

3. Oral Activities

Reading some materials aloud when this serves a good purpose, such as significant newspaper editorials, poems, selected brief passages from books, brief and interesting written reports

Engaging in group discussions

Giving special reports or floor talks

Participating in such activities as mimicry, pantomime, dramatization, puppet shows

Participating in meetings of student organizations and clubs

Engaging in debates

Interviewing community leaders and others in order to obtain information and understand concepts

4. Drawing Activities:

Drawing pictures to represent objects accurately

Drawing symbolic pictures, such as cartoons, and illustrations of an idea

Drawing diagrams, graphs and statistical tables to portray an idea or to present information in an easily understandable form.

Drawing maps

Drawing plans, designs or patterns

5. Writing Activities

Writing descriptive themes and essays which involve the collection of information, its classification and organization, and adequate presentation in writing

Writing a narrative theme (story)

Writing a paper which explains a trend, a point of view, or a problem

Writing original poetry and short stories

Writing a play or pageant, a movie scenario or radio broadcasting script

Writing letters for information, or on business; writing letters to friends and relatives

Writing invitations for programs and parties

Writing an advertisement, slogan, announcement, newspaper headlines, and news stories on school activities for school newspapers

Taking notes on an oral presentation, and on reading

Making outlines and writing summaries

6. Construction Activities:

Constructing a model from pictures, measurements, or a printed description or list of instructions

Constructing models from original ideas

Constructing stage settings for dramatizations and puppet shows

Constructing maps to portray information and ideas

Constructing equipment for classroom and playground use

7. General Activities:

Collecting materials for exhibits, and holding exhibits
Taking part in committee work
Functioning as a leader of a committee
Participating in many types of group work
Taking part in school and community projects, such as safety campaigns,
health work, school elections, school assembly programs, school clubs
Visiting farms, factories, governmental agencies and other community
institutions and enterprises for purpose of obtaining information
related to the work in progress
Presiding at a meeting of the class
Drilling on or memorizing appropriate material

There are innumerable ways to enrich the curriculum. The study of history may be enriched by keeping it related, day by day, to what is going on around the pupils in their community. Teaching of foreign language can be improved by basing it on daily, useful conversation, rather than dull translation, and by introducing up-to-date foreign language newspapers and interesting modern stories to the class. Instruction in science may be enriched by basing it on problems that are of real, immediate concern to boys and girls, rather than on abstract theories. For instance, chemistry can be vitalized by having boys analyze the different kinds of oil used in machinery with which they are familiar, and by having girls analyze food or cosmetics. To traditional-minded teachers, geometry may mean a total concern with working out theorems on paper; to more modern teachers, it will mean finding the principles of geometry in nature and man-made objects, and utilizing them in construction activities and problems related to life.

In the past, curriculum enrichment has frequently been thought of in terms of providing additional opportunities for the more gifted children. Such a belief is a natural one in view of the fact that the opportunities often provided for the more capable students are less challenging and meaningful than might be desired. On the other hand, the typical curriculum has more often than not been poorly adjusted to the needs of all the boys and girls. The school cannot neglect any group for the sake of another. Therefore, the whole program of improvement and enrichment of the educational program should be a major concern of every principal. It is a problem for all principals to be conscious of because it affects the needs of all groups, at all levels of physical, mental, social and emotional development and requires attention if the schools are to provide an educational program adjusted to the normal development of boys and girls. The program can and should include a variety of activities and experiences suited to the individual needs of the members of the group. For the retarded in reading there can be remedial work in reading. For the pupils advanced in reading ability, there should be provided reading materials in considerable quantities which will meet every interest and need. The activities in the classroom should be so varied that each pupil, no matter what his status of growth; can find

something that he can do successfully and that will contribute to his further growth.

The Principal's Responsibility

Throughout this handbook, numerous duties and responsibilities of the secondary school principal have been mentioned. A further ultimate responsibility, one of major importance, is that of giving leadership to his teachers in planning, constructing, organizing, and developing the curriculum. Here again the principal must assume leadership, for the program will, to a large degree, be influenced by his interest, suggestions and active participation. The principal's function is to organize the staff for curriculum work and offer stimulation, encouragement and ideas to the curriculum workers. It is the responsibility of the principal to see that the curriculum is adjusted to the needs, interests and capacities of all students, else the school will not serve the purpose for which it has been established, and the principal will have failed in his responsibility to the people of the community and nation.

There are three general problems concerning the curriculum to which principals, together with the staff must give particular attention, namely, (1) determining the offerings of the school in terms of subjects and pupil experiences; (2) arrangement of the offerings in such a way as to serve the needs of the students; (3) providing for articulation of the curriculum of the secondary schools with the elementary schools and the higher institutions of learning.

In planning with the teachers the program of his school, the principal must be concerned with:

1. Standards in the field of curriculum set up by the Diet, Ministry of Education, Prefectural Boards of Education and Local Boards of Education.

It is expected that national minimum standards for curriculum will be set up in Diet Law. The Ministry of Education has published and will continue to publish Courses of Study in each subject field which are not mandatory on local schools except insofar as they are based on the standards set up in law. Prefectural boards of education, through their professional staffs, may work out courses of study at the prefectural level and make them available to local schools as a professional service. These courses of study should not be mandatory on local districts. The actual content of the curriculum, in terms of pupil experiences and subject matter, should be determined at the city-town-village or district level; professional responsibility belongs to the teachers, principals and the superintendent; legal responsibility belongs to the local Board of Education. All decisions made locally must of course be within the legal provisions and enactments of duly authorized prefectural and national governmental agencies.

2. Requirements of higher institutions which some graduates may attend.

Because some graduates will want to go on to higher institutions, the school must take admission requirements into consideration. Secondary

education principals as a group should work for liberalization of university entrance requirements, in order to keep the secondary schools substantially free in determining their own curricula. Secondary schools do not exist primarily for training pupils for entrance into the university; they exist to guide the growth and development of boys and girls; training for university entrance is only incidental.

3. Relation of the program of studies to the aims and functions of secondary education. The aims and functions have been discussed in Chapter II. All of the activities and experiences in the secondary schools should be planned with these in mind.

4. Concern for local needs, resources and aspirations of the community. One of the principal reasons for decentralization of curriculum control is to enable communities to plan educational programs which are suited to the needs of the community. No group of educators at the national or even the prefectural level, no matter how wise and well-trained, can plan adequately for the specific needs of cities, towns and villages. There must be a certain amount of freedom (now provided by the Board of Education Law) for local communities to add subjects to those specified in the national standards and to plan the actual teaching content of all subjects on the basis of national standards.

5. Physical limitations of the school plant and other facilities. Although school activities are not confined to the school plant, most of them occur there. The activities which can take place in the school are governed to some extent by the numbers and types of classrooms and special rooms, the nature and amount of the equipment available, and the nature and number of instructional aids. The building can be modified to a considerable degree to permit the activities which are considered a necessary part of the school program. Equipment and instructional aids can in many instances be made right in the school. Although the physical plant places limitations on the school program, the staff should not just accept this condition but attempt to do something to improve it.

6. Qualifications of the teaching staff. By and large this is the most important factor in the curriculum. A good school building will not result in a successful school program unless there are excellent teachers. At any given time the curriculum must be planned with the capabilities and qualifications of the teachers in mind. At the same time the school should engage in a continuous, intensive in-service training program designed to increase the qualifications of the principal and the teachers. Furthermore, it is too often assumed that teachers are incapable of doing many things which they actually can do if provided with sufficient stimulation and encouragement to try their abilities. For instance, it may be assumed by some administrators that there cannot be a comprehensive program of guidance in the school because teachers are not trained in guidance procedures. However, they can learn a great deal about guidance in their in-service training program and carry out successfully the important guidance techniques in almost any school.

Considerations in planning the Curriculum

As a supplement to the six major considerations above some additional guides which may be found helpful in planning the curriculum are:

1. Close articulation between receiving and sending school. Education is a process of continuous growth. It does not proceed by leaps and spurts; for instance, there is no curricular gap between the 6th grade and 7th grade in the 6-3-3 plan of organization. The pupil should proceed naturally and without interruption or abrupt change of direction from the elementary school to the first year of the lower secondary school, and from the last year of the latter to the first year of the upper secondary school.
2. Close articulation with community needs. Each community differs in some respects from all other communities. Each community has problems of public health, recreation, production and distribution of commodities, poverty, insecurity, and others. The secondary school should study the problems of the community, and train its pupils to participate in activities appropriate to their age-grade level, and later on as adults, in the solution of these problems. It is not expected that the secondary school can provide the final solutions to community problems, but it can give its pupils experiences in the problem-solving method, let them come to tentative conclusions about community problems, and encourage them to engage in appropriate activities which will result in community improvement.
3. Wide offerings of elective subjects in terms of needs, interests and capacities of students and qualifications of the staff. Every secondary school should offer an elective program. In terms of subjects this means that there should be more offerings than any one student can take; from these the student chooses, with teacher help and guidance, those which will most nearly meet his personal needs. There are fewer elective subjects in the lower secondary school than in the upper. If the school does not offer an elective program, it assumes that all of its students are alike, and gives them a standard, uniform series of experiences. This cannot be justified in modern education.
4. Flexibility of the program contributing to the adjustment of students' needs. No one individual is exactly like any other individual. Needs, interests and capacities differ. This principle not only makes necessary an elective program, as discussed above, but necessitates, within each subject, a flexible program which provides experiences and activities suited to each individual pupil.
5. Organization of the curriculum so that progress may be made from the general to the more specialized courses. There are, as has been stated, great individual differences among pupils. There are, in addition, certain needs and interests which they have in common. This implies the necessity of a general common core of education, progressing gradually

into a more specialized, elective program. The curriculum should be so organized as to provide work in the "common learnings" field for each pupil and to give access to elective work by each pupil.

Teacher's Place in the Curriculum

Although the preceding items were discussed under the topic "Principal's Responsibility", the teachers are also vitally concerned with them. The principal retains the legal responsibility to make decisions in regard to the curriculum of his school, within the limitations set by laws and regulations and the boards of education, but in practice he should give leadership to his teachers in working out the kind of program described. Just as teachers are key persons in the organization and operation of the school, their place in curriculum planning and improvement is of even greater strategic importance. They are the individuals who are closest to the needs of boys and girls, and therefore are better able to translate and implement the purposes and policies of the school through the instructional and guidance program. They are the ones who touch and have the greatest influence upon the life of each student. In their vision, skill and understanding lies the hope for the realization of a successful educational program. Good educational administration should provide wide avenues and opportunities for all faculty members to participate in curriculum planning and improvement. Once opportunities are provided, teachers, in order to make their best contributions, should know, possess and understand the following general requirements for successful participation:

1. Enjoy and understand young people. The curriculum is planned on the basis of the pupil. The pupil is the center of education, and their development is its major purpose. This means that teachers need to know, understand, and be able to apply in their teaching the principles of educational psychology.
2. Know and understand significant facts about adolescence. In the lower secondary school most pupils enter into the period of adolescence; the upper secondary school too is concerned with adolescents in a later period of development. This means that all teachers should know, understand, and be able to apply the principles of adolescent psychology.
3. Know under what conditions youth learn most effectively. Obviously a workable curriculum cannot be planned unless teachers know how pupils learn. They need to understand the physical, mental, social and emotional growth of pupils, and the sequential arrangement of learning experiences based on psychological factors. They need to know and understand the major psychological laws of learning, and know how to apply them in practice in the classroom and in planning curricula. They need to understand the placement of curriculum materials according to the age-grade status of the pupil. As an example of one of many laws of learning with which teachers need to be familiar, there is the law or principle that when a pupil engages in an activity which he has helped

plan and which serves his own purposes, he will learn more rapidly and will retain what he learned longer. For instance, suppose a pupil helps plan a project in mathematics which involves operating a small retail store for selling school supplies. The school has adopted a policy of adding only 5% to the cost of the article, with the profits going into the fund for special curricular activities. As each article is purchased, the student figures the sales price by adding 5% to the cost price. It is assumed that the pupils helped plan the project and consider it their own; successful operation of the retail shop becomes a pupil purpose. It has been demonstrated that under such circumstances pupils will learn percentage problem solving and computation much more rapidly and will retain their skills longer than in the case where they merely are given a list of percentage computation problems in a textbook and are expected to solve them. In the latter case the pupils may not be solving the problems for their own purposes; the project is not theirs but the teacher's, and they are doing the work only because the teacher asked or ordered them to do so. Hence, they may not be interested in the work, they will learn more slowly, and will retain the skills for a relatively brief period of time.

4. Be able to enrich the lives of and provide challenging experiences for boys and girls.

This point may be illustrated by describing briefly two types of classrooms. In one the pupils are sitting rigidly and formally in their seats; the teacher is giving a lecture on the subject "Voting Procedures". Pupils are taking notes, trying to get down every word the instructor says. At the end of the lecture the teacher begins asking questions, based on his lecture. Pupils rise in turn to answer the questions, repeating as nearly as possible the words of the teacher. The atmosphere is dull and lifeless. In another classroom the pupils are holding an election. They have been reading and studying for days about elections, and holding group discussions on how to hold an election. On this day they are nominating candidates and voting by secret ballot for the candidates of their choice, using the procedures they will use later in voting for mayors and assemblymen. The atmosphere in the room is one of vibrant interest. There is no question as to the classroom in which real learning is taking place.

5. Be able to co-operate with fellow staff workers. A school cannot be successful unless its members work together. If they do not the school will be divided into mutually exclusive subject matter departments, with each teacher teaching his subject as if it were the only one in the curriculum, and as if the pupils had a certain area of their brains devoted to this one subject. It is reiterated that the pupil is educated as a whole; all subjects and all experiences contribute to this development. The secondary schools have three major aims; each subject must contribute to the realization of all three aims. This cannot happen by chance. If each teacher teaches his subject separately, without any reference to what other teachers are doing, the aims of the school will

not be achieved. This means that teachers must meet frequently to discuss curriculum, attaining the aims of the school, and evaluating to determine whether the aims have been accomplished.

6. Be willing to share experiences with students and staff. No teacher should try to keep secret his own experiences. If he has had worthwhile experiences in teaching, he should communicate them readily to other people, through conversations, demonstrations, writing articles for professional magazines, etc. Suppose the mathematics teachers of a certain school have worked out a plan for making mathematics much more functional and practical than it has been in the past. They should communicate their method to other teachers by every available means if they consider it worthwhile.

The teacher should make whatever experiences he has had count in his teaching. If he has had a trip abroad, he should share his experiences with students, and give them a closer insight into foreign countries and their people than they could obtain from textbooks; if he has an especial interest in and knowledge of some subject, some sport, or some hobby, he should share these experiences also with students.

7. Possess certain qualities of personal charm, as well as depth of character, in order that their influence upon students may continue long after school experiences have passed.

It may seem unusual to consider the personality of the teacher a part of the curriculum, but the curriculum is composed of everything that influences the growth and development of the child. In a broad sense the curriculum is the environment in which the pupil lives at school. The classroom, books, equipment are all a part of that environment; the teacher is the most important part of the pupil's school environment. The personality or personal characteristics of the teacher will have a tremendous influence on the character of the students. Through his own personal qualities the teacher can teach fair play, sportsmanship, honesty, truthfulness, and other important qualities of personal character.

Planning Techniques and Procedures

Curriculum planning requires a thorough knowledge on the part of all concerned of both techniques and procedures of construction, as well as utilization, if it is to be effective. It is therefore imperative that both teachers and the principal should have a clear understanding of the objectives as well as to know and understand the psychology of learning if he is to be leader and guide the faculty and pupils in a well-rounded educational program.

Principals and teachers should have a thorough knowledge of the following processes:

1. The learner should share in the planning of the activities in which he is to participate. This means that in the classroom there should be a great deal of joint planning by teachers and pupils. Pupils should be allowed to help formulate the aims, which will then become their own purposes, and to help plan activities designed to carry out the aims. All of this planning, of course, is participated in by the teacher, who covers gaps in the planning left by students and insures that important aims and activities are not omitted.

2. The learner should have an opportunity to carry the plans to a successful conclusion.

3. The learner should have guidance at those places where it is needed. For instance, one pupil may not take much interest in the class proceedings or advance very rapidly because he has gotten behind in reading; such a pupil should be given guidance by the teacher. Another pupil may be considered incompetent, when actually the reason for his lack of progress is a lack of interest in the work, often caused by the dull way in which subject matter is taught. Each pupil should be given the assistance he needs, when he needs it. As an example, one pupil may be uninterested in mathematics, although tests have revealed that his intelligence is average or better. The fault may simply be that the pupil has never found much use for mathematics in practical situations, and has not had the kind of training to enable him to actually understand number concepts. A change in the method of teaching, making mathematics more functional, might solve this pupil's learning problem.

4. The learner should have an opportunity to judge and evaluate his experiences. Suppose a class had just completed a unit of work titled: "How Can We Use Our Leisure Time Wisely and Enjoyably?" At the beginning of the unit the pupils established, with the advice and assistance of the teacher, their own aims or purposes. One of these aims, among several, was to learn a hobby which they could pursue alone or with the family. Pupils themselves during and after the completion of the unit should evaluate their own progress in terms of their achievement of this aim and the other aims. In this specific instance accomplishment of the aim would simply be evaluated in terms of new hobbies learned or old ones stimulated and expanded.

5. Opportunity should be provided for the learner to discover worthwhile, appealing and appropriate materials and planning their use in his own program of study. Pupils should be encouraged to search for learning materials. Suppose a class is studying in social studies the unit "Wise Use of Natural Resources". Students should be encouraged to go outside the textbook and search for materials in magazines, newspapers, bulletins, pamphlets and books. They should be encouraged to seek materials in the community, making excursions for the purpose. Some materials might be obtained by means of interviews with experts. Motion picture films, lantern slides and radio broadcasts are other possible sources.

6. In arranging his educational program, growing out of the current program, the learner should be stimulated to continue his independent study. This does not mean that the pupil should be left alone without guidance by the teacher to discover his own interests and follow his own course of study. The teacher should help the pupil discover his interests and develop them. Suppose the science teacher discovers that a certain pupil has an interest in the operation of internal combustion engines. This pupil should be encouraged to read and study this subject, and make practical application of what he learns, on his own responsibility; such a student might go far beyond the rest of the class on this one subject. Another pupil might have an interest in modern 17-syllable poems. He should be encouraged to read widely on the subject on his own responsibility.

7. The atmosphere of the classroom should be pleasant and inviting, providing an opportunity for freedom and security, and conducive to good health. The classroom is a part of the educational environment of the pupil; it should be a homelike, pleasant place, made attractive by judiciously selected paintings, pictures, and plants. It should be properly lighted, so that students may avoid eyestrain. Students with defective vision should be seated so that their view of what is going on in the room is from the most advantageous position. Those with defective hearing should be placed so that they can hear as well as possible. The room should be well-ventilated, and comfortably heated. Arrangement of equipment should provide for a flexible schedule of various activities. The "atmosphere" of the room should be one of friendliness and freedom, of orderly behavior motivated by a desire to respect the rights of other people rather than by fear of the teacher.

Adaptation of the Curriculum

In planning and developing the curriculum, adaptation is necessary if the educational program is to be meaningful to students. This should be a co-operative enterprise under the leadership of the principal, engaging all faculty members, and utilizing all the available resources in both the school and community. In addition to the regular program of curriculum development, carefully conducted and supervised experimentation is usually most valuable.

The following sources for curriculum development should be available:

1. A knowledge of the social and economic characteristics of the community. For instance, whether the community is an urban district or rural district may have a great deal to do with the curriculum.
2. Courses of study from other schools. These can be useful, but should not be copied.
3. Continuous study of what pupils graduating from the school do, and where they go. If, for instance, 60% of the students go to clerical jobs after graduation, it would be most unwise to plan the curriculum so that

students have available only an academic list of subjects from which to choose.

4. A study of professional literature. If teachers and principals are to do curriculum work, they need to be acquainted with the history and philosophy of education (with emphasis on current philosophy), educational psychology, psychology of the adolescent, etc.

5. A study of pupils' interests, needs and aptitudes. The curriculum of the school should meet these interests, needs and aptitudes.

6. Consciousness of public demands. As an example, if the members of the general public wish to have a school in their community which includes agriculture and there are good reasons for such a school, the persons responsible for education certainly should be aware of this demand and fulfill it, if it is justified.

7. A general plan for the development and revision of the present program, as well as one to anticipate and prepare for the future needs of the school.

Instructional Materials and Procedures

The curriculum consists of those experiences which will enable the pupil to develop in desirable directions. The content of any curriculum is actually the experiences had by pupils. The growth and development of the pupil is determined to a considerable degree by his educational environment. His environment consists of the classroom and school, the teacher, and the materials, equipment and supplies he uses. In a sense the methods and techniques used by the teacher are a part of the pupil's learning environment.

The criteria to be used in fashioning the curriculum, in selecting and organizing materials of instruction, and finally in determining the teaching procedures are of great significance. These are governed by the following factors:

1. The philosophy of the school. If the school believes that each pupil is an individual, with individual needs, interests and aptitudes, it will select and organize materials to meet the differing needs of the individuals, and will recognize the individual and give individual guidance in learning in its teaching procedures. If it does not accept the philosophy of the individual as a distinct being, then it will select materials with a view to teaching every pupil the same things, and its teaching procedures will be designed to teach a mass of pupils at the same time, with all pupils expected to measure up to the same standards of academic learning.

2. The quality of leadership of both principal and teachers. If no effective leadership is exerted, the school will go on year after year, depending largely upon textbooks for materials of instruction, and depending

upon the lecture, question-and-answer and recitation methods. Any improvement will come about as a consequence of leadership exerted by a resourceful, well-trained, professionally alert principal, and teachers with the same qualifications.

3. The nature, needs and aptitudes of the pupils. The selection of materials and the procedures used must take into consideration the nature of the adolescent pupil, how he learns, and his interests, needs and capabilities.

4. The facilities provided by the school. The experiences that children have in the school will depend to a considerable extent upon the buildings and other facilities provided by the community. It is obvious that, other things such as teachers' qualifications being equal, a good school program can more advantageously be offered in a well-constructed and well-equipped building than in a poor building.

5. The administrative policies and practices. Administrative policies do not exist of their own accord. They exist for the purpose of creating conditions under which good teaching can be done. The administration of a school must be evaluated on the basis of the extent to which it creates conditions under which good teaching can be achieved. If it does not create good teaching conditions, it is a failure. For instance, each teacher should feel great freedom in teaching. The principal, as supervisor, should be welcome in the classroom during his visits; his visits should not be feared. If they are, it is an indication that the administration of the school is poor. The principal should attempt to help teachers improve their teaching, in a friendly way. He should attempt to relieve them of as much administrative routine as possible. The duty of teachers is to teach, not to handle administrative routine. There should be an office staff which takes care of that.

6. The attitude and resources of the community. The community can provide many resources in materials of instruction. In the community pupils can study production of goods, distribution, consumption, taxes, government, health, employment, recreation, the social system, and many other topics. The attitude of the community has a great deal to do with the extent to which these resources can be used. If the attitude of the community is hostile; if the people believe that all school activities should take place in the school building, then the school's program will be grievously hampered. The school should not simply accept an attitude of hostility toward its use of the community as a curriculum resource, but should attempt to bring about accord and common aims between the school and community through PTA meetings, publicity releases, community meetings and other media.

Additional Considerations in Planning Use of Materials

In addition to some of the basic requirements listed above, it is also of importance in selecting and organizing materials for the faculty to give particular attention to the following:

1. Recognize that all the above factors and relationships interplay with equal force in the curricular plans, as well as the materials and methods of instruction.

2. Provide materials from current life situations rather than relying solely upon textbook materials. For instance, in teaching history, the materials should be constantly related to the life around the pupils now. When studying in history the invention or development of some transportation means, contrast it with the means of transportation now in existence, and show how it evolved gradually throughout history. Instead of merely studying the theory of inflation in a textbook, go out into the community and find out about prices, and supplies of commodities, comparing them with the prices and quantities obtaining in former days, and figuring out the reasons for inflation. Instead of merely reading a problem concerning triangles in the textbook, and solving it as a paper problem, find practical situations where triangles are involved, perhaps in laying out playground areas.

3. Have both freedom and responsibility in selecting and organizing teaching materials. Each classroom teacher must have a great deal of freedom in selecting and organizing teaching materials. There may be a national minimum curriculum in terms of subjects; for instance, the standard may be that General Social Studies must be offered by each upper secondary school and taken by all upper secondary school students. The Ministry of Education may publish a Social Studies Course of Study which outlines units for the General Social Studies Course. But when it comes to teaching a specific unit, or a specific day's work, the teacher and pupils of the class will have to plan the work in their own way and carry it out, if it is to be successful. No one should attempt to prescribe what is to go on day by day in each classroom, neither the principal, the superintendent of education, nor the prefectural board of education. However, the teacher also must bear responsibility; he is responsible for seeing that the materials which are selected are such that the aims of the school and the aims of secondary education can be carried out. Although he should have great freedom in teaching, he must be sure that he gives no political or religious bias to his teaching which is intended to convince pupils that they should belong to a particular political party or a particular church.

4. Use every opportunity to relate school activities to community life.

5. The administrator should stand ready at all times to provide, as far as possible, time in which teachers can work and materials with which they can work. Teachers should not be assigned duties which have nothing to do with teaching. They should not be assigned work which is purely clerical. They should be given as assignment of classes, an assignment of special curricular activities, guidance work and other work related to teaching. The principal should insure that school funds are wisely spent for materials which are necessary or desirable in the program of instruction, and should attempt to get as much equipment made in the school and in the local community as possible.

Planning for the Future

The structural reorganization of the schools according to the 6-3-3 pattern does not complete the task of reorganization. The physical reorganization must be accompanied by a curricular reorganization. In planning for the future improvement of the curriculum, principals should give leadership to their teachers along the following lines:

1. Each staff should study the national minimum curriculum and see how it can best be adapted to local needs. It should decide on subjects which can be offered in addition to those listed in the national curriculum, and decide, after discussing and studying the matter with community groups, what the needs of the community are. For instance, a community may decide that in addition to the subjects listed in the national curriculum, it is desirable to add a course in the history and geography of the prefecture. The staff will want to discuss each subject and see how it can be specifically slanted to meet the needs of the pupils and the community.
2. On the basis of course of study outlines, each staff will want to develop its own units of work in social studies, science, mathematics and the other subjects. It would be desirable if the school were to submit units which it has worked out to the Ministry of Education for possible incorporation into a national course of study in the subject.
3. Each staff should study the possibility of introducing a variety of desirable techniques and procedures. This would include many of those listed in this chapter under the heading "Curriculum Enrichment".
4. Each staff should study ways and means of making of each classroom an attractive, interesting workshop, rather than a dreary lecture hall.
5. Each staff should attempt to develop and provide stimulating work materials for its pupils, including supplementary texts, attractive bulletin boards, maps, charts, posters, exhibits, magazines, newspapers, audio-visual aids, and above all, a good school library. The library should be the center of the new school.
6. Curricular plans should include field trips and excursions to community, prefectural and national centers of interest. All field trips and excursions should be closely integrated with the other curricular activities and experiences. An excursion which does not have well-defined educational aims, which serves no educational purposes in accordance with the aims of the school, should not be permitted.
7. Pupils and teachers should be encouraged to experiment in their classrooms. As one of many possible examples, a class may wish to experiment in trying to find more functional and interesting ways of using mathematics. Such an experiment should be encouraged by the principal.
8. Each school should begin to practice differentiation in materials for pupils of varying abilities and interests. For example, if one pupil is

backward in reading, i.e., cannot read well enough to keep abreast of most of the other pupils in the wide social studies reading program, the teacher should discover his interests and furnish easy-to-read materials closely related to them. The pupil may be interested in art, in which case the teacher may find interesting, easy-to-read materials in art. This pupil's reading can easily be integrated with the aims of social studies. As he reads about a subject in which he is interested, his general reading ability will increase. For the rapid reader, a sufficient quantity of interesting, varied materials should be provided to give him all that he wants to do. For instance, a rapid reader may be assigned and willingly undertake the project of reading widely in the library to locate materials that will be useful in class discussion.

9. Each staff should plan related activities within the schools. Although the curriculum is divided to some extent into subjects, the borderline between subjects should be very slight. Teachers should meet together and plan work so that the aims of the school can be accomplished. For example, the vocational shop teacher and the mathematics teacher may get together and plan the use of mathematics in vocational work, with the result that the mathematics teacher will concentrate for a time on mathematical processes needed in the vocational work. The history and national language teacher may plan joint studies of the literature of certain periods. The national language teacher and his class may choose for floor talks, subjects from the social studies field. No teacher should be afraid of getting into another teacher's subject field. Subjects alone are not important; they are important only as they, together with other subjects, contribute to the physical, mental, social and emotional growth of young people. Often there should be staff meetings to discuss and plan the contribution of each subject to the overall growth of the pupil.

10. Each staff, particularly in the upper secondary school, should explore the possibilities of work experiences as a part of the educational offering. This applies not only to students enrolled in vocational subjects, but to those enrolled in the so-called academic subjects. Pupils interested in becoming mechanics may gain experiences in garages; pupils interested in becoming nurses may gain practical work experience in a hospital. School credit can be given for work experiences approved by the school.

The most important concept for principals and teachers to get, in regard to the curriculum, is that it is a living, growing thing. It is not an outline of subject matter in a course of study. It is not the materials given in the textbook, or the list of subjects offered by the school. The curriculum is the sum total of all experiences had by all pupils under the sponsorship of the school. These experiences must be planned and so arranged in a psychological sequence as to accomplish, in the case of each pupil, the aims of secondary education.

References: All Courses of Study - "Bulletin on Curriculum of the New Upper Secondary School", Ministry of Education, 1949.
"The New Lower Secondary School", Ministry of Education, 1949. Chapter III.

CHAPTER XII

EVALUATION, REPORTING AND RECORDING OF PUPIL PROGRESS

I. Evaluation

The Inadequacy of Tests

It is being increasingly realized that paper-and-pencil tests measure only a portion of the results of the educational program. The use of the paper-and-pencil test, particularly of the essay type of question, has for a long time been the principal method of evaluation. New-type or objective-type tests have been introduced by some principals and teachers in some schools. All of these evaluation instruments are very valuable if used properly, but they have the deficiency that they do not measure completely the entire growth and development of the individual.

Tests as they have been used in the past have largely measured the acquisition of knowledge and abilities. For instance, students took a course in history for a year; at various times during the year and toward the end of the school year they were given examinations in the subject. The questions asked on these tests were often based only upon information contained in the textbook or given in lectures by the teacher. Students who made a high score on these tests, i.e., successfully repeated back to the teacher in written form the information that they had acquired through study, were given high grades. A similar procedure was followed in other subjects. If a pupil's grades in other subjects were also high, then he was judged to have been successful in his school program. Higher institutions of education often selected their students on the basis of these grades given in the secondary schools, and gave further examinations based upon acquisition of knowledge.

Such a program of evaluation is very limited in its aims and results. In the first place, such a testing program assumes that what a pupil knows he carries into practice in his behavior, or is likely to do so. There is no evidence to justify this conclusion. We know that one of the aims of the secondary schools is to help each pupil develop as a good citizen. Suppose a pupil makes a score of 100% on a history or geography test; does that mean that he will automatically be a good citizen? Not at all; it merely means that he has managed to acquire a considerable knowledge of the facts of history or geography, which he may forget very soon after the test is over. If we really want to know how he is developing toward good citizenship, we should be more interested in how well he works with other pupils, how well he can select leaders, how enthusiastically he participates in student elections, etc. As another example, we know that the general aims of the National Language course are to develop in the case of each pupil the ability to speak effectively in different situations, to express himself effectively in writing, to read with speed and

understanding, to listen with understanding, and to appreciate literature. Suppose we want to evaluate the accomplishment of the first of these aims; to speak effectively. Obviously we cannot do this with a pencil-and-paper test of any sort; a better system of evaluation would be to hear the pupil speak in a number of different situations, such as in informal conversations, floor talks, speeches, class discussions and others. Suppose we want to evaluate a pupil's accomplishment in developing an appreciation for literature. We might give him a test which is based upon knowledge of the lives of authors and the books and poems they had written. If a student made a high score on such a test, could we be certain that he had actually developed an appreciation of literature? Not at all; he may merely have memorized certain facts about authors, books and poems. A better indication of a developing appreciation would be a check on the library books he has voluntarily read or to hear him interpret a poem in class with feeling and enthusiasm, or to read the original poetry he has written. To give one more example, suppose a student knows quite well all of the important rules of health. He may have made a score of 98% on a written test covering knowledge of rules of health. Does this mean that he will observe these rules? Not necessarily; he may know that he should not go into a public place when he has a bad cold, since he may spread it to other people, but he may nevertheless go ahead and attend a public meeting without even thinking of the rights of the other people present at all. A better method of evaluation would be to observe, over a period of time, the extent to which he carried the rules of good health into practice.

Evaluation must not be limited to paper-and-pencil tests, whether standardized or teacher-made, whether essay type or the so-called objective type. Pencil-and-paper tests have their use, but should be supplemented by many other instruments of measurement, including interviews, observations, rating scales of various kinds, case studies of pupils, pupil profile charts, and a cumulative record of some sort.

Educators no longer think of the pupil as having abilities which can be divided into compartments. The pupil grows as a whole--as a total personality. His physical, mental, social and emotional growth are all a part of a total growth pattern. The aim of education is to achieve the maximum total growth in the case of each individual; hence, the role of evaluation is to measure the total growth of the individual.

Requirements for an Evaluation Program

A good evaluation program, of course, is a part of a good, overall school program. In the first place, the school must have definite specific aims. It must then plan pupil experiences which will achieve the aims of the school. Then it must evaluate the degree to which it is accomplishing the aims of the school. Evaluation is simply giving an answer to the question: "How well are we achieving the aims of the school in the case of each individual pupil"?

It has been noted that the secondary schools have three primary aims: (1) developing each individual as nearly as possible to his potential maximum on the basis of his needs, interests, and aptitudes; (2) developing each individual as a desirable social being and a good citizen; (3) helping each individual become vocationally competent. These aims are very general. For purposes of the curriculum they must be broken down into very specific aims. For instance, the aim of helping the pupil become a good citizen may be broken down into dozens of specific aims, as shown in Chapter II. One of these, among many, is to help each pupil develop into a tolerant individual in his behavior toward other people. Taking this one item, which will be only one of dozens of specific aims, the school plans, with the co-operation and participation of its students, certain experiences which will lead, it is hoped, to the development of tolerance in behavior toward other people. The next step is to find out the degree to which pupils have developed tolerance. Before evaluation of this factor of development is attempted, the teachers must decide upon the type of evaluation or measuring instrument which will indicate the degree to which tolerance has been achieved. In this case is a pencil-and-paper test suitable? Probably not. The student might give a favorable reaction toward tolerance in a test because he knows that this reaction is expected, and still be most intolerant in the classroom, in his club, on the playground, and other places. The best evaluation technique for such a factor would be observation of the pupil, continued over a considerable period of time.

The point is that before a school can have a program of evaluation it must know what its purposes are. It must know not only its major purposes, but its purposes in detail. Each subject field has its purposes, and each unit of work within a subject field its detailed purposes.

The aims of the school, the aims of its subjects, the aims of its units of work within subjects, and the aims of other activities should be listed not merely in terms of knowledge. The aims of the curriculum and its sub-divisions should be stated in terms of: (1) knowledges; (2) understandings; (3) desirable attitudes; (4) desirable habits; (5) ideals; (6) skills and abilities; (7) and appreciations. The evaluation program should then be worked out so as to determine the degree to which the desirable knowledges, skills, abilities, habits, ideals and attitudes and appreciations have been achieved. Evaluation of these factors is not something that takes place only at the end of the year. Evaluation occurs continuously, during every day of the school year. The purpose of evaluation is not primarily to determine grades, or to send reports home to parents, or to get pupils into higher institutions of education--its one major purpose is to measure the growth and development of young people. An analogy might be made with a carpenter building a house; his work is evaluated on the basis of how excellent is the house he has built--not on the basis of how high a grade he makes on a test over the theories of woodwork and carpentry.

Specific Purposes of Evaluation

The general nature and purposes of evaluation have already been indicated. It may be helpful to list some of the specific purposes:

1. The primary purpose is to determine the growth and development of the pupil in terms of knowledges, understandings, skills, abilities, attitudes, ideals, habits, and appreciations.
2. Through evaluation of the progress of his pupils, the teacher can determine how well he is doing his own work. Failure of pupils is as often the fault of the school as the fault of the pupil. For instance, if a teacher finds through evaluation that few pupils in the class are developing the desired attitudes and habits, the reason for this failure is somewhere in the classroom or school itself. The conditions causing failure should be discovered and corrected.
3. Through a complete evaluation program, the school can determine whether it is accomplishing its aims.
4. The pupil can discover, through self-evaluation, whether he is achieving the purposes he helped set up in a unit or work or subject.
5. Evaluation has a great deal to do with the efficiency of instruction. The teacher during the course of a year will use many methods and procedures in teaching. Through evaluation he can determine which of these are relatively the most efficient in terms of accomplishing the aims of the school or subject. Through evaluation the teacher also can determine the relative value of the teaching materials used in the program of instruction. Through evaluation of learnings the teacher may discover that the standard textbook being used is deficient.
6. Through evaluation, particularly through the use of standard tests, the school may compare the results of its educational program with the results in other schools. Comparison of schools, however, has an element of danger in that it may result in competition among schools; this in turn may have the further result of causing teachers to prepare students to make high scores on standard achievement tests. This is of course undesirable, since it subverts the real aims of the secondary schools to that of passing tests with high scores.

Evaluation Instruments and Methods

1. The Standard Test

The standard test -- intelligence, achievement, and other kinds -- is often used as an instrument of evaluation. It has many worthwhile uses for that purpose. A standard intelligence test that is valid and reliable can be used, within broad limits, to determine students' capacity to do school work. For instance, if a pupil makes a score of say 125 (I.Q.) on a standard intelligence test, but his work is below the average

of that done in the class, something obviously is wrong, and the pupil needs guidance in learning. I.Q. scores will also give teachers some general ideas on the amount of accomplishment they should expect from students; obviously it is unwise to try to hold a pupil with an I.Q. of 80 up to the same standards in every field of accomplishment as one with an I.Q. of 130.

The standards of teachers vary widely in evaluation. Standard tests set objective standards for evaluation rather than subjective ones. The standard test may provide the teacher with a standard by which to judge whether the level of his class is higher or lower than the average standard that was arrived at when the average was obtained during the standardizing of the test. In the case of standard achievement tests, they should be designed to measure the achievement of the aims of the new education, rather than the subject matter aims of the old. Upper secondary and higher institutions may use them as a more reliable and fairer basis for selection of pupils than the old, incomplete entrance examinations.

The standard test must have validity and reliability. Validity means the fitness of the test for measuring what it is designed to measure. Reliability means that the same result can be expected from the test, even if it is conducted by another person, or when it is repeated.

Each principal should be interested in inaugurating a standard testing program in his school, but this should be preceded by a thorough in-service training program, participated in by the principal and staff, before the program is attempted. It does not matter how long the program of training takes -- no testing program involving use of standard tests should be attempted until the members of the staff understand standard test forms and purposes, and the procedures of giving and interpreting them. Otherwise it is probable that there will be false interpretations of test data which may result in actual harm to the pupil.

The school may wish to use the following kinds of standard tests: (1) Intelligence; (2) achievement; (3) character; (4) interest inventory; (5) aptitude; (6) behavior. Intelligence tests can be used for giving guidance as to how much work the student can be expected to do, and to provide work suited to his intelligence level. Achievement tests can be used to compare achievement with a nation-wide standard, if the test were standardized on a national basis, and to reveal reasons for any areas of non-achievement, which can be remedied. Aptitude tests can be used to some extent to indicate specific aptitudes in music, art, scholastic achievement, and in various skills and abilities involved in the different vocations. Interest inventory tests can be used to discover pupil interests as a basis for guidance and evaluation.

2. Teacher-Made Tests

Not enough standard tests are available, or are likely to become available, to take care of the testing program of the school. Even if

large numbers were available, they would not suffice for all testing purposes. This is particularly true in the field of achievement tests. The aims of a particular subject and its units will vary considerably from school to school, and the content of the subject in terms of pupil experiences will not be quite the same in one school as in any other. For this reason it is likely that well-constructed teacher-made tests will be superior to standard achievement tests for purposes of evaluation. Each principal should hold himself responsible for seeing that there is in his school an in-service training program designed to acquaint his staff members with the making of test questions and problems according to approved methods.

The essay-type question has been used by teachers a great deal. It has had the disadvantages that questions were often vague, indefinite, and did not test for specific aims. Marking by teachers was quite subjective; one examination paper submitted to different teachers might result in scores from 0 to 100 when a percentage scale of grading was used. New-type or objective type tests have been used a great deal during recent years, and to some extent have corrected the deficiencies of the essay-type test. However, the essay-type is still desirable, or in fact almost indispensable for testing certain kinds of outcomes. Essay-type questions can be so phrased as to test specifically for ability to write summaries and short narratives, to make explanations, to use creative imagination, to express opinions, to relate cause and effect, to make applications of knowledge to a practical situation, to interpret correctly, to make selective recall, to make comparisons, to make contrasts and to show the significance of an event. Most of these cannot be tested for by use of new-type or objective-type tests.

The new-type or objective-type tests are particularly useful in testing for knowledges, understanding and skills. They have the advantage that teacher opinion does not enter into their scoring. All members of the staff should have training in the construction of different kinds of test questions, including: completion type, matching type, multiple choice type, true-false type, and others. (For additional information on objective-type tests, see General Volume of the Courses of Study, Handbook on Pupil Guidance, Handbook on In-Service Training, Handbook on Pupil Selection. For additional practical information on essay-type tests, see Handbook on Pupil Guidance.)

3. Self-Evaluation

Letting pupils evaluate themselves and their own progress is a method which will stimulate learning. It is generally better for a pupil to compete against his own record than to compete against other pupils. Pupils may keep scores on a graph of the results of their work in class or the results of periodic short tests. They may list the aims of a unit of instruction and evaluate their own progress toward accomplishment of the aims. They may evaluate their own personality traits and behavior by scoring themselves on a personality rating scale. Pupils in a class may discuss rather frequently the topic: "Are we accomplishing the aims

that we set up for the unit?" Each pupil may rate himself on a 5-point scale as to his attitudes and behavior.

Pupil records kept by themselves and ratings made by themselves must of course be as honest and objective as possible. Teachers should help pupils develop standards for their self-ratings. Through self-evaluation, pupils will discover their own defects and will be able to establish a plan designed to overcome them.

The teacher usually will make ratings of pupils separately, and compare his ratings with theirs, and give guidance to pupils based on the comparison. The teacher in such a case does not adversely criticize the pupil's record, but finds out why there is a difference. A pupil may either rate himself too high or too low.

4. Logs, Diaries and Autobiographies

These three devices are valuable instruments for evaluation of attitudes, interests, and abilities. The pupil log is a written record of the pupil's activities, kept by himself for a short period of time, from perhaps a week to two weeks. During this period the pupil lists all of his activities, both at home and at school. From this record the teacher can discover interests, attitudes, ambitions, abilities, habits and the development being made in respect to them. Also, the log will reveal many things to the student himself. A more effective use of time may be planned by the teacher and the pupil. The logs may reveal valuable leads to the interests of the pupil. For instance, the teacher may find that a pupil who is shy and does not enter into group work very well has an interest in watching the stars through a small telescope. In an appropriate science unit this pupil might be made chairman of a committee to organize a star-gazing party. Since this pupil may already know more about the stars than the other pupils on the committee, he will gain confidence and tend to overcome his shyness.

The pupil diary is kept without time limits. The pupil over a period of time writes down things that interest him or seem important to him. This will help the teacher evaluate ideals, attitudes and habits. Diaries also often reveal problems, ambitions and interests which may be utilized in the teaching program.

The autobiography is a history of the life of the individual. It also reveals interests, abilities and aptitudes of long standing, and problems which have concerned the pupil for some time.

5. Observations

Observations are an almost indispensable instrument of evaluation. Learning is in a real sense a modification of behavior. The point can be made that if there is no modification of behavior, there has been no real learning. Some types of behavior are almost impossible to measure by pencil-and-paper tests. For instance, a pupil may have "learned" in theory how to get along with people, but in practice actually not get along at all. On a paper-and-pencil test he may express satisfactorily the attitude that he should work with other people to achieve common goals

or aims, but in practice refuse to work smoothly with other pupils. In such a case, observation of the pupil's failure to adjust to other people is of great value in evaluation.

Observation as an evaluation technique is most valuable if several observations, preferably by several different people, occur over a considerable period of time. One observation of behavior may not be indicative of habitual behavior.

Observations may be planned or by chance. In the planned observation, the teacher has a definite aim in view, and directs the observation in accordance with the aim. The teacher makes notes on each observation; as a part of his notes he gives the significance of the evidence, notes down the follow-up action planned, and gives later on the results of the follow-up action or guidance. The notes are ultimately filed in the cumulative record folder.

This technique of collecting data is almost indispensable, but can be misused and abused. The teacher must start with a helpful, objective attitude. He observes the pupil in order to find out whether the aims of the school, the subject, or the unit are being accomplished. Teachers must conscientiously practice this technique. Each teacher should take a tentative attitude toward the conclusions reached from his first observations, particularly if he has not had a considerable amount of experience in using the technique.

6. Interviews

The interview is a friendly face-to-face meeting between the teacher and pupil. It is characterized by warmth, friendliness, understanding and interest on the part of the teacher. There is always an aim in an interview; for instance, the aim may be to find out the home factors that are interfering with a pupil's school work. The interview may be used for guidance purposes, or for evaluation, for discovering attitudes, interests, ambitions, and abilities. The interview cannot succeed unless mutual confidence is established. It is obvious that the teacher must keep the results of the conference in strict confidence. The student must be put at his ease; otherwise the interview will fail. The pupil must not feel that he is being scolded, talked down to, or his affairs pried into. A record is kept of the interview; during the interview the teacher may have learned a great deal about the behavior of the pupil. The results are recorded, and follow-up guidance is given if necessary. The record of the interview, if it is important, is filed in the pupil's cumulative record folder.

II. Recording Results of Pupil Progress

Importance of Records

Records are important in the work of the school, not only to the school but to the pupil. To be of value, however, they must be accurate, comprehensive, easily available, and show the progress of the pupil over

a considerable period of time. In the past too little attention has been given to student records. Now, with an expanded program of secondary education, records are of greater importance than ever before.

The types and numbers of records to be kept will necessarily depend upon the size of the school as well as the adequacy of the clerical staff and the time that teachers can devote to the work. If the office staff is large, more detailed records may be kept than in schools with little or no clerical assistance. Regardless of the type of records, they should be accurate, clear and easily understood. Every principal should give personal attention to this most important matter and adopt a record system that will be most helpful to both the students and the school. Records are absolutely necessary if the educational program is to succeed.

Some of the most important reasons for keeping a good set of records are outlined below:

1. To understand and aid in the educational growth of each pupil.
2. To form a basis for communication with parents.
3. To provide a basic report for a student transferring from one school to another, going to college, or getting a job.
4. To provide a basic background for guidance.
5. To provide an achievement record.

Contents of Records

School records in the past have been limited largely to records of physical development, attendance, basic school and home history of the student, record of grades made in subjects, and some rating of character or behavior traits. The basis of school records has been the rating or grade or mark given to the student for work in each subject.

There is considerable reason to doubt the wisdom of giving marks as they have been given in the past. To illustrate this point, suppose a student receives a rating of Superior in National Language in one school; another student a rating of Below Average in another school. Standard achievement tests in national language may reveal that the accomplishments of the two pupils in the field of national language are approximately the same. The difference is caused by different standards of evaluation in the two schools. What, then, does the grade of Superior or Below Average actually mean to parents and employers? Furthermore, there is a question as to just what a certain single mark in National Language means. National Language may be said to have five major aims: (1) to develop the ability to read rapidly and with comprehension; (2) ability to express oneself effectively in writing; (3) ability to speak effectively in different situations, such as conversation, informal floor talks, speeches, over the telephone, etc.; (4) to listen with understanding;

(5) to understand and appreciate literature. If a student receives the grade of Below Average in National Language, does it mean that he is below average in the accomplishment of all of these aims. Actually his speaking ability may be far above average, his writing ability far below, his listening ability about average, his appreciation of literature considerably below average, and his ability to read effectively just above average. The one grade then actually means nothing, at least to parents and employers. No one can tell from this one grade just where the pupils' deficiencies lie.

One justification often given for marks is that they stimulate work, so that in competition with others the student will study harder. In answer to this claim it may be said that if the student is studying for the sake of the artificial stimulation of marks only, he is not likely to develop an actual interest in study, and will perhaps discontinue study after the stimulus of marks is removed.

In this book there have been frequent statements to the effect that each pupil should be helped to develop according to his own individual interests, needs, and capacities. Suppose one student with great capacities progresses hardly at all during a school term; another student, with less capacity, improves a great deal. On an examination the former may make a better score than the latter; should the superior student then, be given a grade indicating progress when he actually has made none at all, and the less able student given a lower grade, even though he has progressed to the maximum extent allowed by his abilities?

In the new secondary school there is no justifiable reason for developing an arbitrary, fixed standard and expecting all students to meet it. Each student should be educated according to his own abilities. Some principals will answer to this: "But we must have some basis to compare students because of the necessity of selection at the 9th grade and 12th grade levels". If there must be records for this purpose, then they should be kept in the school office without divulging their contents to pupils. Furthermore, they should be much broader than merely school subject marks; selection should be based not only upon scholastic attainment, but development of personal interests and abilities and development of good citizenship behavior traits. So far as the progress of the student himself is concerned, his record should be compared with his own past records and his own capacities. Trying to hold all students to one standard can result in a great deal of frustration and harm to the student.

Cumulative Record

The best method of recording pupil progress is, it is believed, the cumulative record. This record serves as a means of continuous recording of evaluation of growth in respect to all of the aims of education. There is a place in the record for information as to development of knowledges, appreciations, interests, understandings, attitudes, habits, ideals, skills, and abilities over a period of years. The cumulative record should begin when a child enters the first grade of the elementary school, accompany him from the elementary school to the lower secondary

school, be kept throughout the lower secondary and accompany the pupil into the upper secondary school. It contains all of the other records kept which concern the pupil: notes on interviews and observations; standard tests scores; physical growth; school marks; and ratings of behavior characteristics.

This record may follow several forms. It may consist of a manila folder large enough to contain a mass of records. The four sides of the folder may consist of printed forms for entry of summaries of the data in the cumulative record. The folder itself may include copies of tests given, physical examination blanks, self-rating scales, anecdotal notes, pupil diaries, behavior summaries, graphs of pupil progress, records of participation in school activities, and examples of work. The summary form records a summary of all this data. It must be pointed out that the summary form itself is not so important as the entire cumulative record. The cumulative record system cannot succeed unless teachers have a genuine interest in the pupil and his development. If it is treated simply as a form to fill out, it will be useless.

The cumulative record should not be used without adequate preparation and understanding. Use should be preceded by a complete in-service training program. Each school should work out a form which suits its needs. There is no good reason to use a standard form on a national basis.

The value of the cumulative record is that it is cumulative; it shows the development of the pupil over a long period of time. The pupil is a developing organism; it is not possible to understand him from the records of one year only. The cumulative record permits teachers to see a pupil's entire development over a long period of time. Since there is continuity in education, the records of development must be continuous.

The needs of pupils can be met only when there is an abundance of information concerning them. Their problems, attainments, attitudes, interests and possibilities are rarely, if ever, understood except over a long period of time. The present pupil has been influenced by past experiences; therefore it is necessary to follow his experiences year by year.

It is suggested that home room teachers should be made responsible for keeping the cumulative record forms. All teachers of a pupil contribute information to the home room teacher. The teacher sponsors of pupil clubs and other groups also submit reports. The final yearly summary entered on the Cumulative Record Summary Form should generally be filled out by the home room teacher.

Although teachers are largely responsible for keeping the record, principals are responsible for the school's program of evaluation. This means that principals should have a complete understanding of the cumulative record and its potentialities, and be responsible for the program which will acquaint teachers with its practical use. (See publication "Pupil Guidance in the Upper & Lower Secondary Schools" for additional information concerning the cumulative record).

Other Records

The cumulative record follows the student throughout his school career. When he enters the lower secondary school from the elementary school, his cumulative record comes with him. When he enters the upper secondary school, his record accompanies him. When he transfers from one school to another, his cumulative record is also transferred. Hence, for its permanent records, the school needs another form. The permanent record of the school need not be so detailed as the cumulative record. It may actually consist in most cases of one card printed on both sides which contains a summary of the attendance and accomplishments of the student in the school.

A word must be said about the transference of the cumulative record along with the pupil. Just as the organization of the school office is a good index of the organizing ability of the principal, so is the transference of pupil records from one school to another an index of the professional and ethical competence of the principal, as well as either a credit to or adverse reflection on the school which he administers. It is not necessary to remind ourselves again that schools exist for the students, and their welfare, and every consideration should be provided to help them in their endeavors.

Principals in the past have often given little attention to the importance of promptly transferring pupils' records when students were transferring to another school or university, or when they desired records for employment purposes. Such neglect is demoralizing in its effect on the students, and reflects incompetence upon the administrator of the last school attended. Actually the records should precede the students if at all possible, in order to provide accurate information in arranging for the educational or vocational placement of the individual.

In addition to the necessity of speed in the transferring of the records, they should be accurate in every respect, for administrative effectiveness. With accurate, detailed information available, the receiving school will be better able to help the new student--for after all that is why we maintain schools.

III. Reporting

Aims of Reporting

The school records pupil progress not only for its own purposes, but in order that it can report to parents and guardians on the progress of their children. This report means a great deal to both students and parents. A report of a student's class work should be so planned as to present information that will contribute to the continuance of his growth. The report should express the spirit and educational philosophy of the school. Therefore great care should go into its preparation in order that the greatest possible benefit may result from it.

The following aims for reporting to student and parents are important and should be given important consideration by secondary schools:

1. To help pupils appraise their work.
2. To report pupils' progress to parents.
3. To provide a basis whereby the home and school may co-operate to help the student.
4. To show improvements in the professional knowledge and skill of the teacher through the appraisal of their pupils.

Scope and Contents of Report to Parents

Most reports to students and parents in the past have been inadequate. The improvement of these reports as a means of better serving their function, that of conveying helpful information about the pupil's work from the teachers to the parents, needs much study. Secondary school principals should find an interest here that will challenge their professional skill as well as their ability as an educational leader. In so doing two main fields will demand most of their attention, namely, (1) the interpretation of progress in the subject areas in terms of understandable goals and objectives, and, (2) the appraisal of pupils growth in terms of certain character traits being developed by pupils rather than mere growth in the subjects of instruction.

A more detailed outline follows:

1. Every phase of the student's development should be recorded.
 - a. Intellectual or mental
 - b. Physical
 - c. Social
 - d. Emotional
2. Special abilities and achievements should be reported.
 - a. Natural ability of the student
 - b. Present achievements
 - c. Rate of progress
3. Suggestions should be made that will help students improve in the future.
4. School attendance should be reported.
5. Behavior traits should be reported.
6. Personality traits should be reported.

7. Character traits should be reported.
8. Reports should be clearly written and thoroughly explained.
9. Special reports, in addition to the regular periodic ones, should be made at any and every time when conditions or circumstances require.

No exact form of report will be indicated here, since it is desirable that each school develop its own. In the light of the previous discussion in regard to school marks, it is obvious that merely sending to parents a record of grades made in subjects is not sufficient. To a parent a Superior or Inferior grade in a subject such as mathematics means nothing. It does not indicate the real progress of the student, or show where his weaknesses lie.

The report form can be made out from the result of pupil progress shown in the cumulative record. In the cumulative record pupils are not given one grade for a subject. Each subject is broken down into specific aims, and rating is made of the accomplishment of each aim. Furthermore there is a rating of traits indicating personality and character development, and a record of problems encountered and the method of their solution. A report based on these factors should be of infinitely more use to parents and to employers than the report forms which generally have been used in the past.

References: "Pupil Guidance in the New Upper and Lower Secondary Schools", Ministry of Education, 1949.
Section XIII, "Desirable Characteristics of the New Upper and Lower Secondary Schools", Ministry of Education, 1949.

CHAPTER XIII

SPECIAL SERVICES

The educational program of a good secondary school includes a great deal more than the teaching of subject matter. In fact its breadth is as wide and varied as the imagination of the principal who directs it. There is no limit to the opportunities and services it may offer youth, provided there is a will, a plan, and an effort to enrich the instructional program on the part of the administrators and teachers.

There are several services that are of particular importance in the education of youth, and each principal should be thoroughly familiar with them.

I. The School Library

Place of the Library in a Secondary School

The library of a secondary school should harmonize its philosophy with that of the institution of which it is a part. The shift in emphasis in public education in our country from the traditional textbook and memorization methods, which aim primarily at the acquisition of facts and skills, to that of our new school with its concern for the attitudes, interests and ideals of youth, gives a new importance and position to the school library. The newer philosophy has as its core a wider democratic concept of education which expresses itself as a recognition of the individual differences of youth and their need of a more varied, active, and realistic curriculum. The library is in a position to help meet this demand.

The school library should not be considered merely a place for collecting and storing books, but rather the center and integral part of the educational life of the school. The application of such a policy becomes more effective when the principal thoroughly appreciates its use and so organizes his school that the library is interpreted in terms of education as a whole and never as a separate part or division of the school. It should include the basic reading materials, index and reference facilities, charts, pamphlets, magazines, globes, etc. which are necessary to enrich and make effective the educational program. The library can become even more useful if it begins to build up collections of pictures, phonograph records, models and specimens. The collections of materials found in the specimens rooms more properly should be a part of the library, available for the daily use of classes and individual students. Several basic principles underlying the planning and organization of a school library are:

1. The library is an essential agency in the school program at all levels.
2. The library most closely integrated with the school is developed from within the school.

3. The basic objectives of the school library are identical with the basic principles of the school itself.
4. The school library is a service agency and an instructional agency. It should include all types of teaching materials in all subject fields and serve all grade levels and departments.
5. Study in the library should not be considered, as it often has been in the past, "extra curricular". Each student should have an opportunity to spend several hours a week in the library, on regular school time.
6. The entire program of the school might well have the library as its center.

Specific Purposes of a School Library

The existence of the school library is far more important than many principals, teachers, or students realize. A school library which operates as a separate unit fails to fulfill its purpose in the school program. Learning acquired in the classroom finds a proving ground in the library, and discoveries made in the library should serve to stimulate classroom interest if the activity is to be of value. Properly organized and administered, and properly understood by the teaching staff, the library can and should be a unifying force which will serve to fuse educational experiences within the school.

Other purposes of the library are:

1. To occupy an effective place in the school program as it strives to meet the needs of pupils, teachers, and community.
2. To provide boys and girls with a variety of materials and services most appropriate and most meaningful in their growth and development as individuals.
3. To stimulate and guide pupils in all phases of their reading that they may find increasing enjoyment and satisfaction and may grow in critical judgment and appreciation.
4. Help boys and girls become skillful and discriminating users of books and of all types of printed and audio-visual materials.
5. Aid teachers and administrators in programs for the continuing professional and cultural growth of the staff.

Because of its tremendous importance in the new school program, every principal should select as one of his most important tasks the creation of a school library. It will not do to say that because there is a shortage of books and other materials and a shortage of funds that there cannot be school libraries. It is true that these are great

obstacles, but they can be overcome in time. The immediate task is to start with whatever is at hand in the way of books, magazines, newspapers, pictures, phonograph records, models, specimens, pamphlets, maps, globes and other materials. Choose one of the good, large rooms of the school and convert it into a school library. Place these materials in the room and classify and catalogue them for pupil use. Place tables and chairs in the room, and so arrange the schedule of the school that each pupil has an opportunity to use the library for a number of periods a week. The important thing is to make some sort of a beginning, even though it may be a small beginning, and keep going on from there. No secondary school should be without a library. (Additional information concerning the organization and staff of the library may be found in the Library Handbook published by the Mombusho.)

II. Audio-Visual Education

Responsibilities

The principal as the administrator of school policies and procedures should develop and give educational guidance to the audio-visual program in the school. Wherever possible, the principal, with the co-operation of his teachers in utilizing these aids, should select from the staff a qualified person to direct or co-ordinate the program, and be responsible to the principal for carrying out the necessary duties and responsibilities. In very small schools, the principal might be the person to co-ordinate the program as well as being responsible for it.

Inasmuch as audio-visual materials can be utilized in all phases of the school work, it is of paramount importance that the person in charge promotes the use of these materials for the best interests of the total school program. The person in charge may have the following responsibilities:

1. Care of the equipment.
2. Operation of the equipment.
3. Cataloging of films, slides, etc. that are available.
4. Record of the educational value of each film, etc. used for future reference.
5. Schedule for use of equipment.
6. Ordering and dispatching films, slides, etc.
7. Provision for teachers to preview educational materials.
8. Helping teachers understand the use and operation of the equipment.

9. Organizing an in-service training program in the proper use of audio-visual materials.

Use of Equipment and Supplies

Ideally each school should own its audio-visual aid equipment. However, due to excessive cost as well as a limited supply, such a condition may be neither expedient nor practical for some time to come. Therefore, for the present, schools will have to depend largely upon the prefectural audio-visual library for equipment and films, slides and other aids.

The principal should therefore be familiar with both the materials and equipment available as well as ways and means of securing them from the prefectural audio-visual library. To make more visual materials available, there have been allotted some 1,600 motion picture projectors and 800 combination film slide and opaque projectors among the 46 prefectures, for use of the schools. In addition to the equipment, films and other aids that have already been made available to the schools, additional supplies will be allotted from time to time.

Because of the limited supply, it will be necessary for the prefectural library to schedule the use of all aids as well as to provide help in the training of teachers or other representatives of the school in the use and operation of such aids. It will therefore be advantageous and perhaps necessary for each school principal to send a representative teacher or teachers (the number depending upon the size of the school) to be trained in the use and operation of the equipment, as all operators will have to be licensed. It will also be necessary for the principal or his representative to work out details of scheduling the securing of equipment and supplies with the director of the prefectural library.

In addition to the use of motion picture films, slides, and other aids, each school should pool its efforts in securing and accumulating many and varied type pictures and other necessary aids under the direction of the school librarian to be used by the staff in their classroom work. Such a library for local use should form the basis of a good visual education program to be supplemented by the special slides and pictures coming from the prefectural library.

Use of Radio

Radio programs for pupils of secondary schools are broadcast almost every school day over the national network. It is anticipated that school broadcasting will continue on a permanent basis. These programs contain supplementary materials related to units of study in social studies, science and other subjects, and often are concerned with special curricular activities, use of the library, personal - social adjustment, recreation and other topics of interest to pupils of both the upper and lower secondary schools. Principals who do not take advantage of these programs are ignoring a valuable supplementary

curriculum resource. Every secondary school, as soon as it can secure proper equipment, should utilize to a considerable degree the Pupils' Radio Hour, usually broadcast every school day. Through bulletins issued by ECJ, correlation between radio programs and the work going on in the classroom can be planned in advance.

Principals should also consider the desirability of utilizing the Teachers' Radio Hour in the school's program of in-service training. At the present time (1948) this program is broadcast three times weekly, and it is expected that it will continue on a permanent basis.

III. The School Lunch Program

The school lunch program is a very important phase of the school program and therefore requires the attention and supervision of the principal in the same way as any other school activity. At the present time this program is confined generally to the elementary schools, where it has proved itself as being extremely beneficial to pupil health. As soon as possible it should be extended to the lower and upper secondary schools.

Size and Equipment

The size of the lunch room as well as the equipment therein will vary with the size and location of the school and the number of students that patronize it.

Location

The location of a lunch room is very important. Far too many are located in disagreeable and poorly accessible places, whereas they should be housed so as to be easily accessible and have appropriate equipment to make service efficient and the patrons comfortable.

In providing for the lunch room care should be taken to see that the floors and walls are covered, if possible, in order to eliminate excessive noise. Draperies often help modify noise as well as provide a homelike atmosphere.

Supplies

The planning, purchasing, storing, and serving of food always present a number of administrative problems. Here again the principal will often be required to pass on the efficiency of certain devices as well as to help in the formulation of policies in conjunction with the director of the lunch room. The director of the lunch room or lunch program should generally be the head of the home economic department. Students from home economics courses can assist a great deal in planning balanced menus, preparing food, assisting in serving food, and helping in the general management of the lunch room. This work can be correlated closely with the home economics curriculum and be considered a regular part of class work.

Smaller secondary schools generally have a limited amount of specialized equipment. However, with careful planning a small lunch room can render an invaluable service to the boys and girls with only modest equipment.

IV. Health and Safety

Maintaining good health and being physically fit at all times is an obvious need for all boys and girls. It is the responsibility of the secondary schools to see that this basic need is met. The principal, as the responsible head of his school, must not forget that human life is dear, and to each parent the health and safety of their children is the most important thing in the world. Too, if the chief function of secondary education is to serve and promote the welfare of youth, their health is of first consideration.

A close examination of the secondary schools does not indicate a real consciousness of the importance of health and safety by most of the principals. In fact, most of the schools could not pass a routine examination for cleanliness and sanitation on the basis of standards now established. The principal cannot afford to be negligent concerning this important function, where the very lives of pupils are at stake. In most cases, the situation could easily be remedied by a little closer personal supervision by the responsible head of the school--the principal.

If boys and girls are to be expected to be happy, healthy, and safe from accidents they must be provided with a healthful and safe environment. The principal of each school is personally responsible for seeing that the environment provided for the pupils of his school is healthful and safe in every way.

The following check-list may be used as a guide:

1. Buildings and Grounds

a. Are the rooms adapted to the changing and more modern education program? Are unnecessary noises controlled? Is the seating arrangement such that students have the best possible light and are most comfortable? Is it easy to maintain order without sacrificing friendliness and informality?

b. Have all fire hazards been eliminated? Careful placement of fire extinguishers and fire hydrants and repeated check of this equipment is necessary. Instructions on how to proceed in case of fire must be posted everywhere and students must be drilled in the proper procedure.

c. Have all safety hazards been eliminated? Slippery floors, high narrow steps, and lack of strong railings are serious hazards in

a school and should be remedied. Students must also be protected from improperly placed and angular furniture and equipment.

d. Is adequate lighting provided? Artificial lighting should be used on cloudy days. Do custodians clean windows and lighting fixtures when needed? Window shades should be kept in good repair and adjusted properly. Avoid placing blackboards between windows. Arrange tables so that pupils neither face nor have backs to the windows.

e. Is adequate ventilation provided? All rooms should have thermometers to help regulate ventilation and temperature. A transom or door should be opposite the windows to make proper ventilation possible.

f. Toilets must be clean and without odors. Stall partitions should be of non-corrosive and durable material.

g. Drinking fountains should be strategically located, with ample room around them. The water should be checked frequently to meet approved health standards. The fountains should have drain catch basins to take care of the splash and overflow.

h. The gymnasium must carry the major load of the boys' and girls' physical education program during the colder season and a big portion of it during the rest of the year. An adequate gym will not only provide for sufficient floor space and the needed equipment for such a program but will also have a teachers' room, adequate showers, dressing rooms for boys and girls and a storage room for the equipment. Floors and the equipment must be cleaned antiseptically quite often because of the danger of infections to students. These floors also should be covered with floor seal to avoid drying out and splintering. Good ventilation is of particular importance in the gym because of the need for good air when students are physically active. The temperature should be about 5 degrees lower in the gym than in regular classrooms.

i. A swimming pool can make a great contribution to the health and welfare of the students if care is given toward its proper sanitation and upkeep. Bacteria count of the swimming pool water must be made daily, and oftener if the bathing load is heavy. If there is no filtering system attached, the water must be changed frequently. Proper chlorination of the water must be observed as indicated by bacteria content. Safety regulations such as not running on the deck surrounding the pool, pushing students into the water, etc. should be posted. Facilities such as showers for washing off before entering pool and rooms for dressing must be made available near the pool.

j. Hand-washing facilities should be available in all laboratories, if possible on a ratio of one basin to 50 students. In addition a washbasin with running water, if possible, should be placed in each classroom to encourage the washing of hands before meal time.

k. The arrangement and sanitation of the kitchen, lunchroom and subsidiary facilities require careful planning and supervision by the principal of a secondary school. Personnel in charge, and responsible for doing the work in connection with the school meals, must have ready access to wash rooms, toilets and rest rooms. The kitchen and lunch room must be kept free from germ carriers such as rats, flies, etc.

1. The health room should be located at a quiet place and near the teachers' room, with ample sunshine and fresh air. Adequate beds, a scale for measuring height and weight, and closed-in-shelves with locks for medical supplies and instruments should be in every health room.

2. Healthful School Living

a. An appropriate school environment conducive to optimum health and safety in all respects of the pupil's school day is necessary for healthful living.

b. Administrative policies have a direct bearing on healthful school living, including:

- (1) Proper scheduling of classes.
- (2) Length of the school day.
- (3) Amount of homework.
- (4) Amount, type, and time of special curricular activities.
- (5) Freedom of teachers and pupils from fear, anxiety, stress and fatigue.
- (6) Avoidance of autocratic demands for rigid school behavior.
- (7) Adequate physical facilities for wide and varied programs.
- (8) Adequate attention to and supervision of all sanitary conditions.
- (9) Adequate attention to all hazardous, defective, and dangerous playgrounds, buildings, equipment and supplies in the interest of safety and prevention of accidents.

3. Health Instruction

Health has been recognized as a primary objective of education. No time allotment or claims of other subjects should crowd out time for adequate health instruction. Since health depends on heredity, environment and the individual will, it is the obligation of the secondary school not only to provide the proper school environment, but to give

the student, through health instruction, the standards, ideals and knowledge of ways and means of improving heredity, environment and his own individual self in relation to these two.

Recognizing the needs of his students for sound health instruction, it is recommended that the following be observed by the principal of each school:

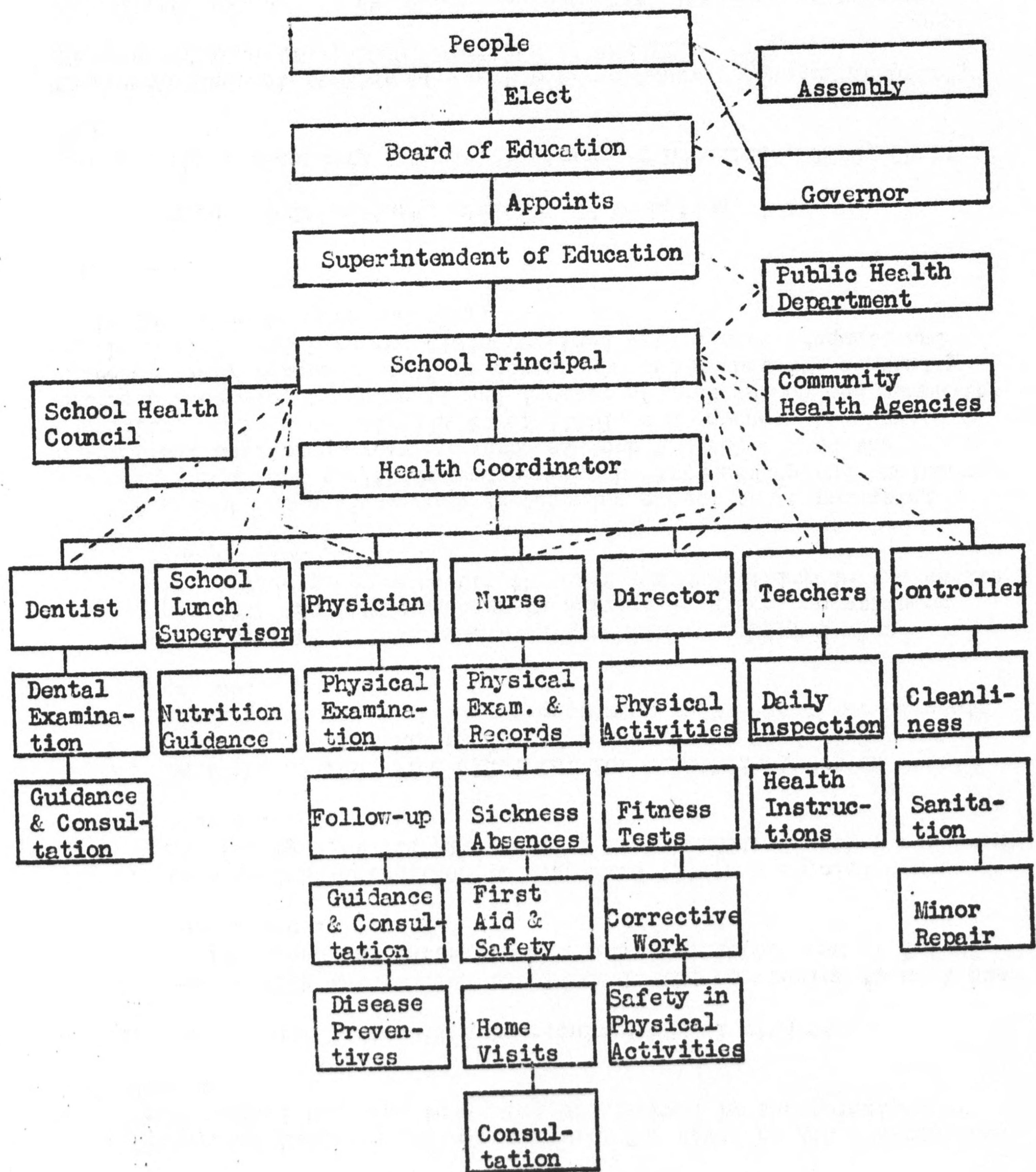
1. That health instruction be required of all students.
2. That health instruction be placed in the curriculum to meet the health needs and interests of early adolescence and of later adolescence.
3. That health instruction be organized (1) in a special course, and (2) by definite placement of health units in other required courses.
4. That the minimum time allotment for health instruction should desirably be a daily program for one year in the eighth or ninth grade and a similar requirement in the tenth or eleventh grades.
5. That trained health education teachers be employed where possible and that teachers in service be given a continuous in-service program to fit them for responsibility in the health instruction program.

Throughout the nation, postwar planning groups are emphasizing the need for a more realistic program for health, safety and wholesome recreation, utilizing every resource of both the school and the community. This movement will be of little consequence, however, unless principals, the educational leaders of each school and community, exercise every resource at their command in order that the community may be served, and boys and girls provided with a more adequate and healthful place to work and play.

References:

- "Manual on School Libraries", Ministry of Education, 1948
- "The New Lower Secondary School", Ministry of Education, 1949, Chapter XII.
- "Desirable Characteristics of New Upper and Lower Secondary Schools", Ministry of Education, 1949, Sections XI and XX.
- "The Health Program in the Secondary Schools", Ministry of Education, 1949.
- "Guide For the School Lunch Program", Ministry of Education, 1949.

ORGANIZATION CHART FOR SCHOOL HEALTH PROGRAM



CHAPTER XIV

SUPERVISION IN THE SECONDARY SCHOOL

The Principal As a Supervisor

Secondary school principals must prepare themselves to move into a new era of education. They will assume new responsibilities, and new democratic relationships with the teachers, with the community, and with the superintendent, and boards of education, as well as with the students themselves. Perhaps the most important task the principal has is being an effective leader of the teaching staff in their work of providing adequate education for the students. The old concept of supervision by the principal, in which he did all the planning for the running of the school, and the improvement of instruction, and passed the orders on to the teachers, is rapidly giving way to a new, more effective concept. Today the principal shares his responsibilities with the teachers; utilizes the training and experience of every teacher on the staff to improve the school, and the quality of instruction and guidance of the pupils; discovers and develops latent abilities of the staff members; and helps them to discover their own weaknesses and plan for their in-service training. In the past it was often thought that supervision by the principal meant the random observation of a teacher to see if he was carrying out an order, or was teaching in the manner that the principal might think most appropriate at the time, without knowing how the particular class period fitted into the total pattern of the unit of study, that such desultory observations were subjective, ineffective and unfair, and that the conclusions reached from these unsound practices were in many cases wrong, may be taken for granted. Principals now seek to use techniques of supervision that will help teachers work out their own methods of improving the quality of teaching.

As a leader and supervisor in the school, the principal should possess the following characteristics of the principal as a supervisor:

- (1) Be able to stimulate the teaching staff to work out for themselves many plans for improving their teaching techniques.
- (2) Have a tolerant attitude toward all teachers, and a desire to encourage and help each one to become more successful professionally, both as an individual, and as a member of a group.
- (3) Have the ability to so organize the staff members that they have freedom to make creative contributions to the improvement of instructional techniques.
- (4) Have ability to judge the soundness of newly developed techniques of instruction, and to implement their utilization.

(5) Have an humble and sincere desire for continual improvement of his services to the school; and make constant efforts to train himself better for the job he has undertaken.

(6) Have a broad educational background; sound professional training in modern philosophy and practices of secondary education and administration, and educational psychology, psychology of the adolescent, and teaching techniques.

(7) Have personal qualities enabling him to meet and get along well with the people of the community and the teaching staff.

(8) Have the incentive to take part in community affairs, the desire to interpret the needs and work of the school to the community, and the ability to utilize sound suggestions from the community as to the needs they feel that the school should serve.

(9) He should be interested in the great social and economic problems not only of his community, but of the nation and of the world.

(10) He should be a person of action, working consistently with the staff for the well-being of youth. He should be dynamic, courageous, sincere in the leadership he offers; and should be able to work harmoniously with others in getting his tasks accomplished.

(11) He should be a friend to those with whom he works, discovering in each individual a personality worthy of respect, recognition and understanding.

Aims and Functions of Supervision by the Principal

The most fundamental aim of supervision is to continually improve instruction and all other activities included in the school program as a means of aiding in the wholesome development of the children. The good of the child will be the constant criterion against which all school practices will be judged. Such a thing as good administration merely for the sake of the smooth running of the school for example, is not the most worthy criterion. Rather one should seek for good administration, to use the same example, as a means of more effectively contributing to the progress and full development of the youth of the nation. Again, supervision for the sake of merely developing a well-trained teaching staff is not enough; it is necessary to add the factor that a better trained teaching staff which utilizes every added bit of training in the effort to provide more adequate instruction and guidance of students, is the ultimate aim. Similarly, any organization or association of principals and/or teachers must keep in the foreground the basic criterion for their being, and functioning, which should be ---- the good of the child.

All aims or purposes of supervision are subsidiary to this basic aim. Some of the aims and functions of supervision by the principal that are subordinate to this basic aim are:

(1) Furthering the development of a group of professional workers who, free from the control of traditional attitudes and practices and actuated by a spirit of inquiry, and on attitudes of loyalty to the ideal of serving the needs of children, will attack their problems scientifically and unselfishly.

(2) Providing an environment in which men and women of high professional ideals may work in a creative, intelligent, and vigorous fashion.

(3) Stimulating teachers to identify their strengths and weakness, and through both individual and group efforts learning to solve their professional difficulties.

(4) Effecting leadership in a program of working together - the principal and the teachers - on problems of pupil learning, personality development, on the development of suitable curricular materials, techniques of teaching, appropriate guidance, library, health, welfare, and special curricular activities; on the development of a wholesome and effective philosophy of education, with respect to the role the school, the staff, and all facilities should play in providing for the development of the nation's children.

(5) Providing more adequately for materials and means by which teachers will become better acquainted with the nature and needs of youth and devising and improving ways to provide for these needs.

(6) Providing a means for furnishing new materials, and of exchanging information and practices regarding how to put into practice theories and principles of learning, guidance, educational psychology and the psychology of the adolescent.

(7) Assisting teachers in analyzing critically their activities, and devising means of applying remedial measures to any areas that are concluded to be lacking.

(8) Planning long-term programs of improving every phase of the school; and the in-service training of the principal and staff.

(9) Assisting in a cheerful and kindly manner all teachers needing or desiring help; especial attention should be paid to the new teacher who often feels timid and ill-at-ease in a new situation.

(10) Fostering such a truly professional attitude on the part of teachers and the principal, that all will be cognizant of their primary duty to the welfare of the children attending the school.

(11) Unifying and coordinating all the professional activities of the teachers.

Some Modern Techniques of Supervision:

In order to accomplish the aims of supervision by the principal, and to provide a means whereby supervision can function democratically, it is necessary that many techniques be used. Some of the most common ones in a modern and democratic concept of supervision are:

(1) The encouraging and planning for inter-class visitation among the teachers; with follow-up discussions.

(2) The encouraging and planning of class demonstrations that can be observed by all, and subsequent analyses and discussion.

(3) Appointing various teachers on committees whose function is to study some problem of the school. Prior to appointment the principal will discuss the problem with the teachers and consider their suggestions as to the most likely teachers for the task. Such problems might concern the improvement of the curriculum, teaching techniques, types of special curricular activities needed and desired by the pupils, and countless others.

(4) Holding principal-teacher study and discussion groups, where all are free to participate and make contributions. Planning with the staff the program of studies they wish to undertake.

(5) Selecting teachers to devise and apply teacher-rating scales to measure their own teaching effectiveness. Holding follow-up conferences with any or all teachers concerning the results, and planning programs for improvement with them.

(6) Using bulletins of informational materials, reading lists, book digests, etc. to help keep teachers better informed. Also bulletin boards might be used for posting such information.

(7) Encouraging teachers to attend summer conferences, workshops, take extension courses or employ any other means of improving their professional status.

(8) Encouraging teachers to make a happy use of leisure time, and to engage in recreational activities, and shielding teachers insofar as possible from unjust criticisms of those who regret to see teachers behave as normal, wholesome human beings.

(9) Analyses by the principal of his contacts with the staff in an effort to see that real assistance has been democratically offered by him to the teachers.

(10) Planning special conferences to be held by the school either alone or in connection with other schools, in which teachers participate in both the planning and the carrying out of the selected activities.

(11) Cheerfully visiting teacher's classes when they request it, and discussing their work with them afterward.

(12) Encouraging teachers to form their own local professional associations, and helping them get them organized and functioning.

(13) Encouraging teachers to contribute articles to educational magazines, carry on research, and engage in other creative educational activities.

The Meaning of Supervision by the Principal.

By this time, it is more than likely that the reader realizes both what does and what does not constitute supervision by the principal in a modern philosophy of democratic education. We might summarize by saying that supervision by the principal means fostering in every way possible the professional and personal development of teachers in order that the well-being of the children will be adequately cared for. It means the encouraging of teachers to improve the qualities of instruction; planning with and for them, the improvement of school facilities so that the needs of the child will be better served. It carries the meaning of collating, uniting and coordinating the activities of the teachers in their efforts to understand the child and to provide for his maximum development. It means the giving of true leadership and understanding to the teaching staff, in their tasks of educating the child.

Criteria for Analyzing Teacher Effectiveness. It has been stated throughout this handbook that the schools were operated for the enlightenment of pupils. And supervision by the principal also exists to improve the instruction furnished to children. It is impossible to measure or evaluate every procedure used by teachers because many of the processes are more or less subjective, and many measurable results are not obvious except over a long period of time. Even if adequate instruments were available for evaluating all the results of instruction, it would be extremely difficult to measure adequately instructional methods because of the many influences to which human beings are subjected in and out of school and the complexities of the learning situation. In spite of its limitations, however, there are certain criteria available that will help the principal and the teachers to measure the changes in pupils' achievement, thereby helping the principal to better appraise teaching practices in his work as a supervisor. These criteria are discussed in other chapters.

On the other hand, certain criteria may be easily and quite effectively used for a given situation, as an aid to the evaluation of teacher effectiveness. The following outline of criteria, for the evaluation of teacher effectiveness in a given situation, may be useful to principals

and teachers in their efforts to evaluate the quality of teachers instruction. It may serve as a check list for teachers to use in self-evaluation from time to time. It may be used by the principal and teachers cooperatively in their evaluation of the whole field of instructional method. Or it may be used as a checklist by which to compare pupil development as judged from his development record with a teacher who employs the practices stated in the outline, with his record under the old system in which teacher effectiveness was judged by how much materials the pupils memorized. It should be clearly understood, however, that all of the criteria listed cannot be applied to any given situation.

An outline of basic criteria for evaluating teacher effectiveness is listed below.

(1) Ability to control pupils

Do they like him?
Do they seek his company?
Do they feel that he is friendly?
Do they respect him?
Do they try to help him?
Do they go to him for help?

(2) Techniques of Control

Is control ordinarily without direct effort?
Does he show skill in handling disciplinary emergencies?
Does he discipline a pupil without becoming personal?
Does he respect the personality of the pupil?
Does he assume the fundamental goodness of human nature?
Is the common welfare his criterion for pupil behavior?
Does he effect the cure of harmful behavior, rather than temporarily prohibit it?
Does he "see the whole class?"

(3) Ability to Stimulate Pupils

Do the pupils apply themselves?
Do they develop intellectual curiosity?
Do they take an aggressive attitude toward the subject?
Do they voluntarily carry their reading and study beyond the requirements?
Do they develop initiative?
Does he show ingenuity in motivation?
Does he connect subject matter with life situations?
Does he, in each case, use the highest motive which will achieve results?
Are his criticisms productive of enthusiasm and effort?
Does he display energy and resourcefulness in supplementing the standard materials of instruction?
Is he clever in the use of multi-sensory aids?

(4) Ability to Guide Pupils

Does he show a clear view of all the objectives?
Does he thoroughly understand the subject?
Is the work well planned?
Are directions to the pupils clear and definite?
Is he skilled in preparing and using such devices as guide sheets, etc.?
Are explanations clear?
Does he show patience in explaining?
Is he able to analyze pupil difficulties in learning?
Is he able to remedy pupil difficulties in learning?
Does he persist without becoming irritated?

(5) Ability to plan

Does he have definite and adequate objectives?
Are his objectives expressed in terms of human behavior?
Does he have a plan for the day?
for the unit of instruction?
for the course?
Do the plans point toward all the objectives?
Does he encourage the pupils to participate in planning?
Can he foresee chains of events accurately enough to minimize the number and the effects of emergencies?

(6) Ability to execute

Do his plans "work out"?
Can he work through others?
Is he punctual in keeping engagements?
Is he orderly in routine matters?
Does he look after the physical environment--
temperature, lighting, ventilation, condition of floor, etc.?
Does he control his own attention?
Does he show vigor and determination in carrying out enterprises?
Does he show ability to change his mind when wrong?

(7) Ability to adapt work to the pupil

Does he take account of local and individual interests and abilities in presenting subject matter?
Does he show understanding of the nature of individual differences?
Does he adapt the work to individual abilities?

(8) Ability to check results

Is he familiar with the principles underlying standard tests?
Is he familiar with the standardized tests in his field?

Does he show ability to make good tests?
Based on objectives?
Penetrating?
Reflecting a sense of relative values?
Clearly expressed?
Is he familiar with elementary statistical methods to an extent which makes it possible to survey individual and group achievement?
Is he able to recognize valid evidence of learning?
Does he distinguish learning from mere cooperative attitude?
Does he distinguish "understanding" and "appreciation" from "word learning"?

(9) Results

Does the class progress as it should?
Is the class earnest and business-like and happy?
Does real learning take place?
Is it clinched?
Is it applicable to later problems?
Does it show in the pupil's behavior?
Do the pupils develop a desire for more?
Is the general physical effect upon the children satisfactory?
Are the personal qualities of the pupils improved?

(10) Ability to profit by assistance

Does the teacher welcome criticism?
Does he credit the assistance with impersonal motives?
Does he concentrate upon the gist of the criticism rather than upon the experience of being criticized?
Does he in subsequent teaching express in his own way the ideas of suggestions, rather than imitate the critic?
In asking help, does he seek a better understanding rather than specific directions?
Does he concentrate upon his own growth, avoiding jealous attitudes toward other teachers?

(11) Scope of interest and effort

Does the teacher show an interest in the pupils' total growth?
Is he generous with his time, beyond the minimum requirements?
Does he show ability to help pupils in undertakings beyond the regular classroom work?
Is he what you would call a "versatile" person?

Conclusion. Throughout this chapter leadership has been portrayed as the key to successful supervision by the principal. This type of supervision is essential because education, and the improvement of education, has a very important role to play in establishing our country as a democracy

among the family of nations. It would be essential, even if every teacher in every school were already a superior person. Its purpose is to serve all teachers--and in serving them to improve instruction and education principally --by helping teachers to see clearly themselves, the profession, and the society in which they work, by removing every block, and by opening new avenues to the achievement of every teacher's hopes and aspirations.

PART VI

THE SCHOOL AND THE COMMUNITY

Chapter XV

THE PRINCIPAL, THE SCHOOL, AND THE COMMUNITY

I. Relationships Between the School and Community

1. Changing Concepts of School-Community Relationships

The reorganized secondary schools, including both the lower secondary schools and the upper secondary schools, have a much closer relationship with the community than did the schools of the past. The secondary schools have to a considerable extent held themselves aloof from the community. They have derived their aims and purposes largely from those prescribed by the Ministry of Education. They have been under the jurisdiction of prefectural education officials, none of whom were elected by the people. A single school has drawn its pupils from all over a prefecture or in some cases two or three prefectures, and the students often have felt little or no interest in the community in which the school was located, because their homes were elsewhere. The principals and teachers were in effect employees of the prefectural government, not subject in any way to direct control by the local community, and they often held themselves aloof from community affairs. The principal felt that if he satisfied the prefectural officials who had jurisdiction over his school, he need not be too concerned with what the people of the community might think. Often the secondary school was contented with a totally academic curriculum, which ignored the problems of the community and concerned itself with problems of past ages or of other remote places, and sometimes these problems had no relationship with the actual life problems that students face or will face as adults. The secondary school often did not integrate itself into the life of the community. Parents came to the school on the occasion of the annual meeting of the School Supporters' Association, often not to be seen again on the school's premises until the next annual meeting. No definite attempt was made to enable parents and the general public to understand what the school was doing. The State and the prefecture assumed the obligation of taking care of the education of children and young people, and the parents were not encouraged to take any interest in the matter. The school officials did not have to account to the people directly, so they felt little necessity for keeping the people informed. This was not an absolutely complete pattern, since there were schools which concerned themselves with the problems of the community and tried to form a close school-community relationship, but such schools were the exception.

This pattern is now changing. The secondary schools, including both the lower and upper secondary schools, are now directly under the control of the people. The entire philosophy of the new system of educational administration rests upon the assumption that the schools belong to the people--not to officials, nor to professional educators. Since the people cannot exercise their authority directly, they elect a board of education and delegate authority to the board. The board makes decisions on educational policy for the area over which it has jurisdiction, within the limits of laws and regulations. Since the board is to some extent composed of laymen, and since it does not meet continuously, it selects an educational specialist, called a superintendent of education, to carry out its policies and to make recommendations to it, concerning sound policies in education and administration. The board of education as the representative of the people employs a principal for each school in the community, upon the recommendation of the superintendent of education. Teachers are employed by the board, upon the recommendation of the principal to the superintendent of education and the superintendent to the board. Whether the board of education is prefectural or local, it still represents the people and derives its authority from the people, in the one case from the people of the entire prefecture and in the other from the people of a city, town, village or school district. In the case of the lower secondary schools, almost all of them will be under the administrative jurisdiction of a local board of education. The status of the upper secondary schools is not entirely settled, but it is certain, in any event, that they will be under the administrative jurisdiction of a board of education elected by the people, whether prefectural or local. Instead of working for prefectural officials, principals and teachers will henceforth be working directly for the people.

Another important change that is coming about in secondary education is the establishment of schools to serve a specific community, instead of the entire prefecture or several prefectures. This change is coming about as a consequence of a provision in the Board of Education Law requiring the establishment of attendance districts for the upper secondary schools. This will tend to make of each public upper secondary school a community-school.

The new aims of the secondary schools cannot be accomplished if they hold themselves aloof from the community, as they have done in the past. These aims are discussed in detail in Chapter II. Briefly, they are: (1) To help each pupil develop up to his maximum capacity as an individual in terms of his needs, interests and aptitudes; (2) to help each individual develop as a desirable social being and a good citizen; and (3) to help each pupil choose a vocation wisely on the basis of his interests and aptitudes, and give him some specific vocational training in his chosen field. These aims are quite different from the purely intellectual aims of the secondary schools of the past, although of course the intellectual aims are still present as a part of personal development, and still are highly valued.

2. The Nature of School-Community Relationships

All of the above changes, taken together, mean that the secondary schools can no longer hold themselves aloof from their communities. There are many phases of the school-community relationship, among which the more important are the following:

(1) The schools of the community belong to the people. The people themselves control the schools, through an elected board of education.

(2) The school and the home must work together in guiding the development of the pupil. This means that the school personnel must understand the home environment of the pupil, and the parents must understand the school environment of their children.

(3) In order to make education realistic, and in order to achieve the new aims of education, the school must use the community as a laboratory.

(4) The school must attempt to contribute to the improvement of the community of which it is a part. It should co-operate with all other community agencies to that end. Education is not merely passing on to the younger generation the cultural heritage of the past. Education is dynamic, and the schools themselves contribute to the improvement of society.

(5) The modern school is a center of community entertainment, recreation and enlightenment. It should become a center for adult education.

3. The Secondary School Curriculum and the Community

One of the richest sources of materials for the curriculum of the secondary schools, both lower and upper, is the community in which the school is located. This does not mean that there will necessarily be radical differences from community to community in the curriculum, since there are many elements of social, political, and economic life common to all or almost all communities. It does mean that there will be variations in educational programs according to the community in which a school is located. The school should be an integral part of the community. The experiences which a pupil has in school should not be artificial and remotely removed from real life, but should be as genuine and real as activities outside of school. Furthermore, there should be a direct relationship between the activities of the pupil in school and the activities taking place in the community.

The concept of the community used here is that it is a group of people, small or large, living together in a more or less compact and interrelated group, with common problems which they attempt to solve in

a co-operative way. The community may be a village, city or town, sometimes with adjacent or contiguous rural area included. The people solve their problems of protecting life and property, maintaining order, controlling disease, providing transportation and communication, and providing education and welfare by working together. The community is a center of marketing, and a means of concerted effort in providing recreation. Furthermore, the people of the community work together in one of the most important projects of all, that of educating their children.

Obviously the nature of the community in which the school is located should have a great deal to do with the school's curriculum. Often, however, the community has no effect on the curriculum. In the past the curriculum has been largely prescribed from a central source, with little or no opportunity for meeting the specific needs of the community. The upper secondary schools even now often offer programs of education which are highly artificial, with no relationship to the life of the people outside of the school. They sometimes teach science with no attempt to apply the tools of science to improvement of the standards of health and sanitation in community. They sometimes teach history as an abstract, esoteric study, making no attempt to relate it to life in the community as it is lived now, leading to an understanding of modern life as the cumulative result of past living. They teach the principles of government with no attempt to apply their teaching to the solution of governmental problems of the community. Such teaching is artificial, and has few, if any, lasting, desirable results.

In relating the curriculum of the secondary school to the community, it is necessary to consider the type of community in which the school is located. If it is a rural community, or fishing community, or a combination of the two, then the problems and needs of those who farm or fish for a living must occupy an important place in the curriculum. If the school is located in a city, then it must devote a great deal of attention to problems of urban living, although it would not neglect a proper understanding of the problems of rural living. A curriculum which is suitable for Oita Prefecture may be ill-suited to Hokkaido. People in different communities earn their livings in different ways. The topography may be different, and there may be differences in climate and the types of natural resources and their utilization. The history and background of one community may vary from that of another community. All of these factors must be taken into consideration in planning the curriculum.

Practically everything that is learned in the school will be more meaningful to the pupils, will meet their needs far more fully, and will be retained longer if it is related to the community in some way. In National History, everything that is learned can be related to present day life in the community, in order to make it meaningful. For example, the land tenure system of the Heian Period will be much more interesting and more easily understood if studied by means of comparison with the system of land tenure that exists at the present time in the town or village where the pupils live. The study of mathematics in the school can

be related to the actual, practical functioning of banks, investment houses, the taxation system, agricultural co-operatives, the financing of education, and other community practices and institutions. When students are concerned with such social problems as old-age security, unemployment, inflation, black marketing, crime and labor problems, the community will serve as an excellent laboratory for study of actual cases, problems and situations. In their work pupils often go on excursions into the community. They make surveys of the community, and use the community as a laboratory for many of the problems which they attempt to solve. This does not mean that they stay within their community, or that the problems with which they are concerned are only local community problems. However, the study of almost any problem may well start in the local community, and gradually extend its scope to include larger areas. For instance, the study of production, distribution and consumption of goods might start within the community, gradually extend to include the entire prefecture, later encompass the entire nation, and ultimately result in a study of world trade, but the starting point and constant point of reference is the community in which the pupils live.

4. Helping the Community Solve Its Problems

The secondary schools may assist the community in which they are located in solving their problems. This is particularly true of the upper secondary school, although the degree to which upper and lower secondary schools participate is a matter of pupil maturity. Upper secondary school pupils participate more because they are more mature, and are nearer full, adult citizenship.

One of the most important problems of any community is health and sanitation. Merely teaching health rules and practices in the school does not bring about the desired result. For instance, many or most people in most communities do not have a well-balanced diet. This is partially due, of course, to the absolute lack of a sufficient supply of food to guarantee for everyone an adequate number of caloric units of food per day. However, aside from the shortage of food, there are many things that can be done to improve nutrition, and many of these can be done by the secondary schools. Many people do not know the different kinds of food necessary to an adequately balanced diet, in terms of proteins, carbohydrates, fats, vitamins and minerals. The average member of a community knows little about the distribution of calories in the different foods, or the preparation of food so as to retain the greatest amount of nutrient.

There are many superstitions concerning food which interfere with a proper diet. The upper secondary school is in a position to spread knowledge concerning food to the people of its community. It can and should combat superstitions and unscientific beliefs concerning food, not necessarily by a direct attack on beliefs held dear by some people, but by teaching positively the scientific viewpoint, the scientific approach, and scientific problem solving. The secondary school can disseminate information as to what constitutes a good diet. It accomplishes

this largely by teaching its own pupils, in a practical way, how to plan a balanced diet using foods which are available in the community. When these pupils grow up and become adult citizens of the community, they will plan better diets, and the health of the community will improve. However, there will be more immediate effects. Pupils will go home, and if the experiences in food preparation have been realistic and interesting, the ideas and methods taught by the school will spread, almost unconsciously, throughout the community. Pupils can become very influential in carrying out practices learned at school in their own homes, and thus spread the influence of the school.

The school does not confine itself to this indirect attack on community problems. It may and should work with other community agencies on the solution of community problems. There are usually several agencies in a community which are interested in public health, with which the school may co-operate directly. If there is in the community a group which is interested in keeping the community clean and sanitary, then the school should generally be interested in working with such a group. The school should be interested in programs designed to eliminate flies and mosquitoes, controlling contagious diseases, encouraging all of the members of the community to be vaccinated, and in other practical projects which will result in an improvement of public health. The school should not be dominated by any of these community groups, and it should determine the closeness of its work with the group according to the record and reputation of the group. For instance, it is known that there are in existence in some communities so-called public health agencies which exist solely to make profits for the leaders in selling scarce medicines. The school, of course, would naturally avoid association with any such group.

The secondary schools should be interested in improving the appearance of the community. In the first place, if each pupil has experiences in the school which result in his attempting to beautify his own home, then gradually the community as a whole will be improved. Pupils can contribute much to the community by making their school one of the most beautiful places in the community. The school should work closely with out-of-school groups which are engaged in promoting projects of all sorts which will result in improvement of the community, and it may initiate projects of its own with that view in mind.

The secondary schools should be interested in the conservation of the resources of the community. Pupils should be interested in reforestation, afforestation, prevention of erosion, and enrichment of the soil. They should not only be interested in these problems, but assume an active role in the solution of them. The school itself can organize projects of a practical nature designed to conserve natural resources, and take part in the activities of other groups which serve this purpose. The school, in its laboratories, may be able to work out new and better methods of soil enrichment and conservation, control of erosion, and reforestation.

The secondary schools have an important role in breaking down the prejudices which often exist between groups in a community, primarily by breaking down or preventing the development of prejudices within the school. There is some prejudice against people of certain groups in all of our communities, based on occupation, social status, or economic status. The new secondary schools will have all sorts of pupils, from all occupations, and from different social and economic groups. The school's philosophy and program should be such that there is no preferential treatment of individuals or groups in the school. One pupil should be considered as important as another, regardless of sex, social status, economic status, occupation of parents, or background of family. If, year by year, the school can foster a positive program against the development of prejudices, it can ultimately tend to eliminate prejudices in the community as a whole, since many of its graduates will remain in the community. There is a more immediate result in that the school has an influence over the homes of the community through the pupils. The problem of the Eta outcasts has not been entirely solved, even though legal discriminations have been removed. The school can set an example for the whole community in its emphasis on the dignity, importance and integrity of each human personality. The school, in its curriculum, should attempt to promote understanding and tolerance between groups. The school should become, since it has children from all of the families of the community, a laboratory in which better human relationships are constantly developed, showing the community how democratic living can be developed... It can eliminate through excellent teaching of scientific concepts the fallacy that there are important biological differences between the so-called races. It can and should teach the scientifically determined fact that the biological heritage of the human race is essentially the same, and that the major differences which exist between nationalities are acquired, and since they are acquired, can be changed and improved over a period of time.

5. Pupil Participation in Community Life and Work

Pupils should not be forced to wait until they are adult members of the community before taking part in the work of the community. As they go to school they should accomplish things that make their environment better. These should be important projects, so that accomplishment will be significant. Too often, when schools concern themselves with community work, the work accomplished is "made work", unimportant, and of no significance to the community or to the pupils. Secondary school pupils, particularly upper secondary school pupils, are on the average mature enough to be active, participating citizens of the community, even though they are not yet old enough to vote.

All upper secondary school pupils need experiences in productive work. This is true of all pupils, whether they plan to go to work immediately after completing the course of the upper secondary school, or to go on to higher institutions. The school should make surveys of its community to determine what can be done about providing actual work experiences for pupils either in the homes, the school, or the community at large, and should make arrangements for its pupils to have work experiences. It must guard, however, against exploitation of its students.

6. The School Should Be A Community Center

The secondary school should become a center for community adult education and recreation. The boards of education have responsibilities in the field of adult education as well as in the area of school education. The shops, classrooms, gymnasiums and other facilities of the school should be used for community purposes, when such use does not interfere unduly with the school program. Adult classes at night are a worthwhile use of a school plant.

The secondary school should be interested in community recreation, and may to some extent become a community recreation center. Adults of the community will attend athletic matches, dramatic performances, musical entertainments and other events sponsored by the school. The school playgrounds, gymnasium, swimming pool, art rooms, and equipment for dramatic arts should be used by adult groups at night. The school may be interested in and work with community groups interested in art, music, drama and athletics. It is particularly important in towns and villages that the secondary schools become the center of community recreational activities. It should not be thought that the school attempts to take over any of the functions that more properly belong to other community agencies. The school should co-operate with all other worth-while community groups and agencies, but should not attempt to usurp their place in the community.

II. The Public Relations Program

I. Need for a Public Relations Program

In view of the close relationship which now exists between the secondary school and the community in which it is located, it is essential that the secondary schools develop and carry out a comprehensive public relations program designed to bring about an understanding of the school by the community, an understanding of the community by the school, and arrangements by which the school and the community can work closely together in the education of the boys and girls of the community. From this time on the attitudes of the people toward the schools will have a great deal to do with the support, financial and otherwise, that the schools will receive, and with the success of the secondary education program. The general public should have a clear understanding of the purposes of school reorganization, and the purposes, problems, and procedures of the schools. The schools of the past had no public relations program to speak of because they did not feel the need for one, since the people had little to say about education. Now that people actually control the schools through their elected representatives, it is essential that good public relations programs be developed.

During the past three years there have been enormous changes in the school system, particularly at the secondary level. It is evident that the people do not understand the nature of all of these changes or the reasons therefor. It is equally evident that educators, by and large, have made little or no attempt to explain the new system of education to the public. A poll of representatives from 28 prefectures in 1948 revealed that in none of them had educators, on their own responsibility, organized public meetings in an attempt to bring about an understanding of the new school system, nor had they gotten out any publications designed to serve this purpose since the beginning of the reorganization program. This is a sad commentary on the status of the public relations programs of the schools. The people now, through their elected representatives, have the responsibility of making decisions concerning educational policy; whether they make decisions wisely will depend upon the extent of their understanding of the nature and philosophy of the new education, what the schools are trying to do, the reasons for reorganization, and a hundred other things, and it is the responsibility of educators to keep the public informed on all these matters.

2. Criticism of Schools

Schools are not likely to be able to change progressively unless they win the continuous understanding and support of the people. As schools change their policies and procedures from those which have existed for many years, they are likely to receive a great deal of criticism from the public. To give an example, many parents are now critical of the change from the education of the past which emphasized acquisition of facts through memory to the new realistic, functional education which has as its aims the development of personal competence, social competence and vocational competence of the individual pupil.

As the teaching of mathematics, for instance, changes its emphasis from purely intellectual learning of abstract mathematical concepts to functional learning of practical mathematics for use in life situations, people are inclined to think that there is a deterioration in the standards of mathematics teaching. The same criticism is met when there is an attempt in the national language to get away from purely intellectual learning of classical literature and to substitute for it experiences which will result in the pupils' learning to speak, read, write, and listen to the national language effectively in practical social situations. Most of this criticism is due to a lack of understanding of the purposes behind the changes. It is criticism that schools must expect and deserve unless they are willing to take the public into their confidence and devote a great deal of time and effort to discussing with the people what the new schools are trying to do.

3. Purposes of a Public Relations Program

The general need for and purposes of a public relations program have been indicated. Some of the specific purposes of a public relations program are given below:

- (1) To secure the support of the people for sound, progressive educational policies.
- (2) To secure adequate financial support for the schools.
- (3) To enable the school to utilize the resources of the community in the curriculum, without incurring ill will, and with the voluntary co-operation of the community.
- (4) To emphasize the value of school work in order to decrease absenteeism and encourage fuller enrollment of young people.
- (5) To enlist the help of the community in trying to achieve the aims of the school.
- (6) To bring about student-parent co-operation in handling problems of individual students.
- (7) To guard against attacks on the schools by persons or agencies which are unfriendly to educational reform.
- (8) To stimulate confidence in the school and what it is doing on the part of students, teachers, parents and the general public.
- (9) To enable school students to participate in community projects.
- (10) To enlist the aid of the community in planning the school program, through the use of advisory committees to the board of education, such as a vocational education advisory committee.

4. Responsibility for the Public Relations Program

Responsibility for the public relations program of the schools rests with the board of education; this means the prefectural board of education for the prefectural schools and the local board of education for city-town-village schools. No principal is free, on his own responsibility, to work out a program of public relations. The board of education should first establish its policy, and recommendations on this policy might well be made by the superintendent of education. Since the principal does not work directly with the board of education, he will receive interpretations of the board's policies in regard to public relations, as well as in the case of other policies, through the superintendent of education. Once the board has established its policy, and the superintendent has interpreted this policy to the principals, each of them can go ahead and plan and carry out a public relations program for his school, always being certain that the program as planned is within the purview of board policy. The principal should of course discuss the public relations program of the school with the superintendent of education at frequent intervals, and receive suggestions from the superintendent as to plans and procedures.

Where there are several schools in a school system, public relations may be handled to a considerable degree by the superintendent of education himself. This book does not include in its scope the organization, functions or procedures of boards of education or the functions of superintendents of education; it is confined to a study of administration within the individual secondary school. However, it is necessary to understand that the school cannot proceed on its own responsibility to develop public relations policies, but must operate within the framework of policy decided upon by the board of education, and confine its activities to those assigned to individual schools by the board rather than being retained by the superintendent's office.

Once the school has been assigned certain responsibilities in regard to the public relations program, the responsibility for seeing that they are carried out belongs to the principal, although of course he will utilize his staff to the fullest extent in planning, organizing and carrying out the program. It is the duty of the principal to represent his school before the public. It is his duty to keep the public acquainted with the plans, undertakings, achievements and needs of the school. The principal should attend many public functions and meetings, and participate widely in the social and civic life of his community. He should not do this for personal glorification or prestige, but as a representative of the school, to interest different community groups in the school and win their support for what it is doing.

5. Some Factors to Consider in the Public Relations Program

In planning a public relations program the school must keep the following points in mind:

(1) It must attempt to keep the good will of all community groups, but not become the tool of any group. The school represents the entire community, and not just a segment of the community. There exist in every community various pressure groups which would like to use the schools for their own purposes. Certain political parties constantly attempt to utilize the schools to spread political propaganda. Certain cliques of parents often attempt to gain control of the schools or a school in order to influence admission requirements, so that their boys and girls will be favored. Groups of employers sometimes try to gain control of the schools in order to utilize them as training institutions for the factories and business enterprises that they maintain. Religious sects sometimes try to use the public schools as a means of spreading a particular religious doctrine in which they are interested. Not only are there pressure groups among the people of the community, but there are cliques and pressure groups among educators. Teachers of a certain subject, in order to enhance the importance of the subject and incidentally their own importance, sometimes attempt to place pressure on school authorities to give an undue place in the curriculum to the subject in which they are interested. Teachers organizations often attempt to control the schools for their own purposes, or because they assume that

they are the only people who are competent to decide upon educational policy. The pressure of all of these groups must be resisted.

Each school must be firm in its doctrine that it exists to serve the needs of the boys and girls of the community and to give them a sound education. Schools do not exist to serve principals, teachers, or other educators, or to give them jobs. The criterion to use in judging whether to accept the recommendations, pleas or demands of any group is whether the proposal, if accepted, would redound to the advantage of the boys and girls enrolled in the school. Any group which makes proposals or recommendations should be asked to justify them in terms of sound educational policy.

There are many proposals from pressure groups that the principal will not need to deal with directly; he can refer people who try to exert pressure on the school to the superintendent, who can in turn refer them to the board of education. Assuming that the board of education represents all of the people, as it is supposed to do, then it will be willing to resist pressure by selfish groups. The school cannot achieve its aims if it becomes the tool of any particular group.

(2) The school must base its public relations policy on what the people already know. The principal should make a study of the information the general public already has about the school, the misunderstandings that exist, the things the people would like to know, and the impressions that parents have received concerning the school from their children. A good teacher plans school work according to the knowledges, skills, attitudes, appreciations and habits already possessed by students. In the same way, the principal should, in his public relations program, start the program at the point of knowledge already possessed by the public.

(3) The public relations program must be so planned and carried out that it is obviously based on the needs of the school and an interest in building up the school, rather than upon the desires of the principal and teachers for personal gain. When the staff advocates larger salaries, a better tenure system, a lighter teaching load, new buildings, and other benefits, the public is likely to believe that these measures are intended in large part for the benefit of the staff only. This does not mean that educators should not advocate these improvements, but it does seem wise to base suggestions for improvement sincerely upon the needs of students rather than the needs of educators. The public will readily support plans for improvement of conditions if they know that educators are sincere in their desire to give the boys and girls of the community a better education.

6. Planning a Public Relations Program

Within the limits of board of education policy, each school should plan and carry out a public relations program. If the program is to be effective the planning phase must be considered important. In the first place, the school should settle upon definite aims for its public relations.

It should survey the community to discover just what kind of publicity is needed and the kinds of publicity that should be directed to various groups. It should find out what the outstanding criticisms of the school in the community are, and the bases upon which they are made. As nearly as possible it should determine the attitudes of the parents and the general public not only toward the school but toward secondary education in general, and the attitudes of specific groups in the community, such as the newspapers, the agricultural co-operatives, the businessmen and industrialists, the landowners, the labor unions and others. Only after it ascertains the need for publicity can the school intelligently plan and carry out a public relations program.

7. Selecting Materials for Use in Publicity Campaigns

The materials to be used in the school's publicity campaign should be selected on the basis of what the people want to know. The following items may be of interest to the people of the community:

- (1) The reasons why the secondary schools of the community are being reorganized.
- (2) Interesting accounts of school athletic events, public speaking activities, art and music activities, and other public performances by the school.
- (3) Interesting new methods of teaching that are being tried out in the school.
- (4) The new aims of education and how the school is trying to carry them out.
- (5) Why there have been changes in the curriculum, and how the new curriculum will result in a better education for the young people of the community.
- (6) Successes of graduates of the school.
- (7) The subjects that are being offered, the aims of each subject, the value of the subjects in the future careers of the pupils.
- (8) The special curricular activities of the school.
- (9) The new program of pupil guidance and how teachers and parents can work closely together in pupil guidance programs.
- (10) How the schools can improve the community.
- (11) The costs of education, and specific problems in supporting the schools.
- (12) Some unusual recognition of one of the teachers of the school, such as being chosen to work on a prefectural or national course of study.

(13) Visits of well known people to the school.

These and many other items will be of interest to the parents and the general public, if they are presented in an interesting manner. Interesting presentation is the first requisite, whatever the subject may be.

8. Media for School Publicity

There are available many media for presentation of materials concerning the school to the public. Some of the more important ones are listed below:

(1) The principal and some of the teachers may seize every opportunity to appear before community groups to discuss the problems of education. Even if the subject does not concern education as such, the contributions of education can be brought in. For instance, if the discussion concerns juvenile delinquency, the principal or a teacher can discuss the contribution the school is making and can make toward the solution of the problem.

(2) The pupils should be acquainted with the aims and programs of the school; if they are proud of their school and are fully acquainted with it, they will act naturally and continuously as public relations agents, without being aware of the fact that they are.

(3) The school should be so organized and administered that the teachers are proud of their membership on the staff. If both teachers and pupils are proud of their membership in the school, the same pride will permeate the community.

(4) An attempt should be made to get the editors of local newspapers interested in writing about the schools. The principal should form friendly relationships with the editors of all of the local newspapers.

(5) Pupils in national language classes can prepare interesting, brief accounts of school social affairs, musical and art events, athletic contests and club activities, and present them to the local newspapers.

(6) The art classes might draw posters illustrating some current phase of the school's program and place them in public places.

(7) The school should participate actively in such community projects as Community Chest, health improvement campaigns, fire prevention campaigns, etc.

(8) The school should try to publish a newspaper. This is difficult now, during the paper shortage, but the school can usually have a newspaper, even if it has a circulation of only a few copies, placed on school bulletin boards and in a number of public places throughout the city, town or village.

(9) The school should hold musical, art, dramatic and athletic programs to which all of the members of the community are invited.

(10) The teachers of the school should be encouraged to participate widely in community life and to belong to community groups.

(11) The school should help organize or if necessary initiate a Parent-Teachers organization. The PTA should serve the function of bringing the school and community closer together. If its only purpose is to raise funds, there is not likely to be much interest.

(12) A school yearbook for the students, distributed to other schools and to community organizations and libraries, will promote interest in what the school is doing.

(13) The school might send descriptive literature to the surrounding schools from which it receives its students. The principal, teachers, and perhaps groups of students might visit other schools for the purpose of discussing the things that are going on in their own school.

(14) It is a good plan to hold Parents Days once or twice a year. On these occasions all parents should be urged to attend, to observe classes, special curricular activities and other events. Parents should be encouraged to visit individually at other times, and should be made to feel welcome in the school at any time.

(15) The school might hold an exhibit at least once a year in the school, showing by graphic means the work that has been going on during the year. The exhibit might include outstanding pictures from the art classes, furniture from the vocational classes, livestock from the school farm, models from the science classes, specimens of writing from the calligraphy classes, clothing made in the home economics classes, demonstrations of cooking, demonstrations of the health program, and all sorts of charts, kamishibai, graphs and other visual materials constructed for use in the classrooms. The exhibit might include a puppet show, performance of a drama, musical entertainment, and other events.

(16) The school might sponsor each year, during the autumn, a harvest festival. Each farmer of the community could be invited to bring in his prize products grown on his farm during the year. The general public should of course be invited.

(17) The school, if located in an urban area, might sponsor each year an industrial exhibit showing the commodities manufactured in the community.

(18) The school might maintain continuously in some public place such as a prominent show-window, an exhibit showing what the school is doing.

(19) At times other than Parents Days, parents might be invited to the school to witness demonstrations of good methods of teaching.

9. The Pupil As A Public Relations Medium

Parents usually learn more about a school from their children who are in school than from any other source. If the school has a dynamic, interesting program, the effect of it will be felt in the homes; if it has a dull, uninspired, uninteresting program, this will become evident to the parents. The impressions that the student receives about the school will inevitably be passed on to his parents, and the sum total of the impressions of all of the students may very well decide the impression the community has of the school. If the students are in a position to give a fair, intelligent, informed opinion of the school, then it is highly likely that the community will have a favorable opinion. Students probably are unconsciously the most important public relations agents of the school; yet few schools consider them in the public relations program and make a definite attempt to see that each student is equipped to give a good interpretation of the school to his parents.

The school should include in its curriculum pupil experiences and materials designed to achieve on the part of each pupil an understanding of the educational system of Japan, the general aims of education, the major aims of secondary education, the contributions the schools make to society, and the importance of the schools in developing democratic living. These concepts can be understood by pupils if they are written or given in simple language, with adequate use of simple analogy and visual devices. Pupils should study and discuss the problems of education in their community, the purposes of their school, their reasons for being in the school, what the school offers to them, and the relation of their present experiences to their future careers. Pupils should know thoroughly the health services offered by the school, the guidance program, the program of special curricular activities, and all other school activities, and know the reasons behind them or the purposes they are expected to serve. This kind of training can be given in almost any subject, but social studies classes seem to be a good place to begin. If pupils are given the type of experiences described, then they will be able to interpret the school to their parents, and the results will be beneficial not only to the pupils but to the entire school and the future of education in the community.

10. The Teacher and Public Relations

The teacher meets parents a great deal and usually is, and should be, a participant in many community projects, organizations and activities. This active role in the community makes of teachers important agents in the public relations program. If the teachers are unhappy about their work in the school, or do not take pride in the school, their attitudes will undoubtedly influence many people of the community toward adopting an unfavorable attitude also. The administration of the school should

be such that teachers are happy to be members of the staff. However, the role of teachers as public relations agents should not be left up to chance. The staff should frequently discuss, in regular staff meetings, its place in the program, and plan and devise means by which its contacts with the community will result in favorable opinions of their institution. For that matter, teachers should have a part in planning the entire public relations program. The principal is responsible to the superintendent of education for this program, but he should certainly utilize the talents of his teachers to the fullest possible degree.

One of the most effective means by which teachers can create good will is to teach excellently, and to respect the dignity and personality of each pupil. The school should use wise methods of guiding pupil behavior, instead of the brutal methods often used in the past and still used (illegally) in some schools. Teachers should be enthusiastic about meeting the parents of the pupils in their classes, and treat them all with respect, regardless of their social or economic status. They should talk over pleasantly with parents any problems that arise concerning their children. They should guard zealously the health of pupils, give them help and guidance when they need it, and make each pupil feel that he is a success. In other words, the teacher should treat each pupil as an individual worthy of a great deal of attention and respect. This is bound to result in good will for the school.

11. The Parent-Teachers Association

Many hundreds of new Parent-Teachers Associations are now being organized over the nation. These new associations differ greatly in their aims and activities from the old School Supporters' Associations. The former met once a year to vote financial donations to the school, then generally became inactive for the rest of the year.

The new PTA's also to some extent have as their purpose helping the school out financially, but there are other aims equally as important or even more important. Through the PTA parents and teachers meet and talk over problems concerning the boys and girls who are the children of parents and the pupils of teachers. Parents and teachers together study such subjects as educational psychology, pupil guidance, and pupil health and welfare. The teacher, through such contacts, learns a great deal about the home environment of his pupils. He learns about the economic conditions of the family, not by prying, but incidentally through discussion. He learns about the work done by the student at home, the amount of time engaged in home study, the recreational interests of the pupil, and his needs and ambitions. A teacher may learn in this way much that will help him understand the problems with which the pupil is confronted, and thus will be better able to guide him in the solution of his problems. The parent, in turn, will learn a great deal that will be helpful to him in co-operating with the school in guiding the growth and development of his children. Through the PTA parents learn what the objectives of the school are, the nature of the school's curriculum, the opportunities available, the facilities available for use in instruction,

and the needs of the school. Through the PTA the school can develop a strong public opinion in support of its program.

A great deal of literature is available on the subject of the new PTA organizations. Principals should avail themselves of the opportunity to sponsor organization of a school PTA, because it is likely to be one of their strongest and best public relations media.

12. Evaluation of the Public Relations Program

Before the beginning of a school year the principal and his staff should develop concrete, specific plans for a continuing series of public relations projects, to go on throughout the next school year. After each project is completed there should be an evaluation of its results in terms of good will for the school and closer school-community relations. At the end of the school year the staff should again evaluate each project, and then evaluate the entire year's program of public relations in terms of its total results. This should result in a constant improvement and expansion of the program of public relations. A method of evaluation is given in the publication, "Desirable Characteristics of New Lower and Upper Secondary Schools", Ministry of Education, 1949, Appendix II.

References:

"Desirable Characteristics of the New Upper and Lower Secondary Schools", Ministry of Education, 1949.

"The New Lower Secondary School", Ministry of Education, 1948.
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