychological experiments in the research of education and demanded that pedagogy be redefined as a science based on purely empirical study. Furthermore, he proposed that educational science should be established as an autonomous university discipline. However, his proposal was not granted by the university professor, especially by those humanistic educators. Edward Spranger, a prominent humanist, criticized the experimental pedagogy for the fact that it was limited to the question of schooling and teaching technique. For Spranger, the cultivation of teacher's ethos rather than the familiarity with teaching method should be underscored in teacher education. Spranger proposed therefore a special

independent **Bildnerhochschule** favorable for the cultivation of teacher personality. This personalistic ideal of teacher education was actualized in the 1925 Prussian Ministerial Decree "**Die Neuordnung der Volksschullehrerbildung in Preussen**" which provided the establishment of **Pädagogische Akademie**. Under the pressure of demands to elevate the teacher's professional status, the Akademie (academy) was transformed to university level **Pädagogische Hochschule**. In response to the needs of scientification of teacher education the independent Pädagogische Hochschule was gradually integrated into University as a faculty of it.

Similar development of promoting teacher education to scientific study at university level was found also in the U.K. and in the U.S.A. during the turn of this century. In England after the 1908 Board of Education Regulations tensions between Day Training Colleges and University Teacher Training Program were increasing. One of the solutions to the tensions was to transform the Day Training College to a University Institute. In 1932 University of London Institute of Education was established through the reorganization of original London Day Training College and thus became a main center not only for teacher training but also for scientific study of education. The more thorough solution was to create the Board of Education Committee under the chairmanship of Sir Arnold McNair to examine teacher education issues. The well known McNair Report published in 1944 proposed the establishment of Area Training Organization to coordinate the works of universities, training colleges and Local Educational Authorities (LEA). The Report recommended also the unification of personal education of the student and his preparation for professional life in the teacher education. After the publication of the Report, the training colleges were loosely associated on a regional basis with the universities. Moreover, the colleges themselves attempted to elevate their academic status through raising their standards of admission, extending their courses from two to three years,

granting (with university support and accreditation) degrees to a minority of their more able students. Significantly, they were renamed as colleges of education, although efforts to incorporate them fully within the university structures were not successful (H. Judge, 1991:39-40).

In the United States during the last decades of nineteenth century many Normal Schools had been transformed to State Teacher Colleges (J. Herbst, 1989). In addition, several ambitious universities, e.g. Stanford, Columbia, Chicago, Michigan and Harvard, added professors of education to their faculties as well as departments or schools of education to their activities. However, similar to the situation in Germany and England, there were also the debates on the nature of educational science. In Chicago, e.g., John Dewey had urged students of education to familiarize themselves with psychological principles, the methods and results of the study of intelligence, ethics, and history before they turned to the study of education itself. Dewey's successor at Chicago University, Charles Judd demanded contrarily that his students embark on "a complete survey of education" that included school administration, educational measurement, history of school practice, methods of instruction, and educational psychology. This change involved, as J. Herbst (1989: 182) remarks, a departure from philosophy and theory and from a concern for seeing education in its total social and historical context. In short, Judd's view of educational science, analogical to that of German Meumann's, was based on rigorously empirical study resembled the isolated experiments in biological and physical science. Under the influence of this view, the schools of education in the large research universities pour their energies more into educational study than into teacher training. Despite the fact that more attention was directed to the educational study in many prestige universities during the last few decades, the study of education within the university has been viewed as a marginal enterprise (B. R. Gifford, 1984: 2). Moreover, tensions between research and teacher training have been the major problems in the schools of education of prestige universities.

From the foregoing historical comparison it may be followed that so much in Europe as in the U.S.A., there emerged in the last few decades a general tendency to recognize teacher training institutions as part of higher education community and to associate them more closely with universities. However, the relationship between university and school of education was not a comfortable one. The imperatives of research are not those of teaching or teacher preparation. Nevertheless, research is the major field through which a university earn its reputation. Tensions are thus exacerbated as universities compete among themselves for reputation and resources. Within the schools of education there emerge also urgent crises as confronted with the postmodern incredulity to metanarrative and emphasis on performativity in epistemology. The school of education, as autopoietic social system in Luhmannian terminology, is confronted internal and external threats to its own continuity. Only through changing interaction context and reflexive communication can the autopoietic mechanism of the school of education revives itself. These themes will be discussed in the following section.

III. Crises of School of Education in The Postmodern Age

The foregoing analysis has shown that educational science has been built as an autonomous discipline integrated into university system during the last few decades in Europe and in the United States. However, the position of the schools of education within the universities is, as Harry Judge (1991:46) notes, always ambiguous and often resented. Renowned as they are in the realm of education, these schools and their faculties are forever unable within their own institutions, by the very nature of their applied missions, to measure up to the "pure" arts and sciences departments. The 1980s were marked by an impetus towards higher standard and by the government's pursuit of a greater degree of differentiation and compe-

tition among the higher education in both sides of the Atlantic. The most important criteria of excellence of higher education institutes relate of course to the volume and quality of research undertaken and results published. Studies in education are often thought to lack of scientific rigor, and even worse to remain aloof from educational reality. During the 1980s a powerful current of criticism was thus directed to the schools of education.

Even within the main missions of school of education, teacher training, there emerged also urgent crises to be confronted with by school of education. Educational sciences can, as M. Wilkin (1993: 40) maintains, be thought as the metanarratives of teacher training. They embody Lyotard's (1979: 31-32) metanarrative values for they enhance the prospective teachers' intellectual understanding of educational reality and their moral awareness in teaching. They meet thus the requirements of the legitimation principles of science in Lyotardian sense. Under the influence of postmodern incredulity to metanarratives, the theoretical educational disciplines, e.g. philosophy of education, sociology of education, have been devalued in the teacher training. In America the on-the-job performance assessment in beginning teacher program has been elevated in importance in teacher certification tests in many States (L. Darling-Hammond & B. Berry, 1988: 23-35). In the U.K., school experience rather than theoretical reflection is specifically emphasized in teacher training as stipulated in the 1989 and 1992 Circulars (DES, 1989, 1992) on initial teacher training. Moreover, the Education Act 1994 (DFE) provides that schools should be encouraged to become involved in teacher training through funding. Project teaching and practicums instead of theoretical studies are specifically stressed in the teacher education program of Bremen University in Germany. From all of these measures for teacher education in various countries it might be concluded that success in training is now less frequently assessed by acquisition of theoretical knowledge than by competence in the classroom, or by "performativity," as

Lyotard (1979: 47) would say. School of education is confronted with very severe challenges.

Parallel to incredulity towards the metanarratives, the decline of the status of intellectuals represents another prominent feature of postmodernism. Traditionally, intellectuals possessed the privileged status of providing authoritative solutions to questions of cognitive truth, moral judgement and aesthetic taste (Z. Bauman, 1987: 219). The essential idea of pluralistic stance of postmodernism is, as D. Harvey (1990: 48) puts it, "that all groups have right to speak for themselves, in their own voice, and have that voice accepted as authentic and legitimate." The intellectuals have lost their prerogative to legitimate the authority of knowledge. They are experiencing a status crisis. A similar status crisis is also being experienced by the academic circle of educational professionals. That Kantian and Herbartian traditional educational theory can "guide" or at least "regulate" practice has been dismissed from teacher education. In Germany the one-phase teacher education model at Oldenburg University mandates that the *Kontaktlehrer* (contact teacher) at the school has the same right as the university professor to assess the performance of the student teacher. In the U.K. the school-centered courses in teacher education have been increased as demanded by recent reform efforts. Many theoretical disciplines are excluded from the teacher education curriculum. The school mentors in the partner schools are assigned the same status as the university tutors in the arrangement of teacher training. In the United States alternative teacher education programs have increased recently. Some alternative certification programs are built around the assumption that education courses are of little help to practicing teachers (L. Darling-Hammond & B. Berry, 1988: 21). Anti-intellectualism seems to penetrate into school of education, the functional subsystem of education within university produces its own decay, as Luhmann (1990) would say. Reorganization of school of education is essential to overcome its own crises.

IV. Concluding Remarks

School of education, as a functional autopoietic system, incorporates itself within university as institutional arrangements for teacher education through a long history process of knowledge integration and differentiation. Its incorporation within university represents the gradual general recognition of education as a prestigious, autonomous scientific discipline. This signifies also the elevation of teacher's status, for the acquisition of professional knowledge becomes the gateway to teaching profession.

However, school of education is confronted with internal and external crises under the challenge of postmodern condition. Educational studies are often criticized for the lack of scientific rigor as compared to the studies in biological and physical science. Educational studies remain therefore marginal especially in research-oriented universities. Making things even worse, theoretical study in education is declining drastically last few decades under the pressure of postmodern incredulity to theoretical knowledge and emphasis on the performativity.

Reorganization of school of education is essential to cope with the crises. Cooperation with the liberal arts school and natural science school should be encouraged to carry out interdisciplinary research. Advancement and dissemination of knowledge concerning educational theory, policy, process and practice should be promoted. Program for preparation of educational researchers, educational leaders and for the training of school teacher should be further differentiated. The meaning-selection mechanism and communication network within the subsystem of school of education in Luhmannian terminology should be further elaborated in order that school of education can revive itself under multiple pressures of postmodern society.

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國立臺灣師範大學教育學系公告

(民國八十六年五月六日)

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 - (2)教育行政與政策
 - (3)課程與教學

三、計分方式：每科總分均為一百分，但教育專業科目加重計分100%。

教育學系辦公室 敬啟