

The Direction and Problems of Reform in State-Run Teachers Colleges and Faculties

— Expand the Professional School of Teacher Education system and make master' s programs more practical so that they can be the center of the advancement of teacher training—

Dr.Tetsuya Kajisa, President, Hyogo University of Teacher Education

1. The direction of reform in state-run teachers colleges and faculties

Reform in state-run teachers colleges and faculties should be promoted in the form of scaling down universities; putting higher priority on elementary school teacher training programs; making teacher training curricula more practical; expanding the Professional School of Teacher Education system; shifting master' s course programs to professional schools of teacher education in stages; and taking other such measures.

State-run teachers colleges and faculties are currently facing a radical change they have never experienced since they are established after the end of World War II. Unlike the past proposals made in reports by the Central Council for Education and other policy documents that have been released to date, the latest demand for a change is not "just irresponsibly telling opinions." It is no longer possible to wait for "the storm to pass." The latest move is linked to reform in all state-run universities, and the directions of reform in individual universities and faculties have been made public through the redefinition of their missions. The current government has a strong intention to reform education and an unchangeable, excellent ability to promote its policies. Considering all those factors, we should assume the proposed reform will surely be implemented without any delays. In fact, reform is being advanced in this direction in the current reform acceleration period. Officials at state-run teachers colleges and faculties are no doubt required to be prepared to devote themselves and have a strong intention for reform and a positive attitude toward it.

While a rapid decline in the number of newborns and new teacher hires is forecast, the governmental financial situation is becoming increasingly tough. The rate of teacher employment for state-run universities has been sluggish, and the number of new elementary school teacher hires for them are lower than that for private schools in many municipalities. In such a situation, quantitative reduction would appear to be a plausible measure to taxpayers.

Amid the advancement and sophistication of school education, training in master's and doctoral courses as well as in-service training have become much more essential, considering that teachers are now required to acquire deep expertise and the practical instruction ability. For this reason, it is essential to expand professional schools of teacher education across Japan, which are introduced as a leading model of advanced teacher training and have produced good results. The existing educational research in master' s courses has not had any clear training purposes and has failed to fulfill needs in school education. It is therefore also essential to make the educational research more practical and at the same time integrate them into professional schools of teacher education in stages.

As shown above, quantitative reduction and large-scale reorganization of educational research entities are required. Meanwhile, the surviving of universities and faculties is assured as long as they can redefine their missions and produce significant results. State-run teachers colleges and faculties have to maintain a positive attitude toward this reform direction and tackle reform so that they can continue to be the national and regional centers of teacher training and in-service training. To achieve this, a top priority is introducing and expanding professional schools of teacher education as the base of advanced teacher training, because it is difficult for private universities to do so. It is also a top priority to make the education curricula in master' s courses more practical and integrate them into professional schools of teacher education toward that goal. I will hereafter consider some problems that would arise in promoting those measures.

国立教員養成系大学・学部の改革の方向性と課題

—教員養成教育高度化の拠点として、教職大学院の拡充・修士課程の実践化を進める—

兵庫教育大学学長 加治佐哲也

1 国立教員養成系大学・学部の改革の方向性

国立の教員養成系大学・学部の改革の方向性は、大学の量的縮小、小学校教員養成課程への重点化、教員養成カリキュラムの実践化、教職大学院の拡充、修士課程の教職大学院への段階的移行などとなる。

これは、戦後発足した国立教員養成系大学・学部に対して、これまでに経験したことのない劇的变化を迫っている。これまで何度かあった中教審答申などの政策文書による「言いつ放し」でもなければ、「嵐が去る」のを待つことで治まるものでもない。今回は国立大学全体の改革と連動していること、ミッションの再定義によって個別大学・学部の改革方向も公にされていること、また現政権が教育改革への強い意志とブレない強力な政策推進力を持つことを考えると、待たなしで確実に実行されると考えるべきであるし、改革加速期間の現在すでにこの方向の改革が進行している。まさしく、国立教員養成系大学・学部の関係者に身を切る覚悟と改革への強い意欲、前向き志向が求められている。

急激な少子化と教員採用減が予測され、国の財政難が切迫するなかで、国立大学の教員就職率は低迷し、小学校教員就職数でも私立大学が上回っている自治体が少なくない状況では、量的縮小は納税者には違和感はないと思われる。

学校教育の課題が高度化・複雑化し、教員に高度な専門性と実践的指導力が求められていることから、大学院レベルの養成教育と現職研修が必要とされている。そのために、教員養成高度化の先導モデルとして導入され、実績をあげている教職大学院を全国に拡充すること、養成目的が曖昧で現場ニーズにできてこなかった修士課程の教育研究の実践性を高め、段階的に教職大学院に移行することは必然的な改革方向といえる。

このように量的縮小や大がかりな教育研究組織の再編成を求めるものではあるが、それぞれのミッションの再定義を実行し成果をあげれば、各大学・学部は存続しうることが約束されているということでもある。今後とも国立教員養成系大学・学部が教員の養成と現職研修においてナショナルセンターあるいは各地域のリージョナルセンターであるために、この改革方向を前向きにとらえて取り組む必要がある。そのためになすべき最重要事項は、私立大学では志向することがむずかしい教員養成教育の高度化の拠点として、教職大学院の設置ないし拡充と、それに向けての修士課程の教育課程の実践化と教職大学院への移行であるといつてよい。以下、このことを推進する上でいくつかの課題について考えてみたい。

2. Improvement in curricula for professional schools of teacher education

The Professional School of Teacher Education system marked its 6th anniversary of the establishment in fiscal 2014. Activities and outcome of the professional schools of teacher education over the past 6 years were highly evaluated as the model of the enhancement of teacher training (to achieve the master's level) in a Central Council for Education report titled "comprehensive measures for improvement of the quality of teachers throughout their careers" (released in August 2012). In addition, the Professional School of Teacher Education system was described as "continuing to play a role of the model of the training system for teachers — a highly specialized professional — " in a cooperator committee report on "reform and expansion of teacher training in master's and doctoral courses" (released in October 2013), which considers near-term improvement measures proposed in the Central Council for Education report. Those high evaluations can be deemed as the results of each Professional School of Teacher Education having exerted its originality and ingenuity in developing curricula, instruction methods, and means to cooperate with schools, with use of its own strengths, features and regional characteristics.

As the cooperator committee report points out, continuous improvement in curricula for common subjects and other classes are necessary to further promote the integration and interaction of theory and practice. By doing so, professional schools of teacher education will be able to continue playing a role of the model. One of measures that should be advanced is incorporating new needs in common subjects. These new needs are, for example, demand for special needs education, instruction methods using ICT and cooperation between schools and local communities. Discussions with boards of education should also be promoted to give credits to students of professional schools of teacher education who participate in the internship for beginning teachers. Each Professional School of Teacher Education has been making considerable efforts to offer separate courses for in-service teachers and graduate students who have never worked as teachers at schools; to provide differing training contents for them; and to set different targets for the two categories of students. Those factors have been persistent problems for this type of schools since their establishment. But further efforts are currently required, such as enhancing leadership to enable those measures.

3. Application of subject education to professional schools of teacher education

How to incorporate subject education in the curricula of professional schools of teacher education is the biggest problem in expanding professional schools of teacher education. The cooperator committee report says it is inappropriate to introduce courses differing by subject or class registration models centering on individual subjects. According to the report, that is because the curricula for those courses and models could be no different from those for the existing teacher training master course specializing in each subject, which has been criticized for being unduly weighted toward academic expertise in individual fields. However, it is impossible for school education to include no subject, and in fact schools' curricula consist of individual subjects. Needless to say, for teachers, the ability to create teaching materials and design classes after comprehending the essence of subjects they teach, is important. It is unacceptable in light of common sense for professional schools of teacher education not to provide specialized, intensive classes of individual subjects, considering that they are the model of a system to train teachers as highly specialized professionals.

In short, what is important is to carefully promote the development of human resources who specialize in individual subjects they teach and can take a panoramic view of schools where they work. It is also important to have such personnel gain a broad understanding of problems at schools in a both structural and comprehensive manner. Developing those teachers is the purpose of professional schools of teacher education. Another important thing is devising dedicated subject curricula (for major subjects and practical subjects) for professional schools of teacher education to develop deep expertise about each subject and the practical instruction ability. Those

2 教職大学院のカリキュラム改善

教職大学院は平成 26 年度で創設後 6 年が経過する。この間の教職大学院の実践・実績については、中教審答申『教職生活の全体を通じた教員の資質能力の総合的な向上方策について』（平成 24 年 8 月）において、教員養成高度化（修士レベル化）のモデルとして高く評価された。また、本答申で提言された当面の改善方策を検討した協力者会議の報告書『大学院段階の教員養成の改革と充実等について』（平成 25 年 10 月）では、「引き続き高度専門職としての教員養成システムにおいてモデル的役割を担うもの」と位置づけられた。各教職大学院がそれぞれの強みや特性、地域性を生かして教育課程や指導法、現場との連携方法を創意工夫した成果といえる。

モデル的役割を引き続き担うためには、上記協力者会議報告書の指摘にもあるように、理論と実践の融合・往還に一層の磨きをかけるために、共通科目など教育課程の絶えざる改善が必要である。特別支援教育や ICT を用いた指導法、学校・地域連携など新しいニーズを共通科目に取り入れることや、初任者研修を教職大学院の単位とするための教育委員会との協議も進めるべきである。また、創設当初からの課題である現職教員とストレート院生の分離履修や教育内容、到達目標の差別化についても、各教職大学院において相当の工夫がなされているが、そうした取組を可能にする指導体制の拡充など引き続きの努力が求められている。

3 教職大学院への教科教育の取り入れ

教職大学院の拡充を進める上での最大の課題は、教科教育を教職大学院の教育課程にいかに取り込むかということである。同報告書では、個別分野の学問的知識への偏りが指摘されてきた既存の教員養成系修士課程の教科教育専攻の教育課程と変わらなくなる恐れがあることなどから、

教科ごとに区分したコースや個別の教科内容を中心とした履修モデルを設けることは適切ではないとされている。しかし、教科なしの学校教育はあり得ないし、個別教科によって学校の教育課程は構成されている。当然ながら、教員には担当する各教科の本質を理解し、教材化や授業づくりを行う能力が必須である。高度専門職としての教員の養成システムのモデルである教職大学院において、個別教科が専門的・集中的に扱われないのは常識的に納得しがたい。

要は、個別教科に特化することによって、教職大学院の目的である、学校現場を俯瞰的に見ることができ、その諸課題を広く構造的・総合的に理解する人材の育成を疎かにしないこと、そして既存修士課程の教科教育専攻の教育課程

curricula should be obviously different from those for the existing teacher training master course specializing in respective subjects. In fact, instructions on how to teach each subject are provided in academic support courses and classroom instruction courses of existing professional schools of teacher education. For example, in the Curriculum Instruction Development for Expert Teachers course of Hyogo University of Teacher Education's Professional School of Teacher Education, almost all of practical research papers concern the development of teaching materials or instruction methods for certain subjects.

I desperately would like subject education methodology-specialized teachers at professional schools of teacher education to develop subject curricula for that type of school, working with teachers in the existing master's course specializing in each subject who have a desire and abilities to commit themselves to the professional schools of teacher education.

4. Improvement of the teaching staff working for professional schools of teacher education

Teachers' organizations of professional schools of teacher education have to be able to implement curricula that embody the integration and interaction of theory and practice. Therefore, 40% or more of the instructors are required to be practical knowledge-based teachers, while a certain ratio of researching teachers also need to be hired. To date the image of practical knowledge-based teachers was vague, so such topics as capabilities they are required to have, the work experience expiration date for them, and how to verify their abilities and develop those instructors, have been discussed.

It appears to be necessary to create a clear image of teachers working for professional schools of teacher education for when such schools are newly installed or expanded in the future. I believe that teachers' organizations of professional schools of teacher education should eventually stop differentiating researching teachers and practical knowledge-based teachers, and comprise instructors who have two specific abilities: a researching ability to develop and reform curricula and classes; and a capacity to embody practice and the real situation at schools. An organizational culture and educational research activities that well reflect the integration and interaction of theory and practice can be easily created by an entity including those who have both researching and practical work capabilities, compared with one consisting of just those who have either one of the two abilities. In addition, if all teachers have both of the two abilities, it would most strongly guarantee that educational research activities embodying the integration and interaction of theory and practice are conducted at the Professional School of Teacher Education.

There are two ways to secure human resources who have both of the two capabilities. One is to hire people who have certain years of work experience and track records and can prove their research ability with their academic theses and other materials. The other is to employ young experts with doctor's degree on probation and then have them work at affiliated schools and elsewhere for a certain period of time. For the time being, it would be better to employ people with work experience on a temporary basis through personnel interchanges with boards of education and other bodies, as well as to have researching teachers accumulate instruction experience at schools, while at the same time working toward establishing those employment and development systems.

5. Measures to raise the number of new students at professional schools of teacher education

To expand professional schools of teacher education, it is crucially significant to develop measures to increase the desire of undergraduates and in-service teachers to enter that type of school. Needless to say, however high praise professional schools of teacher education win, it cannot be said that those schools work well, unless the number of newly-enrolled students is equivalent to the quota increased in line with installation and expansion of such schools.

For "entrance measures," it is needed to increase the trainee quota of this type of professional schools for in-service teachers, and to introduce scholarship mechanisms and expand the teacher employment postponement system for graduate students who have never worked as teachers. For "exit measures," it is necessary to introduce a system to grant "highly-specialized expert licenses"

とは一線を画す、教科についての高度専門性と実践的指導力を育成できる教職大学院用の教科カリキュラム（専門科目、実習科目）を開発することである。現実には、既存教職大学院の学習指導コースや授業指導コースでは教科は扱われているし、たとえば兵庫教育大学教職大学院授業実践開発コースの実践研究論文ではほぼすべてが特定教科の教材開発や指導法を研究したものとなっている。

今後、教職大学院の教科教育法を専門とする教員が、教職大学院を担当する意欲・能力のある既存修士課程の教科専門の教員とも協力して、教職大学院の教科カリキュラムを開発することが切望される。

4 教職大学院担当教員の充実

教職大学院の教員組織は、理論と実践の融合・往還を具現化した教育課程を実施できる陣容であることが必要であり、研究者教員に加えて4割以上の実務家教員を置くことが要件とされている。これまでは、実務家教員のイメージが必ずしも明確でないこともあり、実務家教員に求められる資質力量や実務性の有効期限、能力証明の方法、養成方法が論議されてきた。

今後、教職大学院を新設・拡充する上で、求められる教職大学院の教員像を明確にしておく必要があると思われる。教職大学院の教員組織は最終的には、研究者教員と実務家教員の区別をなくし、教育課程や授業を開発・革新できる研究力と、学校現場の実務・実情を体現できる力の両面を備えた人材によって構成されるべきと考える。研究力ないし実務性の一面のみを有する人材で構成される組織よりも、両面の属性を有する人材で構成される組織の方が、理論と実践の融合・往還の浸透した組織文化と教育研究活動をより生みやすい。また、教員すべてが両面を有することは、教職大学院において理論と実践の融合・往還の教育研究活動が行われていることをもっとも強く保証することになると考えられる。

両面を備えた人材を揃える方法は二つある。一定年数の実務の経験と実績を持ち、論文などで研究力を証明できる人材を採用すること、もう一つは博士号を取得した若手人材を仮採用するなどして、採用後に附属学校等で一定期間の実務を担当させることである。こうした仕組みづくりに取り組みつつ、当面は、純然たる実務経験者を教育委員会等との交流人事等で期限付き採用をすることや、研究者教員に現場での指導経験を多く積んでもらうことを行うべきである。

5 教職大学院入学者の増対策

教職大学院の拡充には、教職大学院への学部生と現職教員の入学意欲を高める措置を講ずることが決定的に重要である。当然ながら、教職大学院がいくら高い評価を得ても、教職大学院の新設・拡充による定員増に見合う入学者がいなければ、教職大学院は機能しているとはいえない。

to in-service teachers who have completed the course and to make clear what treatment they will be given and how they should work as school leaders. It is also needed to introduce a first exam exemption system and other preferential treatment options in employment for graduate students with no work experience who have completed the course. Exempting them from the internship for beginning teachers and substituting training programs offered by professional schools of teacher education for the planned "teacher internship programs," which may be introduced in the future, are required as well. Although there has been progress in some of those measures, further acceleration will likely determine the success of expansion of professional schools of teacher education.

Collaboration and cooperation between professional schools of teacher education and boards of education should be advanced in various aspects, such as the graduate schools' curriculum compilation, training program management, and personnel interchanges of practical knowledge-based teachers. If collaboration and cooperation are advanced in the selection of students at professional schools of teacher education and in the teacher selection and employment of those who have finished given programs, it would drastically help to increase desire of potential students to enter the schools.

6. Making master' s courses more practical

According to a cooperator committee report titled "reform and enhancement in teacher training in master's and doctoral courses" (released in October 2013), teacher training master courses should become more practical in terms of their curricula by introducing at-school training programs and taking other measures. The report also stipulates those master courses should develop into professional schools of teacher education in stages. The only function of master' s courses to be maintained will be the development of certain human resources, including school counselors and other psychological professionals, as well as nurse teachers and other experts who are socially and strongly required to be nurtured but difficult to be developed in professional schools of teacher education.

I believe that, first of all, subject education should be made more practical as soon as possible, in preparation for developing master' s courses into professional schools of teacher education. Subject education concerns a considerable portion of teachers and enrolled students in master' s courses. In particular, it is now widely said that educational research specializing in a specific subject--a component of subject education--is too heavily academic-oriented and diverges from actual problems and practice of school education.

To make subject education more practical, awareness of the issue must be raised significantly among university teachers involved in the matter first of all. After that, in courses consisting of a single or more than one subject, the image of teachers to be developed must be made clear and curricula necessary to accomplish it must be compiled. In compiling curricula, some principles need to be adopted as described below. One of those principles is that classes that have no direct association with school education or teacher training should not be set up. Major courses featuring each teaching subject, and subject education methodology classes, should not be separated into different subject categories. New courses should be set up to bridge and integrate existing teaching subject-focused courses and subject education methodology courses. New at-school training programs and other practical courses should also be introduced.

University instructors in charge of subject education who would compile and implement such curricula should be aware that they are required to respond to new needs by nurturing themselves through expanding and advancing their expertise and strengths. They should not withdraw into their own narrow academic fields. At the same time, the image of human resources to be developed should be shared among the teaching staff in charge of professional schools of teacher education and other colleagues. A cooperation-oriented attitude toward compiling and implementing curricula and toward engaging in student guidance will be required much more intensively.

入り口の措置として、現職教員については大学院派遣等の研修定員増、ストレート院生については給付型奨学金の創設や教員採用猶予制度の拡充などが、出口の措置として、現職教員の修了生については「高度専門免許」付与の制度創設や修了後の処遇やスクールリーダーとしての活用法の明示、ストレート院生の修了生については一次試験免除などの採用上の優遇措置、初任研の免除や創設されるかもしれない「教師インターン」の教職大学院実習による代替などが求められる。いくつかは進みつつあるが、一層の加速が今後の教職大学院拡充の成否を左右するといえる。

教職大学院と教育委員会との連携・協働は、教職大学院の教育課程編成や実習運営、実務家教員の人事交流など、多面的に進められるべきである。教職大学院の入学選抜と修了者の教員への選考・採用についても連携・協働が行われれば、教職大学院入学への意欲を高めることに格段に貢献すると思われる。

6 修士課程の実践化

協力者会議報告書『大学院段階の教員養成の改革と充実等について』（平成25年10月）において、教員養成系修士課程は学校実習を取り入れるなど教育課程の実践性を高めつつ、段階的に教職大学院に移行することとされた。修士課程の機能として存続できるのは、スクールカウンセラー等の心理専門職養成や養護教諭の養成、その他教職大学院にはなじまない社会的ニーズの高い人材の養成に限られる。

教職大学院への移行の準備のために、何よりも教科教育分野の実践化が早急に進められるべきと考える。教科教育分野は、修士課程の学生定員や教員数のかなりの割合を占めている。とくに、それを構成する教科専門の教育研究はアカデミック志向に偏り、学校教育の実践や課題から遊離しているとの評価が定着している。

教科教育分野の実践性を高めるために、まずはそのことが関係する大学教員に強く意識されなければならない。その上で、各教科もしくは複数教科を括ったコース等において、養成すべき教員像の明示とそのための教育課程の編成を行わなければならない。教育課程編成に際して、次のような原則を立てる必要がある。学校教育や教員養成との関連性が直接に理解できない授業科目は設けない。教科専門科目と教科教育法の科目群の区分を設けない。これまでの教科専門科目と教科教育法科目を架橋・融合した科目を設ける。学校実習など実践的科目を新設する。

こうした教育課程を編成し、実施する教科教育分野の大学教員には、狭い専門性に閉じこもるのではなく、自己の専門性や強みを拡充・発展させることで、自らを成長させ、新しいニーズに対応するという自覚が求められる。同時に、教職大学院担当教員を含めた同僚間で育成する人材像を共有し、協働して教育課程の編成・実施や学生指導にあたるという姿勢がこれまで以上に必要となる。