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THE

INSTITUTE

FOR

EDUCATIONAL LEADERSHIP

General Headquarters
Supreme Commander for the Allied Powers
Civil Information and Education Section
Education Division

TOKYO
March 1949

CIVIL EDUCATION
SECTION

APR. 19 1949

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FOREWORD

The Institute for Educational Leadership, under the joint sponsorship of the Japanese Ministry of Education and the Education Division, Civil Information and Education Section, Supreme Commander for the Allied Powers, was planned to meet a very real need in the field of Japanese education. The Japanese school system, for many decades highly centralized and highly regimented, has moved rapidly toward decentralization and local responsibility since the beginning of the Occupation. But trained leadership at the local level was almost entirely lacking. Institutions of higher learning were not as yet offering courses in educational administration, although such courses were in the planning stage. To meet the immediate need it was decided to offer two short courses for educational leaders. The difficulties for the trainees were many, as might be anticipated in a war-ravaged country. Food, billeting, even meeting places presented problems. The Japanese, however, attacked these problems with commendable energy and the results, while not perfect, were at least acceptable. The Japanese instructors, despite the fact that participation in the Institute added to their already heavy schedules, displayed a competence and enthusiasm which speaks well for the future of Japanese education. On the American side, the recruitment of American instructors presented a formidable task; nevertheless, an outstanding group of educators responded and their contributions to the Institute were of inestimable value. The Japanese trainees were selected carefully; they worked diligently under difficult conditions. Although it is still too early to measure the results of their training, the enthusiasm they displayed during the Institute and after is very encouraging and the influence which they have already exerted on their respective communities is marked. Those who contributed to the success of the Institute, both Japanese and American, are so numerous that it is not practicable to name them in this foreword. This is as it should be, for it indicates that the project was a cooperative one in every sense of the word, and that all who participated--instructors, trainees, committeemen, etc., were so much a part of the Institute that to name

one would necessitate the naming of all. It is hoped that the same spirit will be demonstrated in the sessions of the Institute planned for the coming year, resulting in a cadre of Japanese educational leaders who can carry on until the professional education courses now getting under way in Japanese universities can take over the responsibility for training the educational leaders of Japan.

D. R. Nugent
D. R. NUGENT
Lt. Col., USMC,
Chief, C I E Section

Chapter I

THE PROBLEM

I. THE JAPANESE EDUCATIONAL SYSTEM BEFORE THE OCCUPATION

Prior to the end of the war the control of education in Japan was highly centralized. Practically all of the schools in Japan were under the control, either direct or indirect, of the national Ministry of Education (Mombusho). With respect to their establishment, these schools were: government schools established by the national government; public schools established by prefectures, cities, wards, towns or villages; and private schools established by non-governmental agencies.

With the exception of a few schools under the control of other ministries, the government schools were controlled directly by the Ministry of Education, while the public and private schools were partly under the control of the Ministry of Education and partly under the prefectural and local governments or private organizations. Private schools had some degree of independence within the framework of rather detailed governmental regulations.

The Ministry of Education was given powers and responsibilities which made it very important in the educational and cultural life of the country. In addition to being responsible for the organization and general control of the educational system, it was charged with matters relating to art, science, literature and religion. It was the central organization through which the rulers of Japan exercised effective control over what the people should study, read, see, and believe. The ramifications of this control extended directly or indirectly but very effectively to the smallest villages. Its policies, for the most part, were made effective through Imperial or Cabinet ordinances rather than by specific laws.

Prefectural governors had general administrative control over all governmental affairs in their respective districts. Each had a Chief of the Division of Educational Affairs on his staff who had responsibility for all educational matters. Attached to the Division were school inspectors and sub-inspectors, directors of physical culture and training, school hygiene officers, architects, and directors of social education.

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Mayors of cities and towns and the headmen of villages were the executive heads of these autonomous public bodies but they were not government officials. According to the provisions of national laws and ordinances, however, they dealt with the national administrative affairs regarding elementary schools and exercised control over them. The mayors of cities, moreover, had the authority to make recommendations to prefectural governors for the appointment of the principals and teachers of elementary schools. Cities and towns had deputy mayors and villages had assistant headmen; also they had ward headmen and school committees, all of which assisted the mayors and headmen in the discharge of their school duties.

Principals of schools functioned as interpreters of regulations from higher authority. They also served as inspectors to see that all teachers complied with the regulations. Faculty meetings were held primarily to give instructions to the teachers and to discuss means of complying. Maintenance of discipline, control of thought in accordance with regulations, and instruction of students in facts essential to passing examinations for admission to higher schools were the primary concerns of principals.

All schools were supposed to be inspected at least once each year by inspectors from either the prefectural division of education or from the Ministry of Education. Inspectors could order changes in the school program, carry out inspections of the students, and give instruction relative to Ministry policies. Inspectors were required to have at least two years' educational experience.

Six years of elementary education were compulsory in Japan until 1941, when it was raised legally to eight years. However, the eight-year plan was never enforced due to the war.

Before and during the war there were four types of secondary schools in Japan: the middle schools for boys only, offering a five-year college or university preparatory course; the girls' high schools, offering a five-year course similar to the middle schools, but somewhat lower in educational standards; the vocational schools offering five-year courses for training in specific technical fields that required more training than was offered by the elementary and continuation schools; and youth schools, part-

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time vocational continuation schools extending over seven years. All schools, but particularly the latter, were made a vehicle for government ultranationalistic and militaristic propaganda during the war period.

Japan had developed five types of educational institutions above the secondary level: universities, higher schools, university preparatory schools, colleges and teacher training institutions. Entry into the latter four types of institutions was based upon completion of the six-year elementary schools and the five-year middle schools or parallel girls' high school, while entry into a university required graduation from a university preparatory or higher school.

Little or no professional work was offered in educational administration and supervision at the university level because it was felt that due to the high degree of centralization of the Japanese school system such specialization was not warranted.

Youth organizations had been highly centralized and government-dominated since 1922. In 1941 a completely government-controlled association, which included all young men and young women as well as boys and girls, was created, and was utilized effectively by the military and other branches of the government in military preparations. In June 1945 this organization was abolished and the highly organized Youth Corps was activated but never really started functioning due to the end of hostilities. Leadership in all these organizations constituted only the receiving and carrying out of orders, with little or no initiative being permitted.

II. EDUCATIONAL REORGANIZATION AND DECENTRALIZATION

1. U. S. Education Mission Report

The U.S. Education Mission to Japan, consisting of 27 representatives of American education spent the month of March 1946 in Japan consulting with officers of the Education Division, Civil Information and Education Section, General Headquarters, Supreme Commander for the Allied Powers, with a committee of Japanese educators appointed by the Minister of Education and with other representatives

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of the schools and of various walks of life in Japan. Following are its recommendations for the decentralization of the Japanese school system:

"The principle is accepted that, for the purposes of democratic education, control of the schools should be widely dispersed rather than highly centralized as at present.....The Ministry of Education, under the proposals of the Mission, would have important duties to perform in providing technical aid and professional counsel to the schools, but its direct control over local schools would be greatly curtailed."

"In order to provide for greater participation by the people at local and prefectural levels.....it is proposed to create educational agencies elected by popular vote, at both local and prefectural levels. Such agencies would be granted considerable power in the approval of schools, the licensing of teachers, the selection of textbooks -- power now centralized in the Ministry of Education."

2. Japanese Educational Reform Council

As an outgrowth of the Japanese Education Committee which was set up to work with the U.S. Education Mission, the Japanese Education Reform Council (JERC) was established by Imperial Ordinance on 9 August 1946, under the jurisdiction of the Prime Minister, to study and make recommendations on educational matters.

On 27 December 1946, after much deliberation, the JERC made its recommendations to the Prime Minister regarding reform of educational administration, with special stress on the following points:

- a) Correction of traditional bureaucratic standardization and formalism
- b) Consideration of public opinion regarding education
- c) Securing of independence of education and decentralization of educational administration
- d) Establishment of a close relationship among schools of all levels, and between school education and social education

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- e) Emphasis on the study of education and on education research
- f) Reorganization of educational finance

As a means of accomplishing the above, the Council recommended that "In each village, town, city, and prefecture an education committee composed of members elected from among citizens should be organized to make decisions concerning education. Each education committee should elect an education president (tentative title -- duties same as those of superintendents of schools in the U.S.) as the person responsible for carrying out the recommendations of the education committee. As a rule, this education committee should have charge of both formal school administration and social education within its area of jurisdiction. The committee should also concern itself with such matters as establishment, abolition, and operation of schools; content of education; personnel administration; and educational finance. As it has close relationship with the local civil administration, especially concerning local finance, every consideration should be given to carrying out its responsibilities in harmonious relationship with the local civil administration."

3. FEC Directive

Directive, Serial No. 74, prepared by the U.S. Department of State to implement the policy adopted by the Far Eastern Commission, 27 March 1947, for guidance of the Supreme Commander for the Allied Powers, states:

"The Japanese Government should exercise such control over the educational system as will ensure the achievement of the objectives of the Occupation, particularly the reforms called for by this policy decision. Subject to the foregoing, and to maintenance of standards prescribed by the government, the responsibility for the local administration of educational establishments should in due time be decentralized. Japanese parents and citizens should be encouraged to feel a sense of individual responsibility for the achievements of the objectives set out in Paragraph 1. Where practicable, they should be associated with the control, development, and work of the schools and other educational institutions."

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4. Fundamental Law of Education

As a result of the Japanese Education Reform Council's recommendations to the Prime Minister, a "Fundamental Law of Education" was drafted and passed by the Diet 31 March 1947. As to educational administration, Article X states: "Education shall not be subject to improper control, but it shall be directly responsible to the whole people. School administration shall, on the basis of this realization, aim at the adjustment and establishment of the various conditions required for the pursuit of the aim of education."

5. Board of Education Law

The Board of Education Law was passed by the Diet on 5 July 1948 and promulgated by the Cabinet on 15 July 1948. This law provided for the establishment of prefectural and local boards of education and, under its terms, boards were to be established in the 46 prefectures (including Osaka-fu, Kyoto-fu and Tokyo-to), and the cities of Yokohama, Kyoto, Osaka, Nagoya, and Kobe by 1 November 1948, and in other cities, towns, and villages by 1 November 1950. The law aims at attaining "the primary objectives of education by establishing boards of education", which would administer education "based upon the equitable popular will..... befitting actual local conditions, with the realization that education should be conducted without submitting to undue control", and should be "responsible to the entire people." Boards are responsible for the administration of education, which had hitherto been controlled by prefectural and local officials rather than by public bodies. Higher educational institutions and private schools do not fall under the jurisdiction of boards of education.

Superintendents of Education are appointed by the boards for terms of four years to administer all educational affairs for which the boards are responsible, subject to the guidance and control of the board. The Minister of Education has no administrative or operational control over prefectural or local boards, and prefectural boards have no administrative or operational control over local boards.

Forty-six cities, towns and villages in addition to the 46 prefectures and five major cities, elected boards of education 5 October 1948.

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III. THE NEED FOR TRAINED EDUCATIONAL LEADERSHIP

With the development of the board of education idea, there developed a profession entirely new to Japan for which there was no qualified personnel, and it was realized by both SCAP and the Ministry of Education that able leadership must be provided. Therefore, it was decided that some type of intensive training would be appropriate for superintendents of education.

Boards of education would also have to provide professional assistance and guidance to schools. This brought up another problem -- the role and training of teacher consultants as advisors to teachers and principals.

Looking to the future, and the time when teacher-training institutions, colleges and universities would prepare personnel for such positions as superintendents and teacher consultants in their regular courses, education faculty professors and university administrators were included in the program.

In view of the importance of youth and adult organizations and their close connection with education, it was deemed advisable to train representatives of such organizations for the role they might play in the reorganized and decentralized educational system.

Chapter II

THE PLANNING

I. JOINT SCAP-MINISTRY OF EDUCATION PLANNING FOR
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Appropriations were available for the employment of "visiting experts"; SCAP considered that they could be used more advantageously in an intensive training program rather than individually. The Ministry of Education was informed that if such a training program could be worked out, SCAP would provide the necessary American personnel.

The possibility of obtaining qualified Japanese personnel for an intensive training program, who had a background in school administration and were fluent in English, was studied by the Ministry of Education. It was found that the number of educators who could speak English fluently were very few, but that there were many available who had the necessary background and ability to read and translate English into Japanese, to complement the American personnel.

The next step was securing an able director for the program, and YANO, Tsureki, was persuaded to accept the directorship. Mr. YANO (age 62), member of the JERC, had had a long and varied career in teaching and educational administration over a period of forty years. The Director's functions were to: a) obtain the services of qualified Japanese administrators and professors; b) make arrangements for housing, food and transportation for Japanese trainees; c) help plan and set up details for the training program, such as scheduling of classes, registration of trainees, etc; d) help in determining the basis for selection of trainees; e) provide assistance in the construction and administration of a written examination to be used as a partial basis for the selection of trainees; and, f) assist in such other matters as necessary for the successful administration of the program.

On 5 August the Ministry of Education appointed, upon the recommendation of Chairman YANO, an advisory committee to take charge of the preliminary plans for the Institute for Educational Leadership (IFEL):

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ISHIYAMA, Shuhei	Professor, Tokyo Bunrika Univ.
FUJIMOTO, Kataro	Dir., Tokyo Women's Higher Normal
KAIGO, Tokiomi	Professor, Tokyo University
KINOSHITA, Kazuo	Dir., Tokyo 1st Normal School
KODAMA, Sei	Prof., Nihon Women's College
MUNAKATA, Seiya	Professor, Tokyo Bunrika Univ.
MUTAI, Risaku	" " " "
NOMURA, Buei	Supervisor, Ministry of Education
OKABE, Yataro	Professor, Tokyo University
TAKAGI, Teiji	" " "
UEMURA, Fukuko	" " "
YAMAMOTO, Toshio	Lecturer, Keio University
YANO, Tsuraki (Chairman)	Member, JERC

At the same time, the Ministry geared itself for carrying out the plans of the Advisory Committee in the program of the Institute by forming an Executive Board. This Board was divided into three divisions: General Affairs Division; Lecture Course Division; and Accommodation Division.

The General Affairs Division handled such matters as liaison, accounting, reception of lecturers, and matters not under the jurisdiction of other divisions.

The Lecture Course Division worked out methods for selection of lecturers and participants; planning and execution of lecture courses; and recreation for participants.

The Accommodation Division dealt with securing suitable sites and preparations for their use; lodging, supplies and transportation for participants; preparation of books and other educational materials for the courses; and sanitation.

By 13 August preliminary plans had been made and the Ministry of Education notified all prefectures of such plans (Hatsu-cho No. 102) as follows:

"In inaugurating the new educational system which in principle aims at the democratization and decentralization of education, it seems to be of urgent necessity to train personnel and leaders who should have full understanding of the ideas and methods of the new educational program and acquire the techniques in performing their duties. For this purpose, the Preliminary Committee of the Lecture Course for the Training of Superintendents and others has

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recently been set up in the Ministry of Education, and the general programs as shown below are being set up:

1. Lecture Course for Superintendents
2. Lecture Course for Teacher Consultants
3. Lecture Course for Youth Leaders
4. Lecture Course for University Administrators
5. Lecture Course for Education Faculty Professors"

"Therefore, every prefectural governor is requested to familiarize himself with the qualifications and methods of selection of participants and to inform all persons concerned, within his jurisdiction, of the nature of the program as described herein. Decisions on all phases of the program have not yet been made. However, in order to prepare for this program this preliminary information is being provided. Details concerning the program will be sent in due time as soon as they are determined."

"We wish to emphasize that the satisfactory completion of the superintendent's course will satisfy credential requirements for the position of superintendent, and that the course for the teacher consultants will be considered of value in meeting the requirements for the teacher consultant's credential."

A detailed program of courses for superintendents and teacher consultants was worked out, having as its aim:

"In preparation for the operation of the Board of Education Law, the Lecture Course, in order to train prospective superintendents and teacher consultants, aims at giving the fundamental education concerning the essential matters necessary for performing the duties of superintendents and teacher consultants and at the same time at acquiring the necessary techniques in the leadership of the local educational program."

Tentative dates for two sessions of twelve weeks each were set as follows:

- 1st Session: September 27 to December 18, 1948
2nd Session: January 10 to March 31, 1949

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Prefectural education offices were notified also of the tentative outline of subjects to be covered in the training courses:

Superintendents

Sociological foundations of education
Educational psychology
School administration and organization
School building
School finance
Supervision in elementary schools
Supervision in secondary schools
Evaluation and educational research
Personnel administration
Principles of secondary education
Guidance in secondary schools
Principles of elementary education
Guidance and development of elementary school pupils
Use of library

Teacher Consultants (Elementary Schools)

Sociological foundations of education
Psychology of childhood
Elementary school curriculum and methods
Principles of elementary education
Guidance and development of elementary school pupils
Use of library

Teacher Consultants (Secondary Schools)

Sociological foundations of education
Psychology of adolescence
Secondary school curriculum and methods
Principles of secondary education
Guidance in secondary schools
Supervision in secondary schools
Use of library

Plans were made also for a national and seven regional conferences for Youth Leaders (Hatsu-sha No. 224, 20 Aug 48):

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<u>Region</u>	<u>Date</u>	<u>Period</u>	<u>Place</u>
National Level	Oct. 1-Oct. 12	12 days	Tokyo
Local Level			
Hokkaido	Oct. 18-Oct. 24	7 days	Sapporo
Tohoku	Oct. 27-Nov. 2	"	Sendai
Kanto	Nov. 9-Nov. 15	"	Tokyo
Chubu	Nov. 17-Nov. 23	"	Nagoya
Kinki	Nov. 26-Dec. 2	"	Kyoto
Chugoku & Shikoku	Dec. 4-Dec. 10	"	Kure
Kyushu	Dec. 12-Dec. 18	"	Fukuoka

Aim of the Youth Leaders' Conferences was expressed as follows:

"Upon dissolution of the Japan Youth Associations, the youth movement in Japan has reached a turning point. Either the way will be paved for the extension of autonomous activities of Japanese youth, or lack of leadership will result in an increase of juvenile delinquency in the country.

"In order to realize the spirit of the new Constitution and establish a truly democratic society, we think it essential for Japanese youth to be guided by leaders who are specially trained under well-planned programs. To obtain this object, we intend to provide opportunity for youth education leaders to study the new education and to get training from American youth education authorities who are expected to arrive here before long."

Plans were completed also for a 12-week institute for professors of education to be held 27 September to 18 December 1948 at Tokyo First Normal School, having as its purpose: a) to give consideration to the general reorganization of professional teacher education courses in the new system of higher education; b) to plan an adequate professional curriculum for the future preparation of superintendents and teacher consultants in their own institutions; and c) to study and improve the contents of individual courses in educational psychology, educational sociology, supervision, evaluation, educational research, elementary education, secondary education, guidance, use of library

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and audio-visual aids, etc. It was determined that approximately seventy professors of education from normal schools and teacher-training institutions could be accommodated.

Due to the inability to recruit qualified American personnel for the section of the Institute devoted to the problems confronting university administrators in time for the first session, it was decided to postpone the planning and program for this section until February and March 1949.

With the completion of plans for the Institute, Dr. Paul Webb, Director, announced "The Institute for Educational Leadership" in a press conference held 22 Sept 48:

"On 5 October the citizens of Japan will go to the polls to elect for the first time their own Boards of Education. It will be the function of these boards to represent the communities from which they are elected and to shape the policies of the schools within the laws passed by the Diet and Assembly action.

"Being laymen, however, it will not be within the province of these boards to administer the schools themselves, for such work involves professional and technical skill. It will be an obligation of these boards of representative citizens to seek the advice and counsel of competent professional educational leadership to the end that sound educational policies may be devised.

"To meet this need, the Board of Education Law, recently passed by the National Diet, not only provides for the establishment of elected boards of education, but establishes a new professional position in the school system of Japan -- that of the school superintendent. Conceived as an educator of broad experience and sound administrative skill, the superintendent will have the responsibility of advising and counselling the board of education on its efforts to establish educational policy and will bear the responsibility for administering those policies in the operation of the schools. In short, it will be his function to advise the board of education on matters predominantly professional and to administer the schools for the board according to the law and the policies established. No more important position will exist in the Japanese educational system.

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"To furnish the new boards of education with candidates from which they can select superintendents to administer their schools, the Ministry of Education has established the Institute for Educational Leadership which will provide two intensive courses of lectures and conferences over a period of twenty-four weeks beginning early in October. Each course will last for twelve weeks. The courses are designed to develop a corps of trained and experienced leaders who will understand the purpose of the new education in Japan and who will be provided with an understanding of the professional techniques necessary to carry out that educational program.

"All prefectures in Japan will be represented in the Institute. Applicants are being examined, evaluated, and selected by prefectural committees operating under regulations and procedures prescribed by the Ministry of Education. Only those persons who have had training and experience as teachers or education administrators and who satisfactorily pass a qualifying examination will be certified to attend the Institute.

"In addition to courses designed to fit prospective superintendents for their new responsibilities, courses will be offered for the training of a group of professional teacher-consultants whose task it will be to help teachers to gain new insight into the aims of education in a democratic country and to acquire skill in achieving those aims. The teacher-consultants will replace the former school inspectors who served more as 'thought police' than as highly trained educators devoted to the improvement of teaching.

"The Institute will also provide a program of training for those intending to take positions of leadership in promoting constructive youth movements, Parent-Teacher Associations and Citizens' Public Halls. Opportunity also will be furnished to professors of education from teachers' colleges and universities and for university administrators to become better informed on the new program of education in Japan so that they can provide in their own institutions programs for the training of professional educational personnel.

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"We consider the establishment of the Institute for Educational Leadership as one of the most significant steps taken in Japanese education for the development of professionally trained personnel. Every assistance is being given the Ministry of Education by Occupation authorities in this project. The staff of Japanese educators who will provide the program of the Institute will be augmented by twenty American professors of education and school administration who are expected to arrive from the United States this week by plane to participate in the program. The program will be carried on cooperatively by the staff of American educators and the staff of Japanese educators. They will work together in the preparation of lectures and in the conduct of conferences and workshops. The American staff will be able to contribute, from their study and rich experience in administration of education, those principles and practices which have proved of value in the development of a system of education in a democratic nation and society. The Japanese staff, with their thorough understanding of the problems involved in the decentralization of education in Japan, and with their knowledge of the potentialities and limitations of the Japanese situation, will be able to guide and direct the instructional program so that the greatest benefit will accrue to those attending the Institute.

"You will recall the visit of the United States Education Mission in March 1946, and the creation of a Japanese Education Committee to work jointly with the Mission. This cooperative program resulted in a series of recommendations for basic directions in which Japanese education might move in making its contribution to the development of a reconstructed and democratic Japan. Now, once more, in a program designed to implement in a very practical way, some of the recommendations which evolved from the earlier cooperative effort, American and Japanese educators will join hands in a program to develop capable and responsible leaders to administer the educational program in Japan."

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II. RECRUITMENT OF AMERICAN PERSONNEL

In order to recruit American personnel for the program, Dr. Arthur K. Loomis, Adviser, Educational Reorganization, Civil Information and Education Section, General Headquarters, Supreme Commander for the Allied Powers, was sent to the U.S. for the period 5 July-8 September 1948. Two-hundred thirty-five interviews were held during this time with 160 different persons, of whom 115 were prospects and 45 were administrative officers who had to approve leaves of absence. Recruitment was difficult due to the proximity of the time to the opening of the 1948-49 school year, when most educators were already committed and substitutes unobtainable; and, scarcity of educational personnel in the United States.

Despite these difficulties, the services of an outstanding group of American educators were obtained:

- Ambrose, Edna V., Elementary Education
Staff Member, Work Shops in Elementary Education,
Cambridge, Mass.
- Argo, A. Clarence, Principles of Secondary Education
Supt. of Schools, Sequoia Union High School,
Redwood City, Calif.
- Baker, Homer, School Administration
Superintendent of Schools, Osborn, Ohio
- Barnhart, Rebecca G., Educational Finance
Director, Special Services and Research
Battle Creek Public Schools, Battle Creek, Michigan
- Briesmeister, Esther, Youth Organizations
YWCA Representative, Program Secretary,
Foreign Division Staff, New York, N. Y.
- Daly, Francis, Educational Psychology
Director of Adjustment Services, Boston, Mass.
- Eastlick, John T., Librarian
Assistant to the Director,
Denver Public Library, Denver, Colo.

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Elmott, Mrs. Charlotte, Guidance in Elementary Schools
Psychological Consultant, City Schools,
Santa Barbara, Calif.

Fairweather, Jane, Libraries
Chief Army Librarian, Special Services,
General Headquarters, Far East Command

Flesher, Wm. Roy, Educational Research and Guidance
Professor of Education, Bureau of Educational
Research, Ohio State University, Columbus, Ohio

Hartford, Ellis, Teacher Education
Professor of Education, University of Kentucky,
Lexington, Kentucky.

Heck, Arch O., Personnel Administration
Professor of Education, Ohio State University,
Columbus, Ohio

Jersild, Arthur, Educational Psychology
Professor of Education, Teachers College,
Columbia University, New York City, N. Y.

Kinsman, K.A., Guidance in Secondary Schools
Coordinator of Teacher Training,
University of Southern California,
Los Angeles, Calif.

Lefler, Millard C., School Organization and Administration
Superintendent of Schools, Lincoln, Nebraska

Lewis, E.E., Teacher Training
Professor of School Administration,
Ohio State University, Columbus, Ohio

McCullough, Constance M., Elementary Curriculum and Methods
Professor of Education, San Francisco State College,
San Francisco, Calif.

Peckham, Earl K., Supervision in Secondary Schools
Director of Curriculum, Sequoia Union High School,
Redwood City, Calif.

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Sullivan, Dorothea, Youth Organizations
Administrative Officer, National Catholic School
for Social Service, Washington, D. C.

Van Dyke, George, University Administration
Business Manager, Syracuse University,
Syracuse, N. Y.

Walters, Raymond, University Administration
President, University of Cincinnati,
Cincinnati, Ohio.

III. JAPANESE STAFF FOR THE PROGRAM

Japanese specialists selected to work with American personnel in planning and conducting lectures on all phases of the Institute were as follows:

ANDO, Akio, Personnel Administration
Professor of Bunrika University

AOKI, Seishiro, Educational Psychology
Chief of Educational Material Research Section,
Ministry of Education

HOSOYE, Toshio, Sociological Foundations of Education
Professor, Okazaki Higher Normal School

IGARASHI, Akira, Educational Finance
Staff of Education Training Institute

IGARASHI, Kiyoshi, General Planning of Institute for
Education Faculty Professors
Professor, Tokyo First Normal School

ISAKA, Yukio, Psychology of Adolescence
Secretary of Ministry of Education,
Textbook Bureau of Ministry of Education

ISHI, Sanjiro, Principles of Secondary Education
Professor, Tokyo Higher Normal School

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- ISHIYAMA, Shuhei, Principles of Elementary Education
Professor, Tokyo Bunrika University
- KAIGO, Tokiomi, General Planning of Institute for Superintendents
Professor, Tokyo University
- KATO, Muneatsu, Use of Library
Head, National Library
- KODAMA, Sei, General Planning of Institute for Secondary School Teacher Consultants
Professor, Nihon Women's College
- KOMIYAMA, Eiichi, Guidance and Evaluation of Secondary Schools
Secretary of Ministry of Education, Textbook Bureau of Ministry of Education
- MAKINO, Tatsumi, Social Foundations of Education, Principles of Elementary Education
Professor, Tokyo Bunrika University
- MASUDA, Koichi, Evaluation and Educational Research
Chief of Research Section, Research Bureau, Ministry of Education
- MIKI, Yasumasa, Guidance of Development of Elementary School Pupils
Supervisor of Ministry of Education
- MUNAKATA, Seiya, Educational Administration, General Planning of Institute for Superintendents
Professor, Tokyo Bunrika University
- OGUSHI, Fujio, School Buildings
Technical Official of Ministry of Education, Construction Section of Educational Facilities Bureau, Ministry of Education
- OTAKE, Kiyoshi, Duties of Teacher Consultants
Head of Yokohama Seibi Gakuen
- SAKAMOTO, Ichiro, Use of Library
Professor, Tokyo First Normal School

- SAWADA, Keisuke, Guidance
Professor, Tokyo Third Normal School
- TAKEDA, Ichiro, Supervision of Elementary Schools
Supervisor of Ministry of Education
- TOMINAGA, Tadashi, Supervision of Secondary Schools
Principal, Seigakuin Upper Secondary School
- UMENE, Satoru, Secondary School Curriculum and Methods
Assistant Professor, Tokyo Bunrika University
- USHIJIMA, Yoshitomo, Psychology of Adolescence
Professor, Tokyo Higher Women's Normal School
- YAMAMOTO, Toshio, School Administration and Organization
Lecturer, Keio University
- YODA, Shin, Educational Psychology, Psychology of Childhood
Professor, Tokyo Bunrika University

IV. RECRUITMENT OF THE STUDENT BODY

Final plans were made for the participation of 170 prospective superintendents of education, 182 elementary and 122 lower secondary teacher consultants for the first session, and the same number was anticipated for the second session (Hatsu-gaku No. 371, 17 August 1948).

The number to be trained was determined on the basis of one superintendent for each 100 schools and one teacher consultant for every 30,000 students.

Following are the qualifications for participants as set down by the Ministry of Education for superintendent and teacher consultant trainees:

Superintendents

- 1) Those who have held the post of school director longer than one year.
- 2) Those who have held the post of Shigakukan (inspector) or Shigaku (inspector) longer than one year.

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3) Teachers or those who have held the post of first or second class government or public official longer than one year and who have engaged in educational activities.

4) Teachers or those who have held the post of third class government or public official longer than five years and have engaged in educational activities.

5) Clerical officials of city, town, village, or private schools, educational officials of a city, town or village, or, private school teachers -- who have served five years or more.

Teacher Consultants

1) Those who have served as teachers (and who possess teaching certificates) in elementary and lower secondary schools, as well as old secondary schools longer than five years.

2) Those who hold the post of inspector (Shigaku).

3) Those who have served as teachers in higher schools and colleges longer than three years.

Basis for selection of superintendents and teacher consultants was: a) Character Test; b) School Career; c) Thesis or published works; d) Health; and, e) Written examination. Prefectural Selection Committees, consisting of five members, were established under the supervision of the prefectural governor, to determine the eligibility of applicants according to the above.

Original plans called for the submission of all applications by 9 September 1948 and the examination to be given on 10 September throughout the country. However, due to administrative difficulties the deadline for applications was postponed to 19 September and the examination given on 20 September. The written examination consisted of problems regarding the Constitution, laws on education, the general program of courses of study, educational psychology, etc.

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One national and seven regional courses for youth leaders were scheduled, with representation as follows:

<u>Region</u>	<u>Reps. from Youth Orgs.</u>	<u>Reps. from Citizens' Public Halls</u>	<u>Reps. from Women's Organizations</u>
Hokkaido	50	9	5
Tohoku	60	6	5
Kanto	85	8	5
Chubu	90	6	5
Kinki	70	7	5
Shikoku-			
Chugoku	75	5	5
Kyushu	<u>72</u>	<u>7</u>	<u>5</u>
Total	502	52	35

Seventy-five representatives of regional youth associations, labor union youth divisions, the Red Cross, youth cultural organizations, and other groups; 12 representatives of the YMCA, YWCA, Boy Scouts and Girl Scouts; 12 representatives of Citizens' Public Halls; and, 15 representatives of women's organizations were invited to the national institute.

Participants were selected by local recommending committees consisting of five members each as follows:

- Representative of local youth association federation
- Representative of local women's association federation
- Representative of YMCA, Boy Scouts, juvenile or youth organization
- Chairman of the local Social Education Committee
- Local Social Education Chief

Participants in the Education Faculty Professors' Program were chosen from 31 selected normal schools and universities and colleges offering educational courses, and one each from the remaining 39 prefectural normal and youth normal schools.

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V. SPACE PROBLEM

The immediate problem was to secure the required classrooms, lecture rooms, libraries, dormitories, and office space needed for the accommodation of approximately 700 students and administrative staff of 69 persons. An estimate was made that 29,900 square feet of space would be needed. Suitable sites were investigated (even as far away as Kure), but none were found which were large enough to hold the Institute on one campus and which were available for use. Administratively, this would have been ideal. However, since this was impossible, it was decided as an alternative to find suitable accommodations for each of the groups in Tokyo. The problem here was to find adequate space for the five groups in a city whose housing, transportation, heating, light, etc., were already greatly overtaxed. With the cooperation of the Ministry of Education and schools interested in the program, sites were finally secured:

Superintendents' Group - Tokyo University
Teacher Consultants Group - Elementary - Tokyo First
Normal School for Women
Teacher Consultants Group - Secondary - Tokyo Women's
Higher Normal School
Education Faculty Professors' Group - Tokyo First
Normal School for Men

VI. TRANSPORTATION

Due to the fact that three of the schools were three to five miles from the center of Tokyo and one seven miles, there was a problem of transportation for American personnel. Since they were billeted in downtown Tokyo, special bus service was established, and other transportation was provided for the administrative staff in order to facilitate the numerous details and requirements imposed by the scattered schools.

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VII. BUDGETARY PROBLEMS

The IFEL Program in principle was fully recognized as being both a desirable and an indispensable factor to the reconstruction of Japanese education.

In view, however, of the overall situation in Japan and the absolute need for a balanced economy, it became evident that a compromise situation had to be found which would make it possible to carry out a balanced and effective program of educational leadership without prejudice to other vital national needs.

The budget agreed upon, although below the minimum amount originally recommended, made it possible, however, to fulfill in some measure the purposes of the original program.

Following is a breakdown of the approved budget:

Allowance and Fees		2,330,000
Miscellaneous allowance	1,806,000	
Fees	524,000	
Travelling Expenses		15,764,000
Ordinary travelling expenses	15,764,000	
Articles for Consumption		1,163,000
Stationery	348,000	
Fuel	287,000	
Consumption	30,000	
Food	498,000	
Service		3,017,000
Printing and binding	1,682,000	
Correspondence	98,000	
Transportation	30,000	
Repairing expenses	20,000	
Advertisement rate	40,000	
Rent and hire	61,000	
Copying	486,000	
Translation	450,000	
Contracted expenses	150,000	
Equipment		908,000
Equipment for business	908,000	
Total	¥ 23,182,000	23,182,000

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VIII. FOOD AND HOUSING FOR STUDENT BODY

In a war-devastated and economically unstable country the problem of food and housing for the student body was great. Special rations were provided (in addition to regular rations) for the students, which involved approval by various SCAP and Japanese Government agencies.

Of the estimated 649 students for each session of the Institute, during the first session 345 were housed in dormitories, 150 in prefectural houses (buildings maintained by prefectures for official visits to the capital), 89 in friends' homes, and 65 in their own homes.

All students had lunch in the school dining rooms. The noon meals were served by the Student Board Federation, an organization which prepares some 70,000 meals per day for students in the Tokyo area. This organization took care of all the details of picking up rations, preparation, etc. Rations for morning and evening meals were delivered to the respective dormitories, prefectural houses or individual homes.

Chapter III

THE PROGRAM

The program of the Institute was a cooperative enterprise in which each staff (Japanese and American) made its particular contribution. From the American staff came vision, practical experience in democracy in education, ability to use and demonstrate democratic techniques, and facility in the organization of the instructional program. The Japanese staff kept the program tuned to the needs of the situation in Japan, presented it from the Japanese point of view, and provided materials related to the local scene. The Japanese staff delivered the great majority of the lectures, thereby saving much time and avoiding the difficulties inherent in the use of interpreters. To the American staff fell the responsibility for the guidance of the conferences and workshops.

I. PROGRAM FOR TEACHER CONSULTANTS, SUPERINTENDENTS AND PROFESSORS OF EDUCATION

In planning the lectures for these groups there was no attempt to duplicate the content of a course in educational administration or supervision, or to organize the conferences as one would a seminar for administrators or supervisors in the United States. Cognizance was taken of certain limitations in the situation. Practically none of the participants had had any previous training in educational administration or supervision. The length of the course, twelve weeks, was extremely short in terms of the objectives sought. Not much time could be devoted to the developing of a deep background knowledge of the subjects covered, when practical problems of great immediacy and importance were facing these men.

There was an attempt to give proper attention to the immediate and practical aspects of the problems of administrators and supervisors. But at the same time it was necessary to give some attention to the development of understanding and knowledge which, although not directly related to some specific problems of the present, would equip one with a basis for dealing with future problems in a more adequate professional manner.

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The morning sessions of the Institute were given over to lectures and discussions in the areas indicated in the following pages. In general, the Japanese instructor would lecture for about two hours; one hour would be given over to questions and answers in which the American and Japanese lecturers jointly participated. In the afternoon sessions conference and workshop techniques were developed in helping to solve the problems which were of immediate concern to the students. Each group was free to plan its own activities. The function of the American instructor was to work with his group so as to give the most effective and practical help possible for the students to gain insight and understanding of the superintendent's or the teacher consultant's job.

Each group developed such special sub-committees or working units as seemed best suited to meet its particular needs. Thus, one group studied a wide range of practical questions in the course of its intensive study of the problems involved in the development of a tentative set of rules and regulations. The rules and regulations became much more than an end in themselves. They became the medium through which a wide range of understandings and insights necessary to a good school superintendent was developed and fostered.

As the Institute progressed the afternoon sessions took on more and more significance. Early reticence on the part of the students to speak up and express their views disappeared and discussion became more and more animated. Visitations to schools offered fine opportunity for the groups to study problems at first hand and observe to what extent sound educational practices were being carried out. Workshop groups took their study seriously and produced several reports which were considered sufficiently valuable by the group to warrant mimeographing for general distribution to all members of the Institute.

Teacher Consultants

The areas covered for the teacher consultants sections and the general nature of the presentation were as follows:

1. Principles of Elementary and Secondary Education - This series of lectures emphasized the importance of the development of a mature individual for a democratic society and the qualities which all teachers must foster if this is to be achieved. It considered the aims of education for a

democratic Japan, and stressed the need for evaluation of learning in terms of the child's experience and his ability.

2. The Work of the Teacher Consultant - The work of the teacher consultant contrasted clearly with that of the old school inspector. The work of the latter was to make certain that orders from above were executed, that thoughts were in the proper groove, and that disciplinary measures were effective in carrying out orders, while the teacher consultant should give aid to teachers in their work and stimulate them to grow professionally. Methods of assisting teachers in the classrooms, means for providing in-service training for teachers, plans for improving oneself as a teacher consultant were presented. It was urged that the place for the teacher consultant was in the field working with principals and teachers and with committees engaged in developing programs for curriculum improvement and working cooperatively with all members of the school staff was considered imperative.

3. Guidance and Evaluation - Emphasis in this section was upon the individual child, the importance of understanding him if he is to be taught effectively, and upon ways in which we may come to understand him better. Attention was given to the need for developing good relationships among the school, family, and the community agencies which work for the welfare of the children. Evaluation was described as the process of determining whether or not the pupils are actually developing into the kinds of citizens desirable in a democratic society.

4. Child Growth and Development - The nature of the child, how he grows, and his characteristics at different stages of growth were topics of this series of lectures. Emphasis was placed upon recognition by the school of a child's fundamental needs and interests.

5. Educational Psychology - This was a study of the psychology of adolescence and its relation to the work of the consultant. It covered the social and emotional development of the adolescent. The common problems faced by all adolescents formed the basis of the course. The importance of participation by the learner in the formation of goals was stressed. This was made the keynote of the democratic school of the new Japan. This new psychology was contrasted to that of the former one held by many Japanese educators who stressed the accumulation of facts.

6. Curriculum and Methods - This course dealt with the building of the curriculum by the teacher and the methods in carrying out this curriculum with emphasis on the part that consultants can play in guiding teachers toward improvement. The role of the teacher as a curriculum maker with other teachers and pupils was discussed; his part on committees in the school and region and his part in adapting the curriculum to the needs of the particular class he is teaching were presented. Methods of classroom procedure such as group discussion, dramatization, radio and recordings, and the effective use of textbooks and reference books were included.

7. Sociological Foundations of Education - This series of lectures was presented to give attention to the community as it exists in many parts of Japan -- the effect of the family structure upon the whole society, its social life, its economic relations, its religious practices. Suggestions were made as to methods which teachers might use to study the community and as to types of study which have already been made which would aid teachers in understanding their community, and, hence, their pupils and the problems of giving them a practical education. It was pointed out that many teachers might experience difficulty in providing a democratic education for children whose lives are surrounded by accepted hierarchies.

Superintendents

The areas covered for the superintendents section and the general nature of the presentation were as follows:

1. Problems of Modern Education - These lectures were intended to give the students basic orientation and an overview of the meaning of the superintendency in the new educational system in Japan. Particular stress was given to the concepts of democratization and decentralization of education. The basic difference between the educational bureaucrat and the professional-educator superintendent was examined.

2. School and Public Finance - These lectures stressed the fact that a good educational program is dependent upon a sound budgetary procedure; that when the control of education is decentralized the responsibility for securing adequate funds for education devolves upon the superintendent

and the local boards of education; and that there is need to keep the public constantly informed of the work and the needs of the schools through intelligent and well prepared reports.

3. School Administration and Organization - The nature of the relationship between the superintendent and the board of education and the functions of each was the source of great concern to the students. These lectures emphasized that the board should be composed of lay personnel, that it has power and authority only when acting as an organized unit in a regular or called meeting, that it is primarily a legislative body giving expression to its policy through its rules and regulations, that the superintendent of education is the executive officer of the board and is charged with the responsibility of administering the policies of the board, and that he is the person to whom the board should look for professional leadership, guidance, and advice. Attention was also given to the organization of the secretariat based upon a functional analysis of the duties of the superintendent's office.

4. Personnel Administration - Consideration was given to the basic principles underlying good public personnel administration. Attention was directed to the provisions of the Public Service Law and the Educator's Public Service Law which puts the selection of educational personnel upon a merit and professional basis.

5. Educational Psychology - Through these lectures attempt was made to give the prospective superintendents increased understanding of the psychological problems related to education. The various aspects of school functioning which have important bearing on the personal adjustment of the pupil were discussed, and proposals were outlined for the most effective handling of the problems involved.

6. Supervision and Curriculum Development - These lectures covered the same areas as those presented to the teacher consultant groups. Stress was laid upon the part which the superintendent should play in the promotion of curriculum development and the supervision of instruction in the elementary and secondary schools. The role of the teacher consultant was discussed and the need for adequate provision for teacher consultant services in the educational program was emphasized.

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7. Evaluation and Educational Research - The nature and purpose of educational research was discussed. Effort was made to condition the prospective superintendents to assume a favorable attitude toward research, recognize the qualities needed in research workers and satisfactory research, be open-minded about findings of research, give their professional support to research groups and agencies, and encourage a forward looking attitude by their principals, teacher consultants and teachers regarding research in education.

8. Sociological Foundations of Education - This series of lectures was the same as that described above for the teacher consultants sections.

Professors of Education

The areas covered for the professors of education section were as follows:

Teacher Training and Principles of Education
Educational Psychology
Educational Sociology
Guidance and Evaluation
Educational Administration
Curriculum and Methods

In each of these areas the purpose was to give the group some concept of the nature of the materials which should go into a well-rounded course of study for school administrators and supervisors. The content was of the same general character as that given to the teacher consultants and superintendents sections.

II. PROGRAM FOR YOUTH LEADERS

The Youth Leaders Section, unlike the others, was organized and conducted as one national and seven regional institutes. The decentralized character of this Institute was necessary in order to attract large numbers of volunteer group leaders and officers who could not be expected to spend more than a brief period of time away from their work.

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These institutes had as their purpose the following:

- 1) to provide some background in the history, purposes, philosophy and methods of youth work and adult education;
- 2) to acquaint leaders with the psychology of adolescence;
- 3) to give leaders some idea of the principles and practices of group work;
- 4) to develop skill in leading group discussion;
- 5) to develop skills in game and craft leadership;
- 6) to help clarify the relationships between government and private agencies in youth and adult education;
- 7) to develop skills in the selection and training of volunteer leaders; and,
- 8) to give the leaders a new sense of significance of youth work and adult education in a democracy.

At the opening session of each institute, following the introduction of the leaders and a statement of the purposes of the institute, groups were organized into several functional committees -- Library Committee, Program Committee, Housing Committee, and Recording Committee. The chairmen of these committees and others met daily as an overall planning group to evaluate the progress of the institute and to make necessary changes.

Morning sessions consisted of lectures on the following topics: 1) The Community in Which Youth Work is Conducted; 2) Group Work Principles and Methods; 3) Program Building in Youth Work; 4) Club Organization and Committee Work; 5) The Role of the Leader in Group Work; 6) Measuring the Results of Youth Work; and, 7) What To Do When You Get Home.

In the afternoon sessions, for the purpose of discussions and work groups, institutes were divided into three categories: 1) paid youth workers; 2) volunteer leaders of adults; and, 3) volunteer leaders of children.

During January, February and March several conferences and seminars on youth work were held throughout Japan in response to the requests from local and regional military government officers. The seminars, sponsored by the Osaka and Tokyo Schools of Social Work, were of two weeks' duration and were similar in content and procedure to those described above. Follow-up two-day conferences, sponsored by participants in the first session of the Institute, were held in thirteen prefectures and recorded an attendance of about 1,500.

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III. PROGRAM FOR UNIVERSITY ADMINISTRATIVE OFFICERS

The university section of the Institute was organized so as to give opportunity for university administrators, business officers, and student guidance personnel an opportunity to meet together to discuss their common problems. Two-week sessions were organized for each of the three groups during the months of February and March and were participated in by representatives from approximately 120 institutions of higher education, about equally divided between government and private institutions.

The administrators group was made up of presidents or directors of the institutions which they represented or deans or other administrative officers designated by their respective institutional heads. In preparation for the program, the Ministry of Education circulated by mail a list of thirty topics suggested by the Civil Information and Education Section as suitable for consideration, and the administrators were asked to indicate which of these they preferred and also to suggest additional topics. As a result of their vote the following twelve topics were selected for major consideration: 1) The University and Citizenship; 2) University Administrative Organization; 3) Curriculum Organization and Content; 4) Semi-professional Education and Junior Colleges; 5) Guidance Programs in Higher Education; 6) Improvement of Teaching; 7) Improvement and Use of Libraries; 8) Research Methods and Graduate Schools; 9) Physical Education and Athletics; 10) Financial Methods and Problems; 11) Student Organizations; 12) Qualifications and Working Conditions of Professors.

Formal lectures in these areas were given by members of the staff and were followed by a discussion period. Conference groups, organized on the basis of types of institution represented, met in the first part of each afternoon to discuss the application of the morning lectures to their particular institutions. In the latter part of each afternoon special discussion groups were organized for the consideration of topics not covered by the morning lectures.

The programs for the university business officers and for student guidance personnel were conducted in a manner similar to that for the university administrators. The

topics selected for discussion by the business officers included: 1) Support of Public and Private Higher Education; 2) Financial Accounting and Reporting; 3) Purchasing and Stores; 4) College and University Budgets; 5) Business Office Personnel and Personnel Problems; 6) Athletics, Dormitories, Dining Halls, and Auxiliary Activities; 7) Buildings and Grounds Department; and, 8) Supplementary Functions of the Business Office.

In the conference for student guidance personnel the following topics were discussed: 1) The Student Guidance Program and Higher Education; 2) Administration and Methods; 3) Selection and Admission of Students; 4) Educational and Vocational Guidance; 5) Social Development of Students; 6) Provisions for Coeducation; 7) Student Government; 8) Extra-curricular Organizations; 9) Student Housing and Food Service; 10) Scholarships, Loans, and Part-time Employment of Students.

IV. LIBRARY FACILITIES

Approximately 100 copies each of 77 titles of American books were made available for the libraries of the Institute. These were supplemented by a few Japanese educational textbooks, copies of handbooks and other materials which had been prepared during the past three years by committees of Japanese educators working in cooperation with members of the Civil Information and Education Section.

These materials were organized and classified under the direction of the librarian on the American staff. In order to promote an understanding of modern library practices, a model library was established in one of the normal schools.

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V. SUMMARY OF INSTITUTE ATTENDANCE

The following is a summary of the total number of participants in the Institute for Educational Leadership:

	<u>First Session</u>	<u>Second Session</u>	<u>Total</u>
Elementary Consultants	172	176	348
Secondary Consultants	134	118	252
Superintendents	160	172	332
Professors of Education	72	80	152
Youth Leaders (National Two-Week Course)	75		75
Youth Leaders (Regional One-Week Course)	570		570
University Administrators (Two-Week Course)		120	120
University Business Offi- cers (Two-Week Course)		129	129
Student Guidance Personnel (Two-Week Course)		131	131
Youth Leaders Seminar (Two Weeks)		91	91
Youth Leaders Follow-up Conferences (Two days - 13 prefectures)		<u>1500</u>	<u>1500</u>
	1183	2517	3700
No. of Participants at 12-week sessions			1084
No. of Participants at 2-week sessions			546
No. of Participants at 1-week sessions			570
No. of Participants at 2-day sessions			<u>1500</u>
			3700

Chapter IV

EVALUATION

In evaluating the work of the Institute consideration should be given to several factors which operated to limit its effectiveness. One of the greatest difficulties was that created by the language barrier. In order for members of the American staff to be of utmost service it was necessary that they be informed accurately of what the Japanese students were saying and that their own remarks be adequately and completely interpreted to the Japanese. Even under the best of conditions the values to be obtained from the spontaneous give and take of a good discussion group could easily be lost to one who must depend upon the services of an interpreter. For most of the program these difficulties were reduced to a minimum by the staff of interpreters procured by the Ministry of Education.

A second limiting factor was the almost complete lack of library resources in the Japanese language. This, of course, was to be expected as the purpose of the Institute was to train for leadership in fields new to the Japanese educational world, and in which there could be no literature. This was partially compensated for by a library of American books on education, but only a small number of the students could make much use of them and then only under the difficulties inherent in reading a foreign language in which they were not well prepared.

A third factor which conditioned the effectiveness of the Institute was the fact that the American staff were not sufficiently well oriented to the Japanese situation to be of the greatest value in aiding the participants in the solution of their problems. This again was partially compensated for by the ready adaptability of the members of the staff and the rapidity with which they came to have an insight into the cultural and educational patterns of the Japanese.

The conditions under which the trainees lived while attending the Institute must also have had a detrimental effect on the program. Those who resided within any reasonable distance of Tokyo spent many hours a day traveling to and from crowded trains, streetcars, and buses. Some few lived with friends and relatives in Tokyo and added to already overcrowded conditions. About half of

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the students were housed in the dormitories of a nearby temple and at one of the normal schools. Here they were so crowded that they averaged less than one tatami (about 18 sqft.) per person. Although the Ministry of Education was instrumental in securing additional food rations for the group and supplemented their salaries with allowances, yet the problem of getting sufficient food was a difficult one and often meant week-end trips home to secure additional supplies. The crowded conditions would have made study in the evening most difficult, but this situation was further aggravated by the government's electricity conservation program which cut off the current for all Japanese dwellings every evening between 7:30 and 8:30.

Despite these limitations the overall results of the Institute program were definitely on the positive side. The participants themselves felt that the venture was well worth their time and that the experiences and knowledge gained more than offset the difficulties involved in securing them. During the last week of the Institute an evaluation inquiry was administered to each group in order to obtain suggestions for improvement of the next session of the Institute and also to get some measure of the extent to which the participants felt that the Institute had been of benefit to them. Some of the questions with the percentage of responses indicating "very much", "some", and "very little" are given below:

	<u>Very Much</u>	<u>Some</u>	<u>Very Little</u>
"To what extent do you think you now understand democracy in education?"			
Elementary teacher consultants	80.5	17.7	1.8
Secondary teacher consultants	78.0	21.2	.8
Administrators	79.2	20.1	.7
Normal School professors	92.5	7.5	.0
"To what extent do you understand the new Japanese laws concerning education?"			
Elementary teacher consultants	34.6	51.9	13.5
Secondary teacher consultants	26.5	58.1	15.4
Administrators	64.2	34.6	1.2
Normal school professors	56.7	38.8	4.5

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	<u>Very Much</u>	<u>Some</u>	<u>Very Little</u>
"To what extent do you now see more clearly the problems of the new education in Japan?"			
Elementary teacher consultants	73.9	25.5	.6
Secondary teacher consultants	75.4	22.9	1.7
Administrators	87.3	11.4	1.3
Normal school professors	85.1	14.9	.0
"To what extent have you learned how to make the discussion method a way to solve professional problems of a group?"			
Elementary teacher consultants	54.9	40.2	4.9
Secondary teacher consultants	42.4	50.0	7.6
Administrators	41.1	52.5	6.4
Normal school professors	65.7	32.8	1.5
"To what extent do you think you have acquired the ability to use the principles and practices presented to your group?"			
Elementary teacher consultants	27.2	66.7	6.1
Secondary teacher consultants	22.4	75.9	1.7
Administrators	28.3	67.3	4.4
Normal school professors	40.3	56.7	3.0
"To what extent do you understand the difference between the former school inspector and the new teacher consultant?"			
Elementary teacher consultants	93.3	5.5	1.2
Secondary teacher consultants	86.4	12.7	.9
Administrators	93.7	5.7	.6
Normal school professors	66.7	31.8	1.5

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	<u>Very Much</u>	<u>Some</u>	<u>Very Little</u>
"To what extent were you helped professionally by talking with Institute members from other schools or other prefectures?"			
Elementary teacher consultants	30.7	54.0	15.3
Secondary teacher consultants	49.2	43.2	7.6
Administrators	45.9	45.9	8.2
Normal school professors	67.1	25.4	7.5
"To what extent do you plan to continue professional relationships with other members of the Institute after the Institute closes?"			
Elementary teacher consultants	75.3	23.5	1.2
Secondary teacher consultants	78.8	21.2	.0
Administrators	77.4	18.8	3.8
Normal school professors	88.0	12.0	.0
"To what extent have you been stimulated to study further your own school problems?"			
Elementary teacher consultants	96.9	2.5	.6
Secondary teacher consultants	87.1	12.1	.8
Administrators	85.5	13.2	1.3
Normal school professors	91.0	9.0	.0
"To what extent has the Institute strengthened your confidence in yourself to do a competent and democratic professional job?"			
Elementary teacher consultants	43.0	53.3	3.7
Secondary teacher consultants	47.5	49.2	3.3
Administrators	69.8	28.9	1.3
Normal school professors	70.1	29.9	.0

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	<u>Very Much</u>	<u>Some</u>	<u>Very Little</u>
"To what extent has the Institute been a help to you as preparation for your professional job?"			
Elementary teacher consultants	77.6	21.8	.6
Secondary teacher consultants	70.3	28.8	.9
Administrators	81.8	16.4	1.8
Normal school professors	85.1	14.9	.0

Representative of the attitudes expressed by many of the university presidents who attended the Institute were those who wrote as follows:

"This is a very brief word to tell you how much I appreciated all the trouble you took to put so much helpful information at our disposal. One feels that you really grasp the situation in Japan, and are doing a truly constructive job."

"Heartfelt thanks for such a conference. We benefitted a great deal from it."

"I assure you here that we are going to try our utmost to tide over the difficulties and bring about the great objectives of this epoch-making reformation program of the Japanese educational system by making the most effective use of the knowledge obtained in this Institute."

Members of the American staff in their last weekly reports of the Institute gave evaluations of the program. Representative expressions of the staff follow:

"The Institute has been a real success and while many changes can be made in the mechanical set-up or framework in which we operated, nothing could ever change the bonds of friendship and understanding and service which grew out of our twelve weeks together. In that lies the strength and value of the Institute."

"As this first session of the Institute ends, I want to express in the strongest possible terms my feeling of gratification and happiness concerning certain aspects of it. I refer particularly to the afternoon discussion group

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work.....I believe that there is real hope of leadership for the future in the Japanese with whom we were brought into association through IFEL. I believe that as they go back to all parts of Japan many of them will carry with them enhanced possibilities for the expression of such leadership and drive toward doing so."

"It is true, as Colonel Nugent said at the closing exercises of the first session of IFEL, that proof of what has been achieved must be found in what the Japanese educators do when they go back to their jobs. But I believe that the response which the Japanese people already have made should be very gratifying to the persons who conceived, inaugurated, planned and directed the IFEL program. I write this final report of the first session with a feeling of having been privileged to participate in a highly important task....."

"I have a few miscellaneous final impressions. In spite of the frustrations that inevitably arise in work such as we have been doing, and in spite of shortcomings which are easy to see, the past three months have been the richest and most rewarding in my professional career. The benefit to myself is, of course, obvious, for I have learned a great deal. But the experience, in my judgment, represents something more than personal advantage. I have felt that I am one of a group of educators within IFEL and within the regular staff of CIE who, in the aggregate, are doing a fine and potentially epoch-making job. I have never worked with a group of educators with a higher average level of industry, or with more devoted service to the task at hand, or with more forthright realization of their limitations in dealing with a foreign culture through the barrier of a foreign tongue."

"While the long-term results cannot now be gauged, some of the immediate results are visible in the community at large and also within the more limited circle of IFEL. I think the students at the end showed a solidarity that went far beyond just a perfunctory sort of association. Throughout the session they have been eager to learn. From the beginning, but more and more noticeably as we reached the closing week or two, they have shown an interest in ideas and ideals which we as Americans deem to be most important. Increasingly, also, with the passage of time, they have shown a spirit of friendliness toward us that is something

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more than ceremonial politeness. These are my impressions. What they signify in terms of future changes in Japanese education would be hard to tell. But if there is any possibility of change for the better it would be difficult to conceive of an intellectual atmosphere or an emotional climate that would be more conducive to such a change."

"This last week of the Institute.....has been a heart warming week which convinces me that some of our objectives at least have been reached.....I think there is little doubt but that they have a real sense of responsibility as a result of the Institute and that with even a little encouragement, they will go far."

In addition to the favorable reactions given by the participants and the staff members, the program also has received the commendations of military government civil education officers, staff members of the Education Division of Civil Information and Education Section, Supreme Commander for the Allied Powers, members of prefectural and local boards of education, and many others whose activities have brought them into contact with the program or its participants. The Institute can take much credit for the effective way in which newly-created boards of education early began the assumption of their duties. Many of these boards adopted rules and regulations which had been worked out by participants of the Institute and recommended by them for adoption by all boards of education. It is reported by military government civil education officers that the participants of the first session are now taking an active part in introducing democratic procedures at prefectural and local levels.

The Institute was effective in developing a realization that the decentralization and democratization of education means that the responsibility for what takes place in the schools rests with those who now have local control of the schools. Leadership in education must come from the people in cities, in the towns, and in the villages. No longer should they look to Tokyo for all the answers to their questions or for the solution to their problems. These must be thought out and worked out in the areas in which they occur. The Institute has furnished a nucleus of educators in each prefecture who have acquired this concept of local responsibility and will furnish the leadership to make it operative.

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In the field of higher education the Institute was the occasion for a program which for the first time brought together a large group of administrators of both public and private institutions for an extended discussion of their common educational problems, and it was the first time that business officers and student guidance personnel had ever met together. As the reorganization of higher education in Japan goes forward those who participated in the Institute will see more clearly and be able to guide more intelligently the process by which the democratization of Japanese education will be made effective.

The Institute program was also the first reasonably successful attempt to engage a large percentage of the country's most effective youth leaders and officers in a single, intensive, cooperative, and unified leadership training program. More than 700 people shared creatively in seminars and workshops in which a democratic philosophy and method of work with all types of youth and young adult groups was discussed and demonstrated. Their presence in local communities is a distinct gain. In many prefectures they have been instrumental in organizing study clubs of youth workers. Another dividend of IFEL is the recent publication of small manuals by several prefectures on youth work -- a valuable contribution to meet an urgent need.

If we may judge by actions thus far reported, the participants of IFEL have returned to their homes inspired to carry on a program of education based upon democratic ideals. They, with those who come after them, will form the leaven that will make democracy a living thing among the Japanese people. The Diet through its legislation has provided the form and the framework; the work of the schools through its teachers ably led by their administrators and guided by their supervisors will give it life and substance.

Due to the opportunity which the Institute provided for friendly working relationships between the American staff and the Japanese, both instructors and participants, there has been established a bond of friendship and understanding between the United States and Japan that will be of inestimable and lasting value. The enthusiasm with which the participants turned out to greet the American staff members as they met to consult with board of education

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members throughout Japan at the conclusion of the first session of the Institute speaks volumes in itself. No small measure of the ultimate value of the Institute will be the friends which America has made among the future leaders of education in Japan.

