



臺灣師資培育學程的國際化： 多元脈絡與現實

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摘 要

研究目的

本研究採取由 Stephen Ball 發展之政策啟動觀點作為主要的研究架構，探究師資培育的國際化如何在機構層次進行實際上的落實。

研究設計／方法／取徑

本研究採取深度訪談作為研究方法，訪談了七位師資培育學程的主任，去理解脈絡因素如何去影響師資培育國際化在臺灣的落實。七位師資培育學程的主任均具有充份的教學與行政經驗。根據訪談的結果，主要的考量在於師資培育國際化的基本假設與必要性，未來教師的視野與能力，師資生的課程與學習機會，以及師資培育國際化在師資培育學程如何受到落實。

研究發現或結論

師資培育國際化除了要能與全球教師圖像的視野同步化之外，

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師資培育國際化相關政策的實現需要審慎考量多元脈絡的影響與調節效果。本研究的發現建議相關具有高度理想的政策期望並無法受到臺灣的外部脈絡與物質脈絡充分的支持。此外，大學的專業能量並未能充分的支持鉅觀的師資培育國際化的需求。全球教師圖像的基本假定，也受到臺灣系統性的國家主義和英語化的負向的影響。

研究原創性／價值

儘管過去二十年間的教育國際化趨勢明顯上升，師資培育較為緩慢的跟上教育國際化的趨勢。目前缺乏相關實證研究深入探究師資培育國際化的政策與實踐在機構層級如何落實。為了要能與全球同步發展，臺灣十分積極的推展青年世代的國際觀點與展望，因此探究臺灣師資培育國際化的研究具有高度價值。

教育政策建議或實務意涵

誠如政策啟動觀點所揭示的，多元脈絡對於政策轉化於機構的實踐有直接的影響。臺灣的鉅觀制度（例如：教師檢定考試）以及在地因素（例如：招收師培生）對於師資培育國際化在機構層面的發展有顯著的影響與啟示。在理論層次，政策啟動觀點帶來教學論上具有意義的對話。未來教師需要在全球化的世界中接受培育。知識的五種形式，對於培育未來教師具有高度的重要性。脈絡的現實則闡釋了機構層級的全球教師圖像所受到的張力與困境。國際化的知識與技能能否有效傳遞給師資培育學程受到脈絡因素顯著的影響。

關鍵詞：國際化、師資培育、政策啟動、多元脈絡



INTERNATIONALIZING TEACHER EDUCATION PROGRAMS IN TAIWAN: MULTIPLE CONTEXTS AND REALITIES

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ABSTRACT

Purpose

By adopting policy enactment perspective proposed by Stephen Ball as the main conceptual framework, this paper investigates how internationalization of teacher education (ITE) has been materialised at the institutional level.

Design/methodology/approach

This study conducted in-depth interviews with seven heads of teacher education programs (TEPs) to understand how contextual factors influence the implementation of ITE in Taiwan. The seven program heads have sufficient teaching and administrative experiences in TEPs. Based upon these interview results, major concerns revolved around the notions and necessity of ITE, the visions and competencies for future teachers, curriculum and learning opportunities for student teachers, and how ITE is materialised at TEPs.

Findings/results

Despite keeping in line with the vision of cosmopolitan teachers, the actualization of ITE policies are considerably conditioned by the multiple contexts. Our findings suggest that ambitious policy expectations are not fully supported by the external and material

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contexts. Furthermore, professional capacity within the university is not so favourable for greater ITE. The notions of a cosmopolitan teacher might also be side-lined by the English regime and nationalism characterized by the Taiwanese system.

Originality/value

Despite the increasing internationalization of education over the past two decades, teacher education has only gradually moved into this terrain. Limited empirical investigations have explored how teacher education policies and practices are implemented at the institutional level. In order to become more immersed in the global order and values, Taiwan has been keen to promote international perspectives and outlooks for younger generations. In such a context, it is very valuable to examine ITE in Taiwan.

Suggestions/implications

As the policy enactment perspective has indicated, multiple contexts have direct effects upon how policies are translated into the institutional practices. The mega configuration (e.g., teacher qualification exam) and local nuance issues (e.g., student intake) have significant implications for greater ITE at the institutional level. In terms of the theoretical dimension, the policy enactment perspective also brings meaningful dialogue to pedagogy. Future teachers need to be nurtured in the context of the globalized world. The five types of knowledge proposed are highly related to the cultivation of future teachers. The contextual realities lead to tensions and struggles over how the cosmopolitan teacher is nurtured at the institutional level. These contextual effects have direct impacts upon the knowledge and skills delivered for each TEP.

Keywords: internationalization, teacher education, policy enactment, multiple contexts

Introduction

The recent trend of the internationalization of education (IE) emerged in the early 1990s. Today, most educational institutions in the world have embraced the idea of internationalization, and this tendency is especially prevalent in higher education (Murphy, 2007). Gradually, internationalization also became an important focus at the K–12 level. Hayden (2011) suggested that two main aspects of the growing IE exist worldwide: the internationalization of the national school system and the growing number of international schools. Although the main movements and relevant studies are strongest at the higher education level (Knight, 2004), internationalization is a rapidly increasing action and a growing phenomenon across multiple educational domains recently (Fielding & Vidovich, 2017).

Teachers are the key to the IE given their role in delivering and incorporating international knowledge in their teaching. However, the IE movement is a recent phenomenon, moving the most slowly in the educational domain of teacher education (Quezada, 2010; Zhao, 2010). One potential reason could be that many teacher education programs (TEPs) have to meet the standards of local educational jurisdictions for their main function of preparing domestic teachers. Therefore, teacher education programs usually hire more teacher educators with local educational experiences and expertise. Nevertheless, in order to promote IE in K–12 education, there are increasing calls for the internationalization of teacher education (ITE) (Kissock & Richardson, 2010).

The growing national competitiveness on the international stage and promotion of international perspectives and outlooks for younger generations have been high in the past decade, as Taiwan is situated at a unique international diplomatic crossroads. Therefore, nurturing global understanding and intercultural literacy has become a pressing issue in education. ‘Global Perspective, Local Need’, a white paper on teacher education released by the Ministry of Education (MOE) of Taiwan in 2012, calls for equipping teachers with international perspectives by constructing learning environments and promoting exchange programs for pre-service teachers. As a result, relevant initiatives and programs in relation to ITE have been put forward. As Knight (2004, p. 5) stated, ‘the national/sector level has an important influence on the international dimension through policy, funding, programs, and regulatory frameworks. Yet it is usually at the institutional level that the real process of internationalization is taking place’. This is particularly true for ITE in Taiwan

as the government has all the authority in determining policy direction while university teacher education programs should follow and implement the directives from above.

Most existing studies have focused on the internationalization of higher education institutions (Knight, 2004), while there are very few empirical studies about ITE. Yet it is critical to know why internationalization has come so slowly in teacher education. Therefore, we suggest that it is very timely to explore the actualization and contexts of ITE through the lens of practitioners of ITE in Taiwan at the institutional level. Institutions (e.g., universities) are the real place of internationalization and also have to follow the Taiwan government's directions on ITE. By adopting the notion of policy enactment perspective as the main conceptual framework (Ball et al., 2012; Braun et al., 2010), this study aims to investigate how the main policy contents of ITE are implemented at the institutional (university) level with respect to multiple contexts: situated contexts, professional contexts, material contexts, and external contexts (Braun et al., 2011). Indeed, diverse interpretations and understandings of internationalization exist among different actors, even between policy-makers and faculty at universities. Therefore, this study conducted in-depth interviews with heads of TEPs to understand their implementation of ITE in Taiwan. The research questions include: (1) what are the core components and necessary competencies that future teachers should possess in the context of ITE? (2) what are the current curriculum and learning activities organised for the ITE? and (3) how are the ITE materialised at the institutional level conditioned by the multiple contexts based on the conceptual framework of policy enactment?

Internationalizing Teacher Education: Cosmopolitanism and the Competencies of Future Teachers

In the context of intensifying the internationalization of societies throughout the world, teachers are working as a medium to transfer knowledge and values to students. School teachers play important roles in international education. If governments in the world wish their future students to have cross-border mobile ability and multicultural literacies, school teachers must possess international competences and knowledge. Such a position can gain theoretical support for cosmopolitanism. It has been argued that a set of principles and ethics should be established and used to interpret and respond to the problems of

globalization. Cosmopolitanism recognizes the forming of an interconnected and interdependent global society (Rizvi, 2009). It views learning itself as a cosmopolitan practice. The goal of cosmopolitan learning is to educate students to have critical understandings of global transformations. It encourages teachers and students to face the social inequalities caused by globalization and highlights the need for students to examine the political meaning of intercultural experiences. The difference between multiculturalism and cosmopolitan learning focuses on the borders of nation-states. Multiculturalism highlights the importance of learning other cultures within the nation-state whereas cosmopolitan learning believes it should not be constrained by borders. Cosmopolitan learning tries to develop a different approach by learning about others within the changing contexts of globalization (Rizvi, 2009). Rizvi and Beech (2017) argued that, in a globalizing society, the concept of a cosmopolitan teacher refers to teachers who can be involved in everyday experiences of cosmopolitan encounters; thus, cosmopolitan teachers should be able to teach with a cosmopolitan curriculum. Standing at the same stance, Tarc and Budrow (2022) asserted that cosmopolitan learning aims to ‘deepen learners’ critical reflexivities of their situatedness within historically produced global interdependencies’. In other words, student teachers need to be nurtured with such cosmopolitan learning opportunities with the context of global interdependence. Nevertheless, what are the main channels for nurturing such cosmopolitan literacy? Hansen (2010) recognized that ‘curriculum across all subjects can be understood as a cosmopolitan inheritance’ and ‘many teachers constitute an already existing cosmopolitan community and can build on their shared purposes to enhance educational practice the world over’. (p. 1-2) In his comprehensive notions of cosmopolitanism, many varieties of curriculum and opportunities can be effective platforms.

Based on this broader conceptual framework, what are the key competences that teacher education students must learn to help achieve the goal of the internationalization of education? Goodwin (2012) pointed out that, in the era of globalization, teachers should possess five areas of knowledge: personal knowledge, contextual knowledge, pedagogical knowledge, sociological knowledge, and social knowledge. Personal knowledge refers to the philosophy of teaching, which means teachers can integrate their teaching with their personal experiences and future professions. Contextual knowledge means teachers can observe and understand comprehensive social phenomena, the school environment, and students’ learning needs. Pedagogical knowledge

emphasizes content, theories, and methods of instructional activities. Teachers should also have a deep knowledge of curriculum development. Sociological knowledge refers to being familiar with diversity, multiculturalism, and social justice. Social knowledge cares about teachers' ability to cooperate with others and their sense of democracy and conflict resolution. The concept of internationalization highly relates to contextual knowledge and sociological knowledge; thus, teacher education students must understand contemporary social change and internationalization.

Buczynski et al. (2012) investigated the development of teacher education curriculum at the University of San Diego in the United States and found that three modes of learning can deepen teacher education students' competences of internationalization—namely, study abroad, international K–12 education, and the course of comparative education. Their study highlighted that teacher education students can obtain the ability to think from others' perspectives and perceive the social condition of disadvantaged people from study abroad experiences. Studying abroad can help future teachers rethink their own ethnicity, gender, nationality, and socioeconomic status. Studying abroad is a kind of situational immersion, and a cross-cultural experience can re-formulate their internal knowledge, values, and standpoints. Buczynski et al. (2012) also argued that teacher education students have to learn how to teach K–12 students about the issues of human rights, climate change, sustainable development, gender equity, global economy, and diverse language protection. Teacher education is expected to (1) offer knowledge of global dimensions, (2) support and develop global education inside the K–12 classroom, and (3) enhance student teachers' diverse language abilities, especially non-traditional languages such as Chinese and Arabic. Finally, they asserted that future teachers' foreign language learning should not be limited to English. The last dimension is to improve ITE through the academic contents of a comparative education course. This course educates future teachers about educational systems and educational reforms around the world.

Kissock and Richardson (2012) insisted that teacher education must include global perspectives, and they asserted that a teaching practicum abroad is an efficient way to internationalize future teachers. The specific actions of teacher education should include (1) embracing a global perspective, (2) adopting and achieving global standards, (3) serving our global village, and (4) broadening student perspectives. Cushner (2014) asserted that future teachers must develop

their intercultural sensitivity, which can reduce teachers' biased view of diverse students and educational issues.

Mahon's (2010) research suggested that teacher education students can obtain a global sense through educational practicum activities in foreign countries. Lowe et al. (2008) also asserted that international learning experiences usually enhance participating students' cross-cultural sense and multicultural learning. Students can gain diverse knowledge (Kitsantas & Meyers, 2002), better global perspectives, and higher autonomy through international learning activities (McCormack, 2004; Zhai, 2000).

Policies and Practices of ITE

National Policies of ITE in Taiwan

Several factors triggered Taiwan's government to engage in ITE. First of all, Taiwan realized that it is moving towards an aging and diverse society as early as the 2000s. To keep its national competitiveness, Taiwan has recognized the importance of the internationalization of education. Fearing younger generations' low performance in English proficiency, it is widely believed that teacher education should be further internationalized. In this way, the key strategies are to improve teachers' foreign language ability and international literacy (Chou & Chen, 2012). In the early 2010s, Taiwan began to see some progress and initiatives in the ITE. These proposed policies are associated with the promotion of international education for schools, teacher education per se, and the pursuit of bilingual nation (雙語國家) (MOE of Taiwan, 2011).

After the announcement of international education, Taiwan started to officially engage in the ITE. The MOE of Taiwan published a new framework for teachers' professional competences in 2011, which highlighted a 'global perspective and local needs' (MOE of Taiwan, 2016a). In 2012, the MOE of Taiwan published 'Teacher Education White Paper of ROC (中華民國師資培育白皮書)', which included a specific policy called 'enhancing the internationalization of teacher education', and the aim was to construct an internationalized learning environment for teacher education. It highlighted the importance of international exchanges and cultural experiences for teacher education students and faculty (MOE of Taiwan, 2012).

Based on these wider policy visions, the MOE of Taiwan announced its ‘Education Practicum in Foreign Countries and International Schweitzer Project of Teacher Education Universities (補助師資培育大學辦理國外教育見習教育實習及國際史懷哲計畫)’ in 2016 to sponsor teacher education students in learning international perspectives through teaching practices and learning activities in foreign countries. The main goal is to strengthen future Taiwanese teachers’ international visions, global literacies, multicultural understandings, human rights, and foreign languages (MOE of Taiwan, 2016b). This policy identified three modes of studying abroad for teacher education students: (1) short-term education observation abroad (國外教育見習), (2) education practicum abroad (國外教育實習), and (3) the International Schweitzer Project (國際史懷哲計畫) (MOE of Taiwan, 2016b).

Despite such ambition to internationalize teacher education, improvement is still necessary. In 2019, the total number of teacher education (TE) students in Taiwan was 8142 (MOE of Taiwan, 2019), but only 218 TE students (2.6%) participated in short-term education observation abroad, 44 (0.5%) attended an education practicum abroad, and 86 (1%) joined the International Schweitzer Project (MOE of Taiwan, 2020). Thus, participation rates in these programs are not significant. Only a very limited number of student teachers engage in these overseas projects.

In 2017, Taiwan’s government officially launched the goal of becoming a bilingual nation by 2030, with both Mandarin and English being the official languages (National Development Council, 2018). To achieve this goal, teacher education programs at universities will have to prepare teachers who can teach in English. The MOE published ‘Full English Teaching Teacher Education Project (全英語教學師資培育實施計畫)’ in November 2018 (MOE of Taiwan, 2018) and started to sponsor bilingual teacher education programs for students who wish to become bilingual teachers. In 2019, 322 students enrolled in these new bilingual teacher education programs in Taiwan (Central News Agency, 2020), accounting for 3.9% of all teacher education students. In 2019, the MOE of Taiwan established Full English Teaching Research Centres at six universities¹ in Taiwan in an effort to launch fundamental reforms for teacher

¹ These six universities are National Taiwan Normal University, National Changhua University of Education, National Kaohsiung Normal University, National Tsing Hua University, National Taipei University of Education, and National Taichung University of Education.

education programs (TEPs). TEPs have to revise their selection standards, curriculum structures, and teaching practicum policies to prepare English-medium instructors in primary and secondary schools (MOE of Taiwan, 2018).

Literature Review on Policies and Practices of ITE

With these recent developments of ITE in Taiwan, the following review will provide relevant empirical evidence at policies and practices across national borders. Three major issues stand out: the structure and content of ITE, the possible tension between local/national needs and internationalization, and the administrative barriers and obstacles.

As to the structure and content of ITE, Larsen (2016) conducted a literature review and document analysis to compare policies and practices in Canada and China. She pointed out that Canadian TEPs have recently tried to internationalize the teacher education curriculum by incorporating multicultural and global citizenship education content. Canada has a strong need to internationalize teacher education because of the increasing number of diverse learners and multicultural school settings. Meanwhile, Larsen (2016) found that Chinese TEPs focus on learning from formal comparative education courses. TEPs in China and Canada also internationalize student learning through student international mobility opportunities. An increasing number of Canadian teacher education students participate in international practicums. Mainland Chinese students tend to participate in English-medium instruction TEPs in Hong Kong. Teacher education students in both Canada and China are motivated by gaining cultural and social capital through these international teacher education activities. They believe that these international experiences can better position them in the job market and enable them to obtain global competitiveness (Larsen, 2016).

Despite the good intention to internationalize the education section, potential tension or even conflict exists between the local or national consideration and further cosmopolitan learning or teaching. DeCuir (2017) noted the importance of balancing the needs of local school districts and international dimensions of teacher education. Her strategy was to internationalize coursework by incorporating international issues into mainstream and local education key issues. In the United States, these mainstream issues included cultural diversity, culturally responsive teaching practices, and lesson planning required by local school districts. Goodwin (2012) asserted that the culture of teacher education

in the United States has strongly resisted new ways of conceiving knowledge. There is even a belief that teacher education programs are preparing teachers to teach locally (Larsen, 2016). Internationalizing teacher education content could be contrary to the basic aim of teacher education. Roberts (2007) pointed out that some critics in North America claim that internationalizing schools could be a threat to national unity and foment opposition to nationalism. This American experience seems to suggest that ITE might be regarded as an undermining force to the pursuit of local identity or even nationalism. This stance frankly reflects the core mission of teacher education as a juridical domain of the state or national government.

The implementation of ITE may encounter some barriers and obstacles at the institutional level. Mahon (2007) used her personal experiences of managing an overseas student teaching program to assert the importance of such experience in profoundly enriching the diversification of teacher education for a global society. Nevertheless, she highlighted ‘the administrative and programmatic obstacles which arise via the political nature of multicultural and global initiatives, as well as the culture and power structures of higher education’ (p. 133). Such an observation will be used to examine our Taiwanese experiences to determine whether institutional change can be a formidable opponent or not. Gopal (2011) pointed out the importance of effectively preparing university professors to teach in a cross-cultural environment in the context of internationalizing degrees and programs of higher education. As he noted, university faculty might be a prohibiting factor as they are not yet ready to be cosmopolitan teachers. These multiple barriers might constitute major hurdles for universities to successfully enact these initiatives in order to achieve policy objectives. The following sections on research design and data collection will provide first-hand evidence to examine the research assumption.

Theoretical Framework: Policy Enactments

In this paper, we employ policy enactments as the theoretical framework in exploring how policy and practices are re-shaped by a wide range of policy subjects and actors (Ball et al., 2012; Braun et al., 2010). For Ball et al. (2012), policies are not implemented in a straightforward manner as they are designed. Rather, ‘enactment’ refers to an understanding that policies are interpreted and ‘translated’ by diverse policy actors in the educational environment instead of

simply being implemented (Braun et al., 2010). Therefore, the term ‘enactment’ denotes the dual processes of policy interpretation and translation by a diverse range of policy actors across a wide variety of situations and practices (Braun et al., 2011). As a methodological tool, this framework aims to achieve an analytic use of context to understand policy enactment, ‘a grounded account of the diverse variables and factors (the what), as well as the dynamics of context (the how) that shape policy enactments and thus to relate together and theorise interpretative, material and contextual dimensions of the policy process’ (Ball et al., 2012, p. 20).

In other words, the localized context of the policy process will be a key focus for these scholars as they take a firm belief that the ‘nuances of [a] local context [can] cumulatively make a considerable difference to school processes and student achievement’ (Thrupp & Lupton, 2006, p. 309). This theoretical framework ‘aim[s] to present a grounded exploration of the localised nature of policy actions that is more “real” and realistic than that often assumed by policy making’ (Braun et al., 2011, p. 585). Based on such an assumption, Braun et al. (2011) conceptualised and grouped these different factors as situated, professional, material, and external contexts, although these aspects can overlap and are interconnected. Such a framework has been successfully applied to different educational settings, such as British secondary education and Australian national partnership policies (Singh et al., 2014). The main contextual dimensions include situated contexts, professional contexts, material contexts, and external contexts (Braun et al., 2011).

Among these four dimensions, situated contexts indicate institutional features and characteristics, such as locale, school histories, intakes, and settings. In terms of the application to teacher education in the current study, this might relate to the types of universities and programs as well as students’ compositions and capacities. This dimension also echoes Mahon’s (2007) study that ITE might encounter certain obstacles due to un-readiness of the institution in terms of ITE. The professional context denotes the intangible context, including values, teacher commitments and experiences, and policy management in schools. In this paper, it also covers faculty’s values and beliefs, internationalization experiences, and capacity to manage these initiatives. Indeed, Goodwin (2012) and Larsen (2016) both found TE’s internal value could hinder its reforms, such as resisting new knowledge and globalization. Gopal (2011) also pointed out that, if professors can possess the professions of global knowledge and multiculturalism, it

will strongly affect the success of ITE. The third part of policy enactment is concerned with material context, a tangible dimension composed of staffing, budget, buildings, technology, and infrastructure. This context mainly addresses how adequacy and the level of physical resources affect the translation of policy into practices. It can be easily adopted for our research. Finally, external context refers to the degree and quality of governmental support, pressures, and expectations from a broader policy context, such as legal requirements and responsibilities (Braun et al., 2011). In fact, in order to achieve ITE, constructing a positive teaching and learning environment and studying abroad experiences requires both material and external supports (Mahon, 2010; McCormack, 2004; Zhai, 2000), such as budgets for international courses and staffs, funding for renewing program facilities, and governmental support for study abroad opportunities. These four contexts create a valuable and effective framework for examining ITE in Taiwan to promote a better understanding of how these proposed policy initiatives, ideas, and objectives are re-interpreted and translated into the contextual reality.

Research Method and Data Collection

In order to fully explore how ITE is perceived, understood, and materialised at the institutional level, we conducted in-depth interviews with heads of TEP. In-depth interview is an interview method that are purposeful interactions to discover a person's experiences, thoughts, significance and meaning of a topic (Mears, 2021). The investigator can obtain and learn what another person (usually an expert in one field) knows about the research topic (Mears, 2021). As previously mentioned, three broader questions are to be answered by in-depth interviews: the vision and competencies of future teachers in the context of internationalization; the curriculum and learning experiences provided by TEP; and how ITE is enacted or implemented at the university level.

To investigate these questions, several criteria were considered when choosing the universities—namely, geographical location, public versus private, research versus teaching oriented, size of the university, and traditional teachers college or not. These five factors were used to select appropriate representatives as these elements influence the motivations and behaviours of TEP heads in institutional settings in terms of how they perceive and implement ITE policies and practices. Table 1 indicates our sampling results. Some information of

situated contexts, associated with institutional features, are critical for our subsequent explanations of the empirical data.

Table 1

List of Interviewees' Basic Information

<i>Code</i>	<i>Academic expertise</i>	<i>Source of PhD</i>	<i>Length as faculty/head of TEP</i>	<i>Experiences with internationalization of teacher education</i>	<i>Institutional profiles</i>
A	Philosophy of education, curriculum and instruction	Domestic	16/5 years	<ul style="list-style-type: none"> Short-term education observation project abroad Education practicum project abroad Full English teaching course (for teacher education) 	A traditional teacher college located in northern Taiwan. It is a public, teaching-intensive, and medium size institution. In 2021, 115 new students enrolled in its TEP.
B	Educational administration, quantitative studies	Domestic	11/5 years	<ul style="list-style-type: none"> Short-term education observation project abroad Education practicum project abroad Teacher Training Project for Malaysia Chinese High School 	A public research-oriented university in the central part of Taiwan. It is a relatively large university. In 2021, 68 new students enrolled in its TEP.
C	Multicultural education	Foreign	15/1 years	<ul style="list-style-type: none"> Short-term education observation project abroad Education practicum project abroad Teacher Training Project for Malaysia Chinese High School 	A large-scale private university in the central part of Taiwan. It is a teaching-oriented institution. In 2021, 66 new students enrolled in its TEP.
D	Counselling and guidance	Foreign	18/2 years	<ul style="list-style-type: none"> Short-term education observation project abroad Education practicum project abroad Full English teaching course (for teacher education) 	A traditional teacher college within a comprehensive university in southern Taiwan. It is a public, teaching-intensive, and medium size institution. In 2021, 157 new students enrolled in its TEP.
E	Curriculum and instruction	Foreign	16/6 years	<ul style="list-style-type: none"> International Education for Primary and Secondary School Project International Schweitzer Project 	A new research-focused public university located in the central part of Taiwan. It is of medium size. In 2021, 42 new students enrolled in its TEP.
F	Educational psychology, science education	Foreign	14/3 years	<ul style="list-style-type: none"> International Education for Primary and Secondary School Project International Schweitzer Project US-Taiwan Co-Teacher Training Project 	A comprehensive research-focused public university in the southern part of Taiwan. In 2021, 64 new students enrolled in its TEP.

G	Curriculum and instruction	Domestic	13/6 years	<ul style="list-style-type: none"> • Short-term education observation project abroad • Education practicum project abroad • Full English teaching course (for teacher education) 	<p>A traditional teacher college located in southern Taiwan. It has currently become a comprehensive university. It is a public, teaching-intensive, and medium size institution. In 2021, 108 new students enrolled in its TEP.</p>
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Note:

1. Large size institution refers to an institution with a total student number higher than 12000; while medium size institution refers to an institution with a total student number between 6000 and 12000.

2. Traditional teacher colleges refer to junior colleges existed before 1990s which are the main and official institutions that can educate and prepare primary school teachers in Taiwan.

The seven program heads included in this study have sufficient teaching and administrative experiences in TEPs. All interviewees had worked at TEPs for more than 10 years, and most had worked as program heads for more than 3 years. They were all faculty members specialising in the field of education and, thus, had deeper knowledge about the Taiwanese teacher education system, mission and goal, curriculum, and past and further development. Meanwhile, they all had relevant experiences in leading ITE projects, such as short-term education observation projects abroad, overseas education practicum projects, international education for schools, the International Schweitzer Project, and even full English teaching for teacher education. These personal characteristics and professional engagements enabled them to offer relevant insights for our research questions.

In order to provide relevant information to research questions, all interviewees were asked to offer their views of the following issues at the institutional level. Based upon these semi-structured interviews, major concerns revolved around the notions and necessity of ITE, the visions and competencies for future teachers, curriculum and learning opportunities for student teachers, and how ITE is materialised at TEP. Contextual factors are essential in shaping the configuration of ITE. Adopting policy enactment framework as the analytical perspective, these investigated contextual factors are in line with the four dimensions as proposed, including situated, professional, material, and external contexts.

We conducted in-depth interviews to gather interviewees' perspectives and views on research questions. The interviews were carried out by the authors at their offices on campus and lasted 60 to 90 minutes, depending on the actual needs of the conversation. To comply with research ethics, we obtained participants' agreement to conduct these interviews. They fully understood their rights as interviewees and could withdraw from the interviews at any time. All participants' personal information (see Table 1) was kept confidential. We conducted the interviews in February and March 2020. All conversations were recorded and transcribed for details. Since our interview questions are based on policy enactment framework and literatures of ITE and are divided into four main themes: core components, competences, implementations, and contextual factors. These themes are used to describe a structural meaning unit of data (Streubert & Carpenter, 1995). And the researchers regularly hosted meeting (at least two times a month in May to September 2020) to analyse these data (interview transcripts) by comparing them with documents and literatures to ensure its reliability.

By effectively employing these rich data, we intended to use brief quotations instead of longer quotations. According to Creswell (2012), the three types of quotations are discrete, embedded, and longer quotations. In this article, discrete quotations will be used, which 'are easy to read and take up little space' and signify different perspectives. Such brief quotations interspersed within selected paragraphs can subtly represent the richness of the data.

Findings

Common Consensus for Promoting ITE

Nearly all interviewees agreed that it is imperative to internationalize teacher education to a greater extent. Four main drivers were identified: the formation of global society, the greater internationalization of the school system, the pursuit of full English teaching (FET), and the international teacher education agenda endorsed by international organizations. Interviewees C and E pointed out the formation of a global society as the emergent force shaping the new elements of education systems, which needs to be converted into the cultivation of future teacher. A more critical driver to push the teacher education system for better internationalization is the new initiative presented in 'A White Paper

on International Education for Primary and Secondary Schools’, which was produced in 2011 (Interviewees D, E, and G). This critical document details how the education system aims to develop 21st-century competencies for the next generation. The international perspective and outlook should be nurtured starting in primary school. Another major push originated from the national policy with respect to Bilingual Nation 2030 (Interviewee D). This mega policy sparked the need for greater immersion in English as a medium of instruction at all schools. This dimension was highly emphasized by interviewees while promoting the ITE.

Comprehensive Need for International Skills and Competences

As indicated in the previous section, teacher education systems need to equip their graduates with corresponding skills and competencies to meet diverse demands, as identified. Interviewee A pointed out that the ITE aims to ‘prepare a qualified teacher with international competencies’. Delving deeper into this notion, most respondents agreed that these comprehensively include global awareness/perception (全球意識; Interviewee C), intercultural communication ability (Interviewees C and F), multicultural/international understanding (Interviewees A and G), international mobility capacity (Interviewees D and G), and even English teaching in different subjects (Interviewees D and F). One of the interviewees even insisted that student teachers should be equipped with the ability to engage in cross-cultural practice in real teaching settings (跨文化實踐能力; Interviewee A). In other words, three major skills and competencies were identified: general international/multicultural understanding and perspectives, concrete international communication and mobility ability, and finally using English as a medium of instruction in classrooms. We can also argue that these visions of teacher education for internationalization are ambitious, forward-looking, and practical as well. These sets of skills and competencies are broad and diverse, requiring substantial and systematic learning courses or planning. Nevertheless, how these skills and competencies are realized through teacher education programs in Taiwan needs to be critically analysed.

Improvisation Curriculum and Learning Activities

As we have argued, student teachers’ international skills and competencies need to be nurtured to achieve the listed learning objectives. What are the available learning activities, opportunities, and curriculums for enhancing these

desirable skills and competencies? The respondents identified three primary sources: overseas educational observation and practicum, formal curriculum, and some specialized full English courses for teacher education. However, such arrangements are unplanned and adopt an improvised approach.

The most frequently mentioned learning opportunities for internationalization are educational observation and practicum. Several interviewees indicated that they occasionally arrange such overseas visits to China, Malaysia, or even the United States (Interviewees B, C, D, and G). The nature of such educational observations and practicums are short term—generally less than 2 weeks—and have a high cost. Some were partially sponsored by the International Schweitzer Project (國際史懷哲計畫) and short-term education observation and practicum abroad (國外教育見習與實習計畫), which the MOE endorsed. Given their financial constraints and restrictive quotas, these types of overseas engagements are relatively limited and not so comprehensive. As far as formal curriculum is concerned, all respondents agreed that they tended to concentrate on relevant subjects, such as comparative education (Interviewees A and B), multicultural education (Interviewees A, C, and G), and other education-themed issues (Interviewees B, C, E, and F). In other words, these interviewees linked these academic components to the core skills or competencies required by the student teachers. Finally, while nurturing these diverse demands, courses taught in English were regarded as critical components of TEPs for uplifting student teachers' language proficiency in this internationalized world (Interviewees C, D, F, and G). This stance coincides exactly with the previous findings that better English communication skills are desirable in this internationalized world. However, again, these types of courses only serve limited students as their entry standard (to enrol in these courses) is a high level of English proficiency. As a whole, the formal curriculum (such as comparative education or multicultural education) seems more likely to cover all students while overseas observation and practicum are supplementary and serve fewer students.

Contextual Factors in Shaping the Configuration of ITE

In order to achieve the greater internationalization of TEPs outlined, interviewees identified a wide range of contextual factors, which might be critical issues influencing the materialisation or implementation at the institutional level. These factors are somewhat consistent with the policy enactment perspective, as previously explained. We explain these contextual

factors as follows.

All respondents directly pointed out that the qualification examination for teachers at the national level is the main barrier to promoting international perspectives as it does not include cosmopolitan learning within its scope (Interviewees A, B, C, D, E, F, and G). ‘The examination dominates the teaching’ (考試領導教學) was considered the main phenomenon in teacher education. They referred to the policy enactment framework as an unfavourable ‘external context’ at the policy level, which is not facilitating greater ITE at the institutional level. If international skills and competencies are not included as the main areas of the examination, student teachers will not seriously engage in internationalization. In line with this development, the current curriculum structure is already fairly full for students, and TEPs cannot provide relevant courses to students to enhance their intercultural capacity or international outlooks. Both external contexts imposed by policy structure condition the provision and implementation of ITE.

Another main influential factor, as reported, is budget and expenditures for carrying out overseas observations and practicum projects. As several interviewees noted, universities have inadequate financial resources to sustain such international undertakings (Interviewees B, C, D, and E), although such overseas exposures to other cultures are essential in raising students’ cross-cultural skills. Just like official statistics discussed in the literature review demonstrated, only a very small number of students (fewer than 5% of all student teachers) have the chance to engage in such activities. The confession of inadequate expenditures confirmed the concerns about the limited effects on all student teachers nationwide. This situation is highly related to the ‘material context’ indicated by Ball et al. (2012), which will be further explored in the discussion section.

The third major factor as identified by these heads was the low capacity of TEPs. On the one hand, TEPs already need to cover too many educational issues (Interviewees B, E, and D); on the other hand, faculty and personnel need to spend extra time and effort incorporating international elements into formal curriculum or planning overseas activities (Interviewee G). Unless TEPs have more staff to address these issues, such additional burdens will not be effectively addressed. These testimonies indicate that faculty are unable to devote themselves adequately to internationalization in terms of professional commitment. The restricted capacity and devotion to internationalization at

the institutional level have been associated with the ‘professional context’ mentioned at the policy enactment perspective. This will be addressed later in the discussion section.

In addition, some interviewees asserted that institutional capacity at the university level is critical for ITE (Interviewees A, B, and F). TEPs might be able to seek institutional assistance at the university level. Nevertheless, this is an unguaranteed solution. Interviewees agreed that comprehensive or research-focused universities are more likely to provide relevant support for internationalization (Interviewees B and D). Unfortunately, it seems that most universities in Taiwan do not fall into these two categories as many student teachers are trained primarily at traditional normal universities or teachers college. In table 1, it can be observed that in our cases’ profiles, traditional teachers college or universities of education usually prepare more student teachers than comprehensive or research universities every year. Furthermore, English proficiency and motivations for ITE are not so high for these students that it would impede the pursuit of internationalization for TEPs. These factors are closely linked to the ‘situated’ context of each program deserving further exploration later.

Discussion: Multiple Contextual Realities

In this section, our focus turns to discussing how ITE is organised and implemented at the institutional level in relation to previous studies and conceptual frameworks. Our evidence seems to confirm that ITE has been substantially conditioned by a wide range of contextual factors. As the policy enactment framework indicated (Braun et al., 2011), situated, professional, material, and external contexts may condition the actualization of the ITE policy in Taiwan, and their effects are intertwined with each other. Table 2 presents the entire structure of contextual realities examined in Taiwan, which is informative and insightful for promoting greater ITE in the long run.

Aiming for Policy Actualization but Insufficient Support: External and Material Contexts Matter

According to the policy enactment framework, our empirical evidence tends to suggest that external and material contexts have greatly conditioned

the translation and actualization of policy. As far as external contexts are concerned (Ball et al., 2012), the degree and quality of governmental support are critical for the successful implementation of ITE. As previously discussed, the MOE has initiated several projects and programs to meet the visions set up by the ‘White Paper on Teacher Education’ published in 2012. A cosmopolitan vision also prevails in the field of teacher education, which has been much in line with international examples and engagement (Buczynski et al., 2012; Kissock & Richardson, 2012). However, policy coverage and support seems to be insufficient for TEPs. The first point is related to the regulatory function that the governmental policy should play. All interviewees regarded the teacher qualification examination as the main challenge promoting greater internationalization. It would be beneficial if the government could take these international experiences or overseas educational exposures into consideration when designing the examination. As the gatekeeper of qualified teachers, governmental support is essential for guiding the further development of pre-service teachers’ skills and competencies. In addition, exposure to international learning opportunities and multicultural environments is the main intention of such policy statements. However, if we examine the various numbers/ratios of student teachers participating in these overseas/intercultural activities (such as educational observation abroad, educational practicum abroad, or English taught courses), fewer than 5% of the total relevant population has participated.

Shifting our attention to ‘material contexts’ of policy enactment perspective, these include staffing, budget, buildings, technology, and infrastructure. Financially, it is not easy to support all student teachers to engage in international initiatives. Ideal portraits for future teachers have been mapped in the context of an internationalized world. As Goodwin (2012) pointed out, new teachers must possess ‘contextual and sociological knowledge’. However, our respondents argued that the budget and expenditures are not sufficient to promote such undertakings. Such cross-border activities are costly and time-consuming, requiring supportive mechanisms from either government or university mechanism. Financial resources (i.e., material contexts) have not been fully adequate for the translation of policy into reality. Furthermore, previous findings have pointed out that the availability of faculty and staff are also restricted as they have been mandated to be responsible for other missions and tasks already. All these factors confirm the validity of policy enactment theory with respect to the importance of the external and material context, as argued herein.

Limited Professional Capacity and Unfavourable University Situations

The cultivation of international skills and competencies should be based on systematic learning arrangements. Our empirical experiences within the universities have shown that there have been restrictive extracurricular activities for internationalization. There have been insufficient professional links to curriculum for intercultural or international competencies, as Lourenço (2018) indicated. Only a small proportion of student teachers participate in overseas endeavours. Therefore, the majority of student teachers need to rely on formal curriculum to build such competencies. However, as we have argued, an improvisation curriculum arrangement and learning activities are regular phenomena within the university. Comparative education or multicultural education is said to be the main academic subject for enhancing international perspectives or intercultural literature (Buczynski et al., 2012; Larsen, 2016). Nevertheless, our internal data showed that only around 20% of TEPs regularly offer these courses for student teachers (Bo-Ruey Huang 黃柏觀, personal communication, Oct. 1, 2020). Thus, we are reasonably suspicious that very few learning opportunities and even formal curriculum are available to nurture student teachers' international capacities. Furthermore, given the constraint of faculty and staff workforce, the commitment to ITE has been inadequate for TEPs. As proposed by the policy enactment framework, this reality echoes the fact that the professional contexts of these investigated universities are not favourable for greater ITE. Limited professional support is provided for the implementation of internationalization within the TEPs.

Such limited capacity at the program level (professional contexts) can be somewhat complemented by the university as a whole. However, as previous evidence has shown, it depends upon the type of university. Usually, large or research-focused universities are more likely to provide relevant support for internationalization (Interviewees B and D). These situated factors/contextes are not always available to all TEPs. Furthermore, some interviewees from non-elite universities confessed that their student intakes are not high quality and have poor English proficiency. They also might not be interested in these international elements or components embedded in their learning process. In line with the essential assumption of policy enactment framework, these university settings and student characteristics constitute a unique 'situated context' also influencing the effective translation of ITE policies.

Table 2

Conditioning Factors through Policy Enactment Perspective

Dimensions	Specific factors
Situated contexts	<ul style="list-style-type: none"> • Various types and capacity of the university as a whole • Student characteristics subject to English proficiency and internationalization motivation
Professional contexts	<ul style="list-style-type: none"> • Positive value and experiences of faculty towards greater ITE • Inadequacy of learning experiences and curriculum • Low professional commitment
Material contexts	<ul style="list-style-type: none"> • Overwhelmed missions and tasks of TEPs • Limited budget and expenditure
External contexts	<ul style="list-style-type: none"> • Qualification examination does not include international elements/experiences • Uncertain quality of governmental support

Conflicting Ideologies with Cosmopolitan Teachers: English Regime and Nationalism

For non-English-speaking countries, one of the effective ways to internationalize their teacher education sector is to teach courses in English. Taiwan is no exception, particularly given the mega Bilingual Nation 2030 policy. Like China (Gu, 2013; Larsen, 2016), this island state is keen to equip its future teachers with better English proficiency. The problem is determining the extent to which teachers should be fluent in English. Is it a primary attribute of being a cosmopolitan teacher? Several related schemes or projects have been put forth as an image of internationalization in Taiwan. Such a tendency conveys a clear message that using English as a medium of instruction has been one main component of ITE in Taiwan. To some extent, language education has overtaken the importance of raising intercultural capacity. This unique feature will characterize ITE in Taiwan for a while, but might blur the essential nature of cosmopolitan teachers equipping international skills and competencies, as previously argued. Such favourable ‘language ideology’ will co-exist with the ITE.

Another dimension warranting further discussion is the potential conflicts between teacher education and internationalization. The very essence of teacher education is to prepare teachers to teach locally (Larsen, 2016). Some people

have even criticized that internationalizing schools in North America could be a threat to national unity and foment opposition to nationalism (Roberts, 2007). Although keen to internationalize the teacher education sector or promote teaching in English, TEPs in Taiwan cannot train foreigners for the local teacher market (except teachers trained by native English-speaking countries). Such protection symbolizes the conservation of teacher market (i.e., job vacancies) for local citizens. It also indicates that teacher education as a nationalized business ultimately serves the core interests of the nation-state. This approach also characterizes the national laws, regulations, and administrative measures with respect to the acceptance of international teachers. As a whole, nationalism is still prominent in the Taiwanese teacher education sector while pursuing internationalization.

Conclusion and Recommendations

This paper has investigated how ITE has been carried out at the institutional levels. As demonstrated in the findings section, respondents appreciate and agree with the policy efforts devoted to raising the skills and competences of student teachers. However, the findings suggest that, despite keeping in line with the vision of cosmopolitan teachers, the actualization of ITE policies are considerably conditioned by the multiple contexts. Our findings suggest that ambitious policy expectations are not fully supported by the external and material contexts. Furthermore, professional capacity within the university is not so for greater ITE. The notions of a cosmopolitan teacher might also be sidelined by the English regime and nationalism characterized by the Taiwanese system. In other words, as the policy enactment perspective has indicated, multiple contexts have direct effects upon how policies are translated into the institutional practices. The mega configuration (e.g., teacher qualification exam) and local nuance issues (e.g., student intake) have significant implications for greater ITE at the institutional level. These contextual evidences are insightful for any countries who would like to promote ITE within universities.

In terms of the theoretical dimension, the policy enactment perspective also brings meaningful dialogue to pedagogy. Goodwin (2012) argued that future teachers need to be nurtured in the context of the globalized world. The five types of knowledge proposed are highly related to the cultivation of future teachers. However, it is also evident that the contextual realities lead to tensions

and struggles over how the cosmopolitan teacher is nurtured at the institutional level. These contextual effects have direct impacts upon the knowledge and skills delivered for each TEP due to the respective pedagogical choice. In other words, the claim of pedagogical theory in this case is compressed by the process of policy actualization. These cumulative ‘nuances of local contexts’ determine how intercultural competencies and abilities of student teachers are cultivated. Thus, special attention should be devoted to decipher how these meta-contexts can re-shape the pedagogical consideration. These are also very important lessons for other countries pursuing greater ITE in order to nurture cosmopolitan teachers.

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