

■ The training and qualifications of Filipino and Australian teachers are here discussed and compared.

TEACHER TRAINING IN NEW SOUTH WALES AND THE PHILIPPINES

Australia is a unified land mass, roughly the size of the United States, excluding Alaska. After the discoveries of James Cook in 1770, British settlements were made spasmodically at certain points along the coast, forming the nuclei of what were later to expand into independent, self-governing states. New South Wales (the area under discussion) was the first of these, being founded as a penal settlement in 1788. Free settlers soon came in, following the paths of the explorers who opened up fertile tracts. As there was plenty of land available, official control impossible to enforce, and no question of dispossessing settled landholders, ownership was initially determined by occupation (i.e. "squatting"). The size of the holdings and difficulties of communication, combined with the lack of any real resistance from the

aborigines (who possessed no political organization), produced a pattern opposed to the banding together of strongly-knit groups. Right from the beginning, local government and community movements were relatively weak, and this tendency has persisted. Significant authority came to be regarded as residing only in the capital city (Sydney). It should be realized too, that there was no national government until 1901, when the states surrendered certain of their powers (such as defense, customs and excise, coinage, and immigration, but not education) to the newly formed Commonwealth. Conditions in the Philippines produced an entirely different trend of development, where a shot-gun blast of some seven thousand islands, stretching from north to south for over a thousand miles, forced local groups to rely on their own resources

and favoured their resistance to attempts at interference or control by a central power. Thus when de Legaspi founded Cebu City in 1565, he moved his headquarters to Manila six years later, he found a well-organized society with independent tribal realms called *barrangays* ruled over by despotic *datos*. Although the military fragmentation paved the way to easy conquest, neither the Spaniards nor later the Americans effected political cohesiveness at the expense of local loyalties. At the present time, Australia (with an area of nearly three million square miles) is divided into seven states only, whereas the Philippines, (comprising less than 11,000 square miles) has 56 provinces and 41 chartered cities, each exercising a considerable degree of executive power. The net result is that although there is no national system of education in Australia, the various institutions serve the interests of, and respond to pressures from, the large, highly centralized and autonomous state departments, rather than the individual communities which they serve — while the establishment of the Board of Na-

tional Education of the Philippines in 1955, as "the exclusive agency of the Government for the implementation of educational policies and the direction of the educational interests of the nation" did not mean that the local agencies were no longer to be adapted to the needs of their particular environment. The fact that the vernacular soon came to be the medium of instruction in Grades I and II (in a country which recognizes eight major dialects) has necessitated that these teachers, at least, would be local products and the officially encouraged practice of members of staff visiting pupils' homes (the exception rather than the rule in New South Wales) has strengthened the ties between school and community. This difference, then, which is not embodied in any legal enactment, is very real, and has had an effect on the respective approach to the problem of teacher training.

The relatively healthy condition of the Australian economy has made possible a correspondingly high standard of living. For New South Wales, the "basic wage" (the lowest that can legally be

paid to an adult male) is, at the time of writing, £15"3"0 or £14" 15"0 per week according to whether the employee is working under a State or Federal award. As "margins" are added for skill or unusual conditions about half of the adult male wage earners earn £23 or more. For Australia as a whole, the national income per head of population is £578 per year. As against this, the current Philippine "floor wage" of P6 a day (recently raised from P4), and the fact that seventy-six per cent of families receive less than P2,000 yearly, resulting in a national per capita income of (in 1961) P350 per year, underline the difficulties of financing a comprehensive system of education, on anything approaching a comparable basis. Because of the resources available, coupled with the trend that the political development has taken, Australians have come to look to the state for more help than is given in any Asian country. There are age, invalid and widows' pensions together with unemployment and sickness benefits (subject to a means test) as well as maternity allowances and child en-

dowment. In line with the prevailing pattern of extensive social services, not only is education free at the elementary and secondary levels but generous assistance is later given to promising students pursuing professional careers. This is paid for, of course, out of taxation receipts.

Private training institutions are not a definite feature of the educational scene in N.S.W. Although approximately one quarter of the pupils attend non-state schools, mostly controlled by church authorities, only in the case of certain religious orders is there any attempt to conduct a pre-service programme, the numbers involved being relatively small. Lay staff, in general, are recruited from applicants already qualified. The eight State Teachers' Colleges thus have a monopoly in training intending teachers of the 638,000 children attending some 2,750 public schools. The Philippines presents an entirely different picture. Here, the eleven government institutions (two state universities, two chartered colleges and seven regional nor-

mal schools) could not be expected to provide staff for the 31,936 public schools (10 kindergartens, 31,672 elementary and 254 secondary), catering for an enrolment of 4,825,715 (728 kindergartens, 4,598,097 elementary and 226,890 secondary). Thus while their combined enrolment totals 16,421, no less than 97,398 students are enrolled in teacher training courses in private colleges and universities. At the present time, more than seventy per cent of the one hundred and forty-nine thousand teachers in the state service have been trained outside it.

The state employs selective admission and retention in both countries. Enrolment at a New South Wales Teachers' College depends upon winning a scholarship, the awards being made in order of merit on the basis of the aggregate marks obtained in the best six papers presented at the Leaving Certificate Examination (an external examination taken by all candidates at the conclusion of the secondary course), providing a pass has been obtained in not less than four subjects, one of which must be English. There are also other

requirements, involving mainly personal and physical qualities. Termination may be made by the Minister of Education at any stage on any of the following grounds (1) inaptitude for teaching, (2) unsatisfactory conduct or character, (3) physical or mental unfitness, (4) failure to meet the requirements of the course. Of interest is the fact that a scholarship is only awarded to a married woman whose status is such that she may be considered as single (i.e. a widow or divorcee) and a female student who marries while in training has her scholarship terminated. As there is no comparable external examination in the Philippines, enrolment at a normal school or college is granted to applicants who (1) belong to the upper fifty per cent of the graduating class of a recognized secondary school, (2) are morally and physically fit, (3) qualify in an interview during which spoken English, scholarship, personality and related qualities are appraised, and (4) pass the written competitive examination set by the Bureau of Public Schools. Any student who receives a failing grade in two subjects

at the end of the semester is placed under probation and his parents duly notified. A failure in three or more subjects warrants dismissal on the grounds of poor scholarship. Less stringent requirements are imposed by private institutions.

In applying for a Teachers' College scholarship, New South Wales candidates may nominate (a) a two-year course in the categories of General Primary, Infants, Needlework, Home Science, Industrial Arts or Junior Secondary (covering a wide range or subjects), (b) a four-year non-degree special course in Art or Music or (d) a University degree course in the Faculties of Arts, Science, General Science, Rural Science, Commerce, Economics, Agriculture, Agricultural Economics or Physical Education. As none of the Colleges is a degree or diploma granting institution, successful applicants in the last-mentioned group attend the University concerned for the three or four years, and then complete a one year professional course at a Teachers' College. Similarly, the special courses in Art and Music are taken in conjunction

with a Technical College or Conservatorium of Music. Places are allotted in order of merit according to the needs of the service, the particular students being sent where the appropriate course is available. As each college (unlike those in the Philippines) is designed to serve the state as a whole rather than the region in which it happens to be located, curricula offerings can be varied according to the needs of the service. In general, students who have completed a General Primary or an Infants course are appointed to a Primary (or Infants) School, while others to specialist fields at the secondary level. At the time of writing, of the 7,242 scholarship holders, approximately one half (3,558) are enrolled in two-year courses, rather more than a third (2,743) in degree courses, while only fifteen per cent (545) are taking specialist courses and five per cent (396), having satisfied degree requirements, are carrying out their post-graduate year of professional training specializing in three method subjects. Sixty, incidentally, are designated "private students." Some of these would

be non-indigenous personnel, committed to positions in their own country after training, the others original scholarship-holders who, having failed at some stage, have been permitted to continue without allowance.

Although the Philippine system is much larger, (the University of the East, Far Eastern University, and the National Teachers' College each is preparing more teachers than all the New South Wales colleges put together), it is not nearly as complicated. Intending teachers select the location and type of training desired. The professional qualifications for appointment to an elementary teaching position is the possession of a Bachelor of Science in Elementary Education (B.S.E.Ed.) degree, which is offered after a four years' course by the two chartered normal colleges, the seven regional normal schools, and the two state universities, as well as two hundred and sixteen private universities and colleges. Secondary teachers require the Bachelor of Science in Education (B.S.E.) degree, allowing for graduation in one major and one minor teaching subject

also after a four years' course. As there are but 254 public secondary schools, the only public institutions offering this course are the two state universities, although private institutions assist in preparing secondary teachers for the 1,464 non-state secondary schools.

Selected students of the two colleges are now permitted to take an extra eighteen units (3 for each of the last six semesters) in addition to the 168 required for the B.S.E.Ed. degree, and qualify for a Certificate of Proficiency (in addition to their degree) in such fields as Home Economics, Physical Education, Music, Work Education and Library Science. It is confidently anticipated that this policy of allowing "one concentration" in Elementary Teacher Education will be extended shortly to the regional normal schools. Of interest are the special provisions made for training trade teachers. Degrees offered comprise the Bachelor of Science in Agricultural Education (B.S.A.E.) for boys or Bachelor of Science in Agricultural Home making (B.S.A.H.) for girls, as well as a Bachelor of Science

in Industrial Education (B.S.E.I.). Graduates teach in primary as well as secondary schools and have followed a four years' course given in a school of Arts and Trades, under the jurisdiction of the Bureau of Vocational Schools, or a private institution. The Philippine Normal College also offers a three years' (non-degree) course, leading to the Elementary Teaching Certificate in Home Economics (E.T.C.H.E.). The Australian specialization in infant education (covering the first three years of schooling, namely Kindergarten, Grades I and II) has no parallel in the Philippines. Whereas the New South Wales practice is for examinations to be held annually, candidates either passing or failing in the course as a whole at that stage, the Philippines adopt the American pattern of semestral units (one unit being equivalent to approximately twenty hours of class work), graduation being awarded on the attainment of the specified number of units. It is noted that, in practice, both plants allot roughly one third to one quarter of the total time to professional edu-

cation for the first level of teaching, with a much greater proportion assigned to general education for secondary teachers. Even granting the burden imposed by the complicated language situation in the Philippines, requiring proficiency in English, the medium of instruction, and Pilipino, the national language, along with the legally imposed load of twenty-four semestral hours of Spanish, the four years period of training for elementary teachers is more extensive than its Australian counterpart.

Financial assistance is given to all New South Wales scholarship holders, involving not only free tuition, but also living allowances, ranging (at the moment) from £260 per annum to students under twenty-one years of age living at home for the first two years of their course, to £350 to students over twenty-one years of age living away from home and £680 in the case of married men, plus £50 for a dependent wife and £35 per annum for each dependent child. Under these circumstances, a trainee is freed of the necessity to seek employment or be dependent on his family during his stu-

dentship. In the Philippines, however, no allowance whatever is paid, and part from a very limited number of free places given to outstanding applicants, all are required to pay tuition fees amounting to about ₱160 per year in a public and ₱260 in a private institution.

In New South Wales, not only does satisfactory completion of a course ensure immediate appointment (admittedly on a probationary basis) to the teaching service, but acceptance of scholarship involves entering into a financial liability (ranging from £150 to £500) to teach anywhere in the State for a period of three or five years, depending on whether the period of training was for two years or longer. This is not the case in the Philippines, where graduation gives no guarantee of employment, but the Bureau of Public School conducts annual examinations in May (for graduates of both public and private institutions) for admission to teach in its schools. Even this does not bring permanent appointment (carrying with it salary increments and promotional opportunities), the "eligibility" for

which (as in most branches of the government service) is determined by a competitive examination set (rather irregularly) by the Civil Service Commission. Many who fail in these qualifying tests, however, are absorbed in the private system, comprising 3,184 schools (274 kindergarten, 1,446 elementary, 1,464 secondary) catering for 862,470 pupils (28,285 kindergarten, 241,513 elementary, 592,872 secondary). The Swanson Survey Team found that, in 1960, nearly thirty-three per cent of the elementary and about fifty-one per cent of the secondary public school teachers were "non-eligible".

Arrangements for laboratory experiences are quite different in the two countries. At least one school within easy travelling distance of each Teachers' College in N.S.W. is designated a "demonstration school," where the class teachers regularly give prepared and previously-arranged display lessons in the presence of groups of students, illustrating specific techniques and procedures. Approximately six weeks of practical teaching (details

varying with different colleges) are required in each year of the course. This is usually taken in two widely spaced periods, each student being allotted a particular school within the area, with a daily teaching load of about two hours, and supervised by a member of the College lecturing staff. In addition, for two weeks in February, at the conclusion of the school holidays but before the commencement of the College term, he attends a personally selected school for two weeks, where he is under the direction of the headmaster. This is usually termed "Home Practice" or "Unsupervised Practice." Australia has no counterpart of the Philippine Laboratory School, which is found on the campus of every normal school and provides opportunities for varied "professional laboratory experiences." Student teaching is under the direction of the supervisor of the laboratory school, and is taken for a full semester, usually in one of the two senior years. Different patterns are followed according to needs and available resources, a typical plan being eight weeks on campus, then eight weeks (called an

"internship") in an off-campus cooperating school, followed by four weeks back on campus.

New South Wales Teachers' Colleges are very much autonomous institutions. Although the Principal, appointed by the Public Service Board of the State, does not possess the right to hire or fire professional staff, and his power in matters of finance are limited, in other respects he has practically full administrative authority, free from local control or regular supervision. The Director of Teacher Training, however, exercises an oversight of all colleges within the state, and the periodic Principal's Conferences, held in each of the three terms of the academic year, provide opportunities for the dissemination of information and interchange of views. Apart from the two chartered normal colleges, training institutions within Philippines probably do not possess a similar degree of independence. The curriculum for the B.S.E.Ed. course is laid down in Circular 18, s. 1959, of the Bureau of Public Schools, and although each regional normal school

plans a program of work and time schedule for the whole year, the proposals are submitted to the General Office for suggestions and final approval. These schools are supervised by the Superintendent of Teacher Education

and both public and private institutions are subject to regulations, circulars, and administrative directives emanating from their respective bureaus. — *By Raymond G. Bass in The Education Quarterly, Oct. 1965-Jan. 1966.*