

澎湖縣實施國民教育幼兒班之政策分析

摘要

本研究將針對澎湖縣實施國民教育幼兒班的政策分析，並且以研提改進建議為目的，對於澎湖的幼教生態做一次大體檢，進而根據政策的目標及欲達成之成效，提出一套適合澎湖實施改進之建議。

本研究之研究目的為：

- (一) 分析澎湖縣實施國民教育幼兒班之財政經費。
- (二) 分析澎湖縣實施國民教育幼兒班之師資人力。
- (三) 分析澎湖縣實施國民教育幼兒班之空間設備。
- (二) 研提澎湖縣實施國民教育幼兒班之改進建議。

針對以上四個目的，以文件蒐集方式調查澎湖縣相關資料，並輔以訪談澎湖縣教育局局長、國民教育課課長、幼教業務承辦人員，以及馬公市市長、湖西鄉鄉長、白沙鄉鄉長、西嶼鄉鄉長、望安鄉鄉長，訪問人員包含澎湖縣教育局單位人員，以及各公立托兒所所屬機關首長，針對於國幼班政策的推動，所抱持之態度與建議，加以分析。

澎湖縣實施國民教育幼兒班之財政經費分析結論中顯示：93、94 學年度澎湖縣實施國幼班之經費，由政府依離島三縣三鄉國民教育幼兒班實施計畫編列預算補助，但馬公市之澎南區、湖西鄉、西嶼鄉、望安鄉此地區之國幼班的辦理，需要借重公立托兒所，因此勢必會增加每班多一位幼教師的編制，而此增加之幼教師是否為常設性質的經費預算編納，事實上各鄉、市公所並無法支付，若為政策的永久實施，則必須針對澎湖的現況，規劃出完善的配套措施，以利離島地區國幼班政策的推動與落實。

澎湖縣實施國民教育幼兒班之師資人力分析結論中顯示：公立托兒所以國家考試的方式（普考）進用保育人員，由鄉鎮市長以公務人員派任方式任命所長。公立托兒所中保育人員（托兒所之師資）及所長均具備公務人員資格，但幼托專業訓練背景並非公立托兒所招考、或聘任人員時的必要條件。由於幼稚園與托兒所於地方政府亦分為兩個主管機關，因此在幼托師資資料的審核及評鑑追蹤上，更是兩套嚴格與鬆散完全不同的方式。此次藉由國幼班的政策實施，盼望能掌握合格的幼教師資，並妥善評鑑機制。

澎湖縣實施國民教育幼兒班之空間設備分析結論中顯示：(一) 澎湖縣幼兒人口數與幼托機構的關係上，基本上為供過於求，唯馬公市之虎井里、桶盤里，以及白沙鄉之大倉村、員貝村及望安鄉之東嶼坪村、西嶼坪村、東吉村，由於各為獨立之小島嶼，

且島上並無任何幼托機構，因此島上幼兒之就學情形無法就地滿足，需要渡海至鄰近島嶼或馬公本島上就學；(二)澎湖縣之私立幼托機構，皆集中分布於馬公市，雖然私立幼稚園核准招生數多於私立托兒所，但在實際探訪過程中，卻發現私立托兒所在實際招生量上大過於私立幼稚園；(三)澎湖縣在幼托機構的數量上，托兒所收托之幼兒數量遠遠超過幼稚園所招收之數量，托兒所在澎湖縣的學前教育上扮演重要的角色。尤其是鄉、市所成立之公立托兒所，為一股龐大的勢力。

根據澎湖縣實施國幼班財政經費、師資人力、空間設備之結果，所研提之建議為：

一、基於公平原則：

- (一)對於無幼教機構設置之離島地區幼兒，應比照就讀國民教育之學童辦理補助；
- (二)中央政府需提升澎湖縣幼教師資；地方政府需替國幼班之師資嚴格把關；(三)中央與地方政府需建立國幼班的課程輔導與評鑑機制；(四)中央政府需提供離島幼教師專業進修之管道；(五)中央與地方政府規劃專業研習給離島國幼班園所及教師。

二、基於效率原則：

- (一)中央與地方政府需要成立一國幼班專責小組跨幼、托部門而整合；(二)地方政府需將國幼班之相關資料建檔追蹤；(三)中央政府可建立國幼班資源網絡。

三、基於自由原則：

- (一)地方政府鼓勵公私立幼托機構申請辦理國幼班；(二)中央與地方政府不定期舉辦國幼班說明會讓訊息透明化。

93學年度離島三縣三鄉地區先行試辦，藉著試辦前的分析經驗，將建議提供教育部、相關單位作為政策實施的參考依據，並且在制定幼教相關政策與分配教育資源時，能夠多方面的審視，並且把適當的資源分配在適當需要的地方上。最後，希望能呈現出澎湖縣的幼教現況，提供後續的研究者在研究幼兒教育的城鄉差距比較時，有另外一個不同性質的選擇。

A Policy Analysis of Implementing Last Year Preschool Education as Part of National Fundamental Education in Penghu County.

Abstract

This research includes analyses and suggestions to the current policy of preschool education in Penghu County. Besides, the research makes a total checkup to the background of preschool education in Penghu County, and thereby presents a set of strategies suitable for implementing an ideal preschool education in accordance with the required objectives.

The purposes of this research are:

1. An analysis of financial capacity for implementing the preschool education in Penghu County.
2. An analysis of manpower shown in the current preschool education in Penghu County.
3. An analysis of equipment and campus space utilized in the current preschool education in Penghu County.
4. Suggestions to the future preschool education in Penghu County.

There are several interviews with, respectively, the Director of Penghu County Education Bureau, the chief of Educational Section in Penghu County, the officials for preschool education, Mayor of Makong City, Chief of Huxi township, Chief of Baisha township, Chief of Xiyu township, Chief of Wuan township, and some heads of Public Nursery Schools affiliated to Penghu County.

The suggestions for the Implementation of preschool education in Penghu County are:

1. The principle of fairness
 - A. Subsidies should be offered to the children living at offshore areas for lacking of the establishments which in urban areas are more generally provided.
 - B. The central government should help local counties to provide more qualified teachers for the preschool education; the local educational agencies should efficiently take control of the qualification for teacher candidates.
 - C. Both the central and local governments should build a sound organization for curriculum guidance and evaluation.
 - D. Central government should find ways for grass root teachers to advance their professional knowledge and techniques.
 - E. Both central and local government agencies should present the opportunities for the offshore teachers of preschool education.

2. The principle of efficiency
 - A. Both central and local government agencies are required to establish a panel to integrate the preschool and primary school for the small children.
 - B. Local government agencies should file and examine the relevant information.
 - C. Central government agencies should establish the network for preschool education.

3. The principle of freedom
 - A. Local government agencies can encourage either public or private organizations for preschool education to set up more preschools.
 - B. Both central and local government agencies should irregularly hold symposiums on preschool education so as to circulate the relevant information more openly.

In all, there will be three counties and three townships implementing the policy mentioned above. By means of the previous analysis, suggestions will be put forward to Education Ministry for reference. And hopefully the agencies concerned can take them into deep considerations when policies or strategies are being made. Last, but not the least, the current conditions of Penghu preschool education can be uncovered so as to help those who are engaged in the research of the differences between urban and country preschool education have a different viewpoint.