

GHQ/SCAP Records (RG 331, National Archives and Records Service)

Description of contents

(1) Box no. 2970

(2) Folder title/number: (3)
No Title

(3) Date: ?

(4) Subject:

Classification	Type of record
811	t

(5) Item description and comment:
"Part I Secondary Education Today"

(6) Reproduction: * Yes No

(7) Film no. Sheet no.

(Compiled by National Diet Library)

G.E. OFFICER

PART I
SECONDARY EDUCATION TODAY

- Chapter I Guiding Principles of Secondary
School Administration
- Chapter II Aims and Functions of Secondary
Education
- Chapter III The Criteria of a Good Secondary
School

CHAPTER I

GUIDING PRINCIPLES OF SECONDARY SCHOOL ADMINISTRATION

Purpose of Secondary School Administration

Secondary school principals are now faced with the realization, as never before, of their opportunity to contribute to the building of a better world by guiding the destinies of future citizens of our country. As educators, their mission in the postwar period must be the expansion and improvement of the secondary education program for all youth, as a means of enabling them to create a better and more peaceful world. The young people who are now in our secondary schools will within a few years determine to a considerable extent the nature of our society--its aims, its ways of living, its institutions, and its customs. The experiences that they have in our secondary schools will, to an important extent, determine their contribution to a new and better society. Because of these considerations, the establishment of more and better secondary schools is not only desired but absolutely necessary if we are again to take our place in the family of nations.

In this spirit the Fundamental Law on Education and the School Education Law were enacted, and our school system is being reorganized according to the principles and policies set forth in these laws. With the aims and functions of all schools, from the kindergarten through the university, having been established, we are now providing educational opportunities for all youth, insofar as facilities will permit. The education which takes place in the secondary schools throughout our country and the world during the next generation will have a profound bearing upon man's final victory, his continued frustration, or perhaps his ultimate obliteration. It would be tragic indeed if in this new era secondary education should fail to rise to the occasion to serve the needs of all boys and girls, as well as society in general, with reasonable adequacy. If secondary education is to accomplish its purposes, then secondary school administrators must apply their energies and capacities to the task ahead and exercise the highest qualities of leadership in order that students, staff, and community may join hands in a cooperative effort to accomplish the goal.

Conservation of Individuality

The basic principle of democratic school administration lies in conserving the individuality of each person while at the same time bringing the many and varied characteristics of the group into proper harmony. Thus, maximally developed

individuality of both students and faculty within the school are necessary if it is to function effectively and serve the maximum needs of both students and community.

Now that co-education in our secondary schools are becoming a reality, equalization of educational opportunity for both boys and girls is progressively being realized. Such a forward step is necessary if all the girls, as well as the boys, are to acquire educational training and social status in our country.

In considering the additional opportunity for all girls to assume their rightful place in society, one must remember that democracy is based upon good will between all members of society. It, therefore, involves restraint born of respect for the freedom of others. It cannot be mistaken for license. In the final analysis, democracy can be lived and appreciated to the fullest only when a high degree of social understanding is achieved.

If satisfactory results are to be achieved from all school activities, good health, accurate knowledge and understanding, social efficiency, and character development are basal determinants in secondary school administration. These prerequisites are necessary in order that boys and girls may be properly guided in acquiring pertinent knowledge applicable to practical life situations as well as maintaining a happy atmosphere within the school, home, and community.

The idea that a school is a world all by itself, sitting apart from the outside community and nation, is now a thing of the past, in theory if not yet completely in practice. Just as good will and co-operation are the basis of justice, the ultimate victory of education must be in terms of the behavior of the products of the schools. Everyone responsible for the administration must be fully cognizant that secondary school training is in itself a living experience as well as preparatory period for entrance into the life and work situations of adulthood. Therefore, secondary education cannot place all its emphasis on a few students, gifted in special fields, or upon a limited number of academic subjects. On the other hand, secondary school principals must make it their business to see that all students are provided with an opportunity to develop their many and varied talents according to their own capacities.

Use of Time, Energy, and Equipment

Effective democratic school administration requires the avoidance of waste at all times and at all levels. This is especially true in our country in the critical period following the war. Everything must be utilized to the fullest extent

if the nation is to recover all its human and economic resources in the shortest time possible.

In the past, waste has very often been found in too many places in time, energy, and in the use of equipment. No longer can such luxury be afforded. Economical and efficient administration requires that every care be taken for the full utilization of all resources. This requires planning, preparation, and leadership of a high order if waste is to be avoided. To accomplish this end, it should become a policy that all projects should be thoroughly reviewed and evaluated prior to their beginning. By so doing, waste, incompetence, and useless utilization of time, supplies, and equipment may be prevented.

Punctuality is also of major importance in the economy of effort and for efficient administration. Leadership on the part of both principals and teachers begins at this point. The ideal can be attained only when all staff members cooperate to the fullest in meeting their assignments properly and punctually. To this end, the effective use of time, as it concerns students, staff, and community demands observance on the part of all members of a school staff. It requires that they be alert and prompt, respecting all appointments, if the purposes of the school are to be properly attained.

One of our nation's greatest weaknesses in the past has been the lack of consideration for the use of public property. This has been especially true in the use of school supplies and equipment. It, therefore, becomes a major responsibility for secondary school principals to take necessary steps whereby all students may be properly instructed concerning the use and care of school equipment, if the schools are to serve the needs of all the students in this critical postwar period. Never before has there been such a critical period in our history, demanding and necessitating the conservation of every resource. All equipment and supplies, old and new, must be put to their most efficient use; and only through such care and use can our schools meet the challenge during these critical years.

Co-ordination of Effort

In the administration of a school which is organized to function on a democratic basis, co-operation is of paramount consideration. Co-operation stems from understanding. Nothing is more harmful than irresponsible and destructive criticism. On the other hand, where people join hands to tackle difficult and unpleasant tasks, co-operation and morale is strengthened and individual responsibility achieves unusual goals.

To this end, the delegation of authority in democratically operated schools should always be commensurate with the assignment; otherwise no assignment should be made. On the other hand, once responsibility and authority has been accepted, it then becomes the obligation of the person accepting it to see that the task is completed as a unit, and not just some individual aspect that might be of particular interest to the individual. Unless this principle is strictly adhered to, confusion and misunderstanding will most likely occur and few assignments will be fully completed.

In undertakings requiring the co-operation of a number of individuals, a thorough knowledge and understanding of the special interest and capacities of all members of the group must be present and considered before the group work is started. This information should be understood by both the administration and each staff member concerned if successful results are to be accomplished and confusion and overlapping of functions avoided. Only by such understanding can there be wholesome co-operation and completely satisfactory results. Such a policy should be the goal of all principals.

Professional Growth

The ultimate success of a secondary school if it is striving to reach democratic goals depends to a large extent upon the character, knowledge, and insight of each member of its staff. The very nature of their work in guiding the educational destinies of each generation demands that greater consideration be given to such personal characteristics in order to better insure well-rounded development of each staff member. It may be said that the present situation in our country makes realization of such a goal difficult. However, teachers and principals with initiative may find numerous ways of improving themselves, such as using public libraries, conducting individual research, participating in professional conferences, making excursions, working with study groups, belonging to reading circles, and attending lectures. In addition, specialized professional study at institutions of higher learning should become a part of every teacher-training program.

If schools are to serve their purposes, education must be creative and teaching must be enjoyed. This is not unusual to the educator devoted to his work. Teaching is a pleasure. Mencius calls it "one of the three pleasures of life". Be that as it may, the organization and function of the school must be so arranged that staff members may have both interest in and time for improving themselves professionally if they are to make their greatest contribution to the educational program.

School Welfare of Paramount Importance

In the determination of policy, functions and purposes in the organization and administration of secondary schools, rational and impartial judgment of relative values should be of primary concern. The welfare of students and staff is of paramount importance and should require the major attention of the principal at all times. He must always be conscious that the school exists solely for the students and never for the welfare of the principal or staff. To this end the principal and teachers must provide opportunities for the growth and development of all students according to their interests, needs, and abilities.

No one must ever lose sight of the fact that considerable difficulty has also been caused by failure of some individual or group to recognize that schools are to serve all youth and never a few selfish individuals or pressure groups. In far too many instances school morals has been wrecked and educational programs have collapsed because of indifference, jealousy or pure negligence of administrators or other pressure groups. Such a policy cannot be tolerated in our schools today. Our nation is on her way, and all shoulders' must be at the wheel'. If all members unite in the realization that the welfare of boys and girls come first, there will be no doubt as to the kind of schools we shall have.

Optimistic Outlook

It is clear that for the first time we Japanese people, breathing the air of liberty, are on our way to a constructive life based upon sound and democratic educational and economic principles and policies. It is also imperative that educators -- secondary school principals -- become fired with a burning desire to make democracy work to the end that all the people of the nation may enjoy a better, nobler, and freer way of life. The real educational statesman, overflowing with a love for his nation and for all mankind, must be ever alert to the realization of his great mission. He must accept the challenge with confidence.

In the present state of postwar confusion it will take courage to rise up from among the ruins of a war-torn nation and conquer the difficulties arising out of the realistic economic situation. Progress can be made, however, and education will be the victor if true democracy in educational administration becomes a reality. To this end all members of the profession must be ever mindful that co-operation, understanding, and active participation of all are absolutely necessary if Japan is to reap the harvest of freedom and contribute to the peace and comfort of all mankind.

CHAPTER II

AIMS AND FUNCTIONS OF SECONDARY EDUCATION

I. Aims of Secondary Education Are Derived From Society

The aims and functions of secondary education are derived from needs, interests, and aptitudes of the individual pupil, and the needs of the community and society. The needs of the community and society are not entirely separate and distinct from those of the individual, nor do they exist of their own accord; since the local community and society are composed of individuals, the needs of the community and society are the aggregate needs of individuals who live together in social groups. In the past it has been believed that the needs of society as an entity in itself were paramount; to society, or to the State the needs, interests, and desires of the individual must be subjugated, and if necessary the individual might be sacrificed. A newer philosophy which underlies the aims of modern secondary schools in democratic nations sees the individual as the unit of the family, the local community, and the society. It places great stress upon the full personal and social development of each individual. It assumes that if each individual is helped to achieve complete self-fulfillment and developed as nearly as possible to his potential maximum, the society which is composed of such individuals will automatically and necessarily prosper. Using the analogy of a field of grain, if each individual plant is developed to a complete maturity, the entire field will present the spectacle of health and abundance; if many of the individual plants do not achieve full development, the entire field may present a much less impressive picture.

This philosophy of placing great stress on the individual should not be confused with "egoism". The individual is always a member of a group or groups; whereas the individual has certain fundamental rights, each other member of the group also has those same rights, and each member must respect the rights of all other members. In order to carry on group life for the mutual benefit of all, each member of the group has certain duties, which he must perform if the life of the group is to prosper.

Social, Economic, and Political Changes

The aims and functions of secondary education change with the economic, social and political changes in the nation and the world. Whereas the aim of secondary education at one time was to give each pupil a formal, academic training, or to pass on to each individual the culture of the past, such a limited aim cannot be adopted in modern times. New ways of living have come into existence and new problems have arisen, and those who frame the aims of education must take these into consideration.

The needs, interests, and even the abilities and aptitudes of the individual change with changing times, and certainly the needs of the community and society are in a constant state of flux. As a result of enormous changes new problems have arisen; those need to be solved, and secondary schools should play their part in the solution. There is no space here to discuss the vast changes that have taken place and are taking place in our lives, but the general nature of the changes and the meaning they have for education may be briefly indicated.

The greatest change that has occurred in our country has been its transition from an exclusively agricultural, feudal economy to a modern industrial economy based to a great degree on foreign trade. In the period from the beginning of the Meiji Era to the present we have adopted and used for our purposes most of the important devices, processes, and techniques of the Industrial Revolution. As a result of our own Industrial Revolution there were great changes in population: the population increased progressively from the beginning of the Meiji Era until the present, and the nature of the population changed from one almost entirely engaged in agriculture and handicrafts to one which has more than one-half of the population engaged in non-agricultural pursuits. This change, in turn, brought about great alterations in the structure of our social system: the family, which had been self sufficient, became dependent upon other people to produce the goods which it needed in order to live. Of course, this social change has been greater in cities than in rural areas; there is still a relatively self-sufficient family life in some parts of the country, but by and large almost all families are to a considerable extent dependent on people outside the family for food, clothing, shelter or other necessities of life. Thus there has developed a great interdependence of people. Industrialization and urbanization also has brought about changes in customs, in codes of moral behavior, in means of recreation, and the relationship of members of the family.

As the Industrial Revolution progressed, it was accompanied by an increasing monopoly of economic affairs by a small group of families. As the benefits of greater industrial production of necessities and luxuries increased, they tended to spread largely to the middle and upper social classes, sometimes to the exclusion of the lower income groups. Industrialization was accompanied by the rise of slums in cities, problems of poverty, insecurity, unemployment, and crime.

From the time of the Tokugawa Period, there have been many changes in government. The feudalistic government of the Tokugawa Period gave way, at least in external structure, to a new constitutional monarchy, in which many of the forms if not the spirit of Western liberalism were incorporated. A National Diet was created to represent public opinion, although the suffrage was at first very restricted and only gradually was extended to

include the masses of people. Even after the Restoration and up until after the recent war the system of government retained feudalistic elements; to a considerable degree it kept intact the family system as the basis of government, and it unquestionably has been based upon the philosophy that the individual is of less importance than society, and that the individual is only a means to social ends, who can be sacrificed if necessary to achieve the aims of the nation, as decided by its leaders. There never developed the concept of the importance and dignity of the individual in his own right, and it cannot be said that there was ever a time until recently when the masses of people brought to bear any very significant influence on the government.

From the Meiji Era to the beginning of the Pacific War, there also were very significant changes in the entire social structure. The social class system was legally abolished, although it was partially preserved in practice. The arrangement of human beings into rigid social classes was to a considerable extent broken down, and for the last 80 years there has been a considerable shifting of individuals from class to class, and group to group. However, at any given time there were still in any city, town, or village fairly clear and definite distinctions among the upper, middle and lower classes.

Other significant changes have occurred in the system of transportation and communication. The coming of railroads has influenced habits, customs, ways of living, and thinking. The coming of the modern newspaper and the radio has made mass education and information possible, and also mass propaganda; the latter often designed to bring the people under the control of bosses. The modern communications devices that we possess can either mean the freedom and enlightenment of the people, or their enslavement, depending upon how they are used.

The cause of many of these other changes was the coming of the machine. Modern science and technology have made great strides in development during the last century; their development has been greatly accelerated during the last quarter of a century. Their effect has been to increase the problems of man in some instances, and to make his life more pleasant in others. Science is at once constructive and destructive; while it is constantly discovering new things and contributing to civilization on the one hand, its destructive power is growing on the other. A single machine often takes the place of and does the work formerly done by hundreds of men, and in so doing achieves miraculous results in terms of production and in increased standards of living, while at the same time it causes unemployment of at least a temporary nature. The machine has in some ways tended to free man; in other ways it has threatened to drive him back into serfdom. For better or for worse, the coming of the machine has caused tremendous changes in the way that men live. It has created numerous problems which demand solution.

The great transition of the last 30 years or so has brought about another influence on the lives of people which must be mentioned. The complexity of the social, economic and political problems of the new age has brought into existence a highly centralized government. The government's policies now have a great bearing on the nature of industrial production; employment; the daily ration of food; transportation and communication; education; and almost every other phase of living. Hence, if the people themselves do not operate and control the government, they become simply pawns of the government; if they do control the government, then they can solve their problems on a local, prefectural, and national level through their co-operative efforts.

The changes which have been treated very briefly here have been accelerated during the past years since the end of the Pacific War. Our country is at the present time going through the most tremendous political, social, and economic changes that have ever occurred in any other country during a comparable period of time. The authoritarian, patriarchal government of the past is developing into one which is an organization of the people through which they solve their mutual problems co-operatively. The breaking down of social classes has become greatly accelerated. The family system is changing; the civil code has been completely revised, and women have gained legal rights of equality with men. The individual is becoming the basis for government, rather than the individual being used for the purposes of a government controlled by a few. The economic monopolies which brought the benefits of the industrial revolution to only a few are being broken down. Labor unions are becoming very important. Vigorous attacks are being made on age-old problems. Attempts are being made to combat the problems of poverty, insecurity, and unemployment. The benefits of science applied to health are to an increasing extent being extended to all. As a basis for a sounder rural life and greater production of food, an agricultural land adjustment and reform program is in progress. Authoritarian groups and organizations which controlled almost every daily act and thought of the individual are gradually being eliminated. The individual is enjoying more and more freedom, the freedoms guaranteed by the new Constitution. These changes are so vast and far-reaching, permeating into every phase of our culture, that a mere enumeration of the major projects would occupy several pages. It would be too much to say that all of the proposed changes have been achieved; democratization and enrichment of the life of the individual is being achieved, but the process will take many years. In fact, complete fulfillment means a continuous effort on a permanent basis.

The progress of our country toward a more liberal humanistic philosophy of life and government, which gained some headway during the 1920's, was halted by a wave of militarism and ultranationalism which swept the country during the 1930's and early 1940's. This trend has now been reversed, and our country has the goal of progressing toward a democratic life for all of the people, a democratic government, a democratic family and social system, and a democratic economic system.

In keeping with the new aims of the nation, the system of education is going through great changes also. This is of course very necessary. The schools must keep up with the times. In fact the ultimate achievement of our social, economic, and political goals depends in large measure on the school. Modern schools are not content merely with passing on to young people the cultural heritage; they help determine the nature of society by training the young people who will soon take over administration of public affairs to become self-reliant, thinking, reasoning, social-minded, liberal individuals. Education is necessary to a democracy, because rule by the people, if it is to be successful, implies an enlightened electorate. The nation is creating, and must create, a system of education that will shape the interests, attitudes and ideals of all individuals so that they will be in keeping with democratic aims. From now on all people will participate in the government, and they must be trained to accept responsibility, and to perform their duties, as well as to recognize their rights and insist upon fulfillment. The emphasis in the past has been on the individual as a means to a national end; from now on the emphasis must be on the individual as a being in his own rights, whose dignity, personality, and importance must be respected. This does not mean the destruction of social life; if each individual is developed to the maximum degree, then social life will automatically benefit. Each individual must be trained to make the most of his own talents, not merely to serve his own ends but the community to which he belongs. Now that society is in such a state of great change, individuals must help set the patterns of this change and make their contributions to it. At the same time individuals must make the appropriate adjustments to the changes that are going on.

Volumes would be required to discuss in detail the transition now in progress. Administrations should not be content merely with this brief description, but study constantly the society in which they live. For it is from this changing society that the aims and functions of secondary education are derived. The new school is a social agency which serves social needs. It keeps its pupils abreast of the changing society, and helps train them to participate in the process. The school itself has a tremendous influence on the nature of society.

II. The General Aims of Education

Taking into consideration these changes in the times, an attempt was made by the Ministry of Education in 1947 to formulate a new statement of the general aims of education. These were published early in 1947 in the General Volume of the New Courses of Study. Further study may result in a revision of the statement of the general aims of education, but many of the fundamental aims of education in a democracy are contained in this statement. Because the aims of the secondary schools are derived from the general aims of education, and because the volume of the Course of Study in question may not have reached or have been read by all principals, the statement of the general aims of education is being repeated in this volume.

General Aims of Education

1. In Personal Life:

- (1) Ability to distinguish clearly between right and wrong, good and bad. This may be said to be the basic fundamental of an individual's life, so that he may regulate his conduct accordingly, and, at the same time, acquire a strong moral sense.
- (2) Ability to observe and study nature and society from a scientific viewpoint, taking the attitude of always wanting to learn and to enrich scientific knowledge.
- (3) Ability to speak and understand the national language correctly and proficiently, and, at the same time, to develop the ability to read and write correctly and well.
- (4) Ability to develop religious tendencies.
- (5) Ability to appreciate literature, art and the beauties and wonders of nature, and to acquire the power of expression in connection therewith, and at the same time develop good taste.
- (6) Ability to appreciate and respect labor and acquire the attitude of working voluntarily and cheerfully.
- (7) Acquisition of attitudes and habits of a more cultured life and maintenance of personal health, at the same time developing an understanding of public health and proper attitudes regarding it.

2. In Family Life:

(1) Ability to respect and love the members of the family, with due respect for ethical order and its development and maintenance in the home.

(2) Acquisition of clean, high ideals of home life, and, while endeavoring to realize them, to acquire the attitude of trying to make home life democratic, pleasant, and happy.

(3) Scientific management of the home and acquisition of the necessary knowledge and skill to run the home efficiently, raising the standard of living thereby.

3. In Social Life:

(1) Love for all human beings; respect for others and their freedom; readiness to forgive, and respect for the opinions of others.

(2) Understanding the nature of society, its ideals, and the fact that all human beings exist as members of society.

(3) Ability to develop a sense of responsibility which is a basic requirement for developing social life; to think first of others with whom we live, to co-operate with them in work, and to develop the attitude of enjoying life together.

(4) Ability to realize that courtesy constitutes the basis of social life and to put it into practice.

(5) Understanding the nature of social justice; developing sensitiveness to social justice, and becoming desirous of and willing to work for it.

(6) Understanding of what politics are; what they should be, especially the spirit of the new Constitution which indicates the principles and fundamentals of policies.

(7) Understanding of the traditions forming the basis of social development with due respect for its maintenance, contributing to the progress and development of state and society.

(8) Respect for law.

(9) Understanding of world-wide culture, such as history, science, art, morals and religion; and acquiring the spirit of international co-operation in building peace throughout the world.

4. In Economic Life and Vocation:

(1) Acquisition of the necessary knowledge to engage in a vocation conscientiously.

(2) Ability to contribute to the development of New Japan's industries with an enthusiasm that will not leave them undeveloped.

(3) The understanding that anyone living in society must have a vocation, understanding of its importance and value, and the acquisition of desirable attitudes to take in this respect.

(4) An understanding of the various kinds of vocations; what is required of each; and the important things for engaging in any vocation.

(5) Acquisition of the necessary knowledge and skill of each vocation, taking the attitude of wanting a deeper knowledge, improving efficiency thereby.

(6) Understanding of the consumer's own standard of living; devising ways and means of living suitably by it; taking good care of things, and, although living may not be easy, the ability to surmount all difficulties.

These were suggested as the general aims of education for our country by the Ministry of Education early in 1947. Although the statement may be revised from time to time, the basic, fundamental aims of the schools will change only as times and conditions change.

III. Major Aims of Secondary Education

The aims of secondary education are derived from the General Aims of Education, as stated above. The General Aims, as well as the specific aims of secondary education, are derived from the needs, interests, and aptitudes of young people; and the needs of the community and society. It must be noted that although the "needs of young people" and "the needs of society" are stated separately, this does not imply that they are in conflict. Many or most of the needs of young people are based upon the fact that they live as members of the group, community, and society. The needs of the community and society are based upon individual needs. Society has no independent needs of its own; its needs are compounded from the needs of the individuals of which it is composed.

Common Needs and Individual Differences

The aims of the secondary schools must take into consideration the fact that all young people have some needs in common. At the same time, it must be considered that no

two individuals are alike; there are differing needs, interests and aptitudes that must enter into the planning of curriculum and the aims of the curriculum.

In general it may be said that all young people of secondary school age have their needs in common, although there are differences in the degree of the need in each case and the way in which it manifests itself:

- To solve personal problems of adjustment to life and the environment
- To live a happy, well-adjusted family life
- To develop the capacity to solve problems by rational thinking based on facts
- To develop intellectual capacities
- To learn how they are expected to behave as members of society, and to learn how to adjust to society without completely submerging their own personalities and interests
- To be able to look forward to and train for an occupation which provides security, and in which their talents and capacities can be used to the utmost, and in which they can achieve personal recognition and success
- To maintain and improve their physical, mental and emotional health
- To feel security; to fit into the groups to which they belong and to become competent, efficient members of society
- To understand and appreciate the cultural heritage
- To appreciate beauty in art, music, and literature

The fact that these are stated as the needs of each individual does not mean that they are all at any given time recognized as needs by each individual. Some of them are based on the requirements of living in the community and society. For instance, the Constitution stresses the obligation of each individual to work. Since each individual must live in a society in which this is expected, then the social need to work at something constructive becomes also an individual need.

Although there are common needs as listed above, and also common interests, there is a great diversity among individuals, in regard to their needs, interests, and abilities. The exact way in which the common needs listed above are felt by each individual would differ greatly. For instance, in regard to the need for an occupation in which the talents and capacities of the individual can be used to the utmost, some individuals need an occupation which gives them unlimited scope for creativeness and imagination; others would be happy only in occupations which require a routine work which may be readily learned and standardized.

These differences in interests are not all inherited, by any means; some are inherited, some acquired. By the time pupils reach the secondary school, many of the differences will have come into existence because of differing backgrounds. All pupils come from different home backgrounds: no two homes are alike. Even within one home, there may be a different environment for different members of the family; for instance, the training of boys and girls of one family may be so different as to constitute in effect a different environment. Pupils come from different kinds of communities; from large cities, small cities, market towns, fishing villages, mountain villages, and farming villages. There are differences in the health of individuals; and in their personal interests; differences of culture in which they grew up; differences in social and economic status; differences in the amount and kind of education they have had, even among those who attended the same school; differences in the standard of living of their families; and different interests in jobs, recreation, clothing, manners, and general behavior. All of these differences must be taken into account in stating the aims of secondary education.

The mention of interests here necessitates clarification of their place in the curriculum and the aims of education. All modern educators accept as fact the statement that if one studies, or attacks a problem or engages in certain behavior of his own accord, or imposes a learning task upon himself, there is an increase in the speed and effectiveness of learning. If, on the other hand, the task is teacher-imposed and the desire to learn is absent, learning takes place slowly and ineffectively. Interests may be called the desire to satisfy needs; thus there is a close relationship between interests and needs. For example, the pupil will readily recognize a need to maintain good health, and he can be helped to develop an intense interest in learning those things which will help him keep himself in a condition of physical well-being. A pupil will be interested in engaging in a certain kind of activity if it is of significance or meaning to him, if he sees some purpose to it, or preferably if it serves some purpose of his own. This does not mean that the school should take the pupil and his interests as they are, and leave them as they are; neither does it mean that the curriculum in general or daily classwork should be based

upon transitory interests or whims of pupils. The school should discover what the interests of the pupil are, and seizing upon them lead him toward the development of broader and deeper interests and purposes, many of which will be lifelong interests of lasting value.

The Aims of Secondary Education

Based then upon the foregoing, and upon the general Aims of Education, as stated, the aims of secondary education may be derived. It has been noted that the General Aims were organized into four areas in which each pupil should develop: (1) In personal life; (2) in family life; (3) in social life; and (4) in economic and vocational life. Two of these might be combined into one, since there is a very close relationship between family life and social life, the family being the basic social group. If this is done we arrive at three different areas of development, which become the major aims of secondary education: (1) Maximum development of the pupil as an individual, taking into full consideration the individual differences among pupils; (2) maximum social development in desirable directions, taking into consideration the needs of the community and society; and (3) development of competence in one's economic and vocational life. It may be said that these are the major aims of the secondary schools, both lower and upper; however, there are some differences between the two levels, as pointed out below.

Development of Personal Competence

The first aim, that of maximum development of the pupil as an individual, includes a fundamental interest in and discovering of the needs, interests, and aptitudes of the individual; fulfilling these needs; utilizing the interests as motivation for learning, and developing deeper, broader, more permanent interests which will enrich the life of the individual; and developing specific, useful abilities based upon existing aptitudes. The major difference between the upper secondary and lower secondary schools in regard to accomplishment of this aim is that the latter concentrates more upon exploration of needs, interests, and aptitudes than does the former. Early adolescence is a time for exploration; the individual is going through accelerated physical, mental, social, and emotional changes. He is beginning to seek for the reasons behind the "do's and dont's" which he has heard from his teachers and parents. He feels a need for forming relationships on a broader scale, seeking new friends, and seeking to become a recognized member of new groups. He is becoming increasingly aware of the effects of his own behavior on other people. He is trying to form different relationships with his parents from those which existed during childhood. He has an increasing ability to take responsibility for his own personal conduct and to form his own codes of behavior within the social code. He is developing interests in different kinds of literature, and different forms

of art and music, and he has an increasing consciousness of the natural environment around him. He is beginning to question standards that have been imposed upon him and accepted in childhood without question. He wants to be somewhat independent of his elders; to choose his own companions, to plan his own future, to have control over his own life. He is increasingly developing ideals, and dissatisfaction with the world around him; he wants to improve the world as he discovers it. He wonders about the meaning of life, and his place in it. In reaching out to new social horizons, he needs the expert help of teachers. During this period, he needs to find out what his interests, needs, and aptitudes are, and to do something about their development. Because many of our young people will leave school at the end of the compulsory period, the school must help them discover their needs, help them develop their interests, and give them training in accordance with their aptitudes before they leave school. This means that the first half of the three-year school period may need to be largely exploratory, while the last half must be rather intensively devoted to as rapid a development of the individual as is possible, with a continuation of some exploratory experiences. For instance, many boys and girls will go to work immediately after they leave the lower secondary school; this means that whatever the school is going to do in the way of discovering interests and aptitudes may have to be done early, since these boys and girls will need some specific vocational training.

In regard to the first aim, that of developing the individual to his potential maximum, the upper secondary school engages in a considerable degree of exploration, but not nearly so much as the lower secondary school. It is assumed that by the time the individual pupil has entered the 10th grade, he will have solved some, although by no means nearly all, of his problems of adjustment; he knows something more about his own aptitudes; and his interests, although still changing progressively, have usually become better defined and more permanent. In the upper secondary school the pupil will have access to an elective program of education; he may choose, and should be helped and advised in choosing, courses and subjects which are in accord with his interests and aptitudes. The upper secondary school helps him find out what his intellectual interests are, if he has not already discovered them, and provides work which will meet the criterion of these interests; it concentrates on helping him to develop and satisfy intellectual curiosity; it gives him access to the worthwhile elements of the cultural heritage; it helps him to understand the scientific method and use it, and it attempts to give him, through carefully chosen experiences, the scientific point-of-view. It helps him further develop his own code of behavior within the social framework of ethics, and encourages him to take more responsibility for his own actions. The student exercises an increasing amount of self-direction.

The school helps him attain emotional stability; and gives him assistance in developing his recreational interests. In short, the upper secondary school continues developing the individual on the basis of development at the end of the ninth grade; it continues to help him explore; but is increasingly concerned with development based upon the results of his explorations.

Going back to the General Aims of Education, both the lower and upper secondary school guide the individual in his development in these areas:

- (1) Developing character
- (2) Using the scientific method of investigation, and acquiring the scientific point-of-view
- (3) Speaking, reading, and writing the national language effectively, and being able to express oneself.
- (4) Developing religious tendencies
- (5) Appreciating art, music, literature, and nature, developing the ability to express oneself through these media
- (6) Appreciating and respecting labor, and developing the attitude of working voluntarily and cheerfully
- (7) Acquiring proper attitudes toward and an understanding of personal and public health.

Social and Civil Competence

Both the new lower and new upper secondary school are concerned with, or have as one of their basic aims, the development of civic and social consciousness in each individual, and social and civic competence. By "social consciousness" is meant an awareness of one's membership in society, an awareness of the problems existing in society, a sensitivity toward the effects of these unsolved problems on human beings, and a feeling of responsibility for assisting in their solution. By "civic consciousness" is meant an awareness of the nature of government and one's place in it, a familiarity with one's rights and duties in connection with government, a feeling of responsibility for performing one's duties and defending one's rights; and a determination to use government, as one of the participating members, to improve the welfare of all of the members, which includes everyone in the nation. By social and civic competence is meant the ability to carry out the responsibilities defined under the term "consciousness". "Social competence" means getting.

along with other people, working well with other people, being accepted as a member of society and the smaller groups of which it is composed. working with other people for the mutual benefit of all. "Civic competence" refers to competence in the same sort of way, but more specifically with local, prefectural, and national government in mind.

During the six years in the secondary schools, lower and upper, the pupil should achieve growth and development in the following ways in regard to social and civic consciousness and competence:

(1) He should become able to function effectively as a member of small and large democratic groups. The school must not try to teach this exclusively from textbooks, but should provide experiences from which pupils learn these successful and democratic relationships.

(2) He should not only become an effective and democratic member of the groups to which he belongs, but he should learn how to work, as a member of one group, with members of other groups for the betterment of all society.

(3) He should learn in a practical way what his rights are as a citizen of a democratic nation, and be vigilant in defense of those rights against attempts to usurp them.

(4) He should become familiar with, accept responsibility for, and perform his duties as a citizen.

(5) He should learn to understand his government, at the city-town-village, prefectural and national level, and consider himself a member of government in the sense that government is simply an organization of the people for seeking their mutual welfare and solving their problems co-operatively.

(6) He should develop democratic attitudes and habits of democratic living. For instance, he should have developed respect for the dignity, importance and integrity of each individual.

(7) He should learn to choose leaders on the basis of his own carefully thought out definition of leadership, to vote, to observe the behavior of the officials elected, and to hold them responsible for their actions.

(8) He should learn by practical experience to take part in the affairs of his community; to enter into the work of social welfare groups, farmers' co-operatives, and other community enterprises, so long as the motives of the groups with which he works are in accord with the aims of the secondary

school. The school should sponsor study of all community groups, but neither the school nor the pupil should affiliate in any way with groups which have sordid, selfish motives; which are organized and function undemocratically; or which do not actually seek the welfare of the community.

(9) He should understand the relationship between the community and the larger scene. This includes learning the history and development of Japanese life and the history of development of other peoples of the world; becoming acquainted with the economic life of the Japanese people and the people of other countries; becoming acquainted with the economic and social problems of the city-town-village, prefecture, nation, and the world; learning how public questions are solved in a democracy; becoming acquainted with the governments of the city-town-village, prefecture and nation, and learning ways of participating in them; becoming acquainted with the problems of interrelationships of groups; and understanding the importance of international co-operation and means proposed and attempted in the past to achieve it, as well as present efforts in that direction.

(10) He should learn to think rationally about public problems on the basis of facts. He should become acquainted with each problem, collect data pertaining to it, organize and analyze the data, reach tentative conclusions, and check his conclusions.

Briefly, the secondary school must become a laboratory of democracy if it is to achieve its aims. The aim of developing social and civic competence cannot be attained merely by studying textbooks or attending lectures given by the teacher,

In regard to the development of social and civic competence, the aims of the lower and upper secondary schools can be said to be substantially the same. The difference is in the degree of maturity of the pupils. For instance, one of the experiences in democracy that pupils should have both in the lower and upper secondary schools is in managing some of the school affairs, on authority delegated to them by the principal of the school. Obviously pupils in the upper secondary school are capable, because of greater maturity, of managing more of their own affairs, and assuming more extensive responsibility, than the pupils of lower secondary schools. The lower secondary school pupil is interested in his community, and the lower secondary school uses the community as a laboratory, but upper secondary school pupils, who are approaching maturity and voting age take a more active part in co-operating with community groups than do lower secondary school pupils. Taking each of the aims listed above under civic and social competence, it may be said that it applies to both schools, but in differing degree according to the previous experiences, growth and development, and maturity of the individuals.

In summary, both the lower and upper secondary schools have as a fundamental aim the development of democratic individuals. Among the characteristics of a democratic individual are these:

(1) He places a high regard upon the value of each individual.

(2) He places human relationships above everything else.

(3) He enjoys the friendship of others on a wide basis; he does not belong to narrow cliques, or highly selective social groups.

(4) He works well with others to achieve common ends.

(5) He has a great regard for the welfare of all people and works for it.

(6) He is courteous, not merely in form, but because of a sensitivity to the rights and feelings of other people.

(7) He respects the opinions of other people.

(8) He is tolerant of other people, including the people of other nations.

(9) He does not believe in class distinctions or distinctions on the basis of sex, race, or economic status, and he behaves according to this belief.

(10) He believes that men have the ability and the right to rule themselves; he is opposed to, and actively resists, rule by bosses, or by any so-called "elite" group or individual.

(11) He knows what his rights are and he exercises them, and if necessary defends them.

(12) He knows what his social and civic duties are, and he performs them cheerfully.

(13) He believes in the brotherhood of man, and bases his personal actions on this belief.

(14) He believes in the essential equality of human beings in respect of rights and opportunities and protection of the law.

(15) He believes in rule by discussion and public decision, rather than by force.

(16) He believes in widespread, free public discussion of public problems.

(17) He accepts majority decision, but reserves his right to a minority opinion.

(18) He understands his government, at all levels, and considers it merely as an organization of the people through which they co-operatively solve their problems and take measures to enhance the public welfare.

(19) He is informed on public affairs.

(20) He has faith in the use of reason to solve problems.

(21) He has faith in the ability of man to better his position on earth.

(22) He thinks scientifically or rationally; he judges science according to its contribution to the betterment of life.

(23) He helps conserve natural resources.

(24) He obeys the law.

(25) He believes firmly in peace, as a means of settling disputes, rather than war.

(26) He has an understanding of other peoples of the world.

(27) He understands the society in which he lives, and knows that it must change constantly. He attempts to co-operate with other people in controlling the nature of the change, so that it will be for the better.

(28) He participates in many phases of community life. He tries to improve public health and sanitation, public welfare, and education.

(29) He votes in every election, for candidates whom he thinks will devote themselves as officials to the welfare of the people.

(30) He understands the development of democracy, and is loyal to its principles.

Perhaps the first principle in education for peace is also the first principle in education for democratic living-- that of developing respect for the individual human being. This means attaining the concept, the firm belief, that the individual man is of infinite worth; it means that he is worth more than the State, worth more than the customs and traditions by which he lives, worth more than the institutions to which he belongs. Such a doctrine of individualism is not a threat to society or to the State or to the world. If this much regard is paid to each individual, then society and the State will immensely benefit. Society and the State have no separate entity, no being in themselves; they are simply composed of individuals, and society and the State prosper as individuals prosper. Such a philosophy will tend to bring peace, because if the individual is valued highly, his life will not be thrown away in wars engineered by selfish, power-hungry men for their own selfish ends. Education for peace should include that which provides our boys and girls with an understanding of the other countries of the world and their people; that which develops tolerance and good will; that which helps to provide solutions to major economic and social problems; which shows war for what it is. Training should be so conducted that our young people will achieve a firm determination that our nation shall join with other peace-loving nations in a world-wide effort to banish war from the earth. In regard to this aim it seems fitting to include a section from the Constitution of the United Nations Educational, Scientific, and Cultural Organization:¹that since wars begin in the minds of men, it is in the minds of men that the defenses of peace must be constructed".

".....that ignorance of each other's ways and lives has been a common cause, throughout the story of mankind, of that suspicion and mistrust between the peoples of the world through which their differences have all too often broken into war."

"...that the wide diffusion of culture, and the education of humanity for justice and liberty and peace, are indispensable to the dignity of man and constitute a sacred duty which all the nations must fulfill in a spirit of mutual assistance and concern...and that the peace must therefore be founded, if it is not to fail, upon the intellectual and moral solidarity of mankind."¹

"Education for International Understanding in American Schools" published in 1948 by the National Education Association of the United States, makes the following statement on the subject of education for peace:

¹ From the Constitution of UNESCO.

"Children ought to grow up with intimate feelings of association with people of every culture and condition. They should be able to realize one of the highest attributes of the democratic concept, namely, the ability to understand how other people feel. In order to become extroverts internationally, the citizens of a democracy must learn through books, picture, personal contacts, and discussions about the aspirations, fears, and attitudes of the people of other nations, races, and religions. Without this understanding, they could not participate with their leaders in the delicate processes of negotiation for peaceful settlement of differences.---"

".....the United Nations relies upon education to develop the understandings essential to its successful operation. The modern rate of change is so rapid that we cannot content ourselves with passing on the old skills and beliefs generation to generation."

From the foregoing it becomes obvious that the secondary education of the present and future must not be content with merely teaching facts from textbooks or by means of lectures. The secondary schools have a mission to perform. One cannot discuss the aims of modern education without realizing that modern secondary schools must accept the challenge to train youth to solve the problems of the new age. Education in this age of technology, science, and industry must be scientifically and systematically planned to achieve certain goals, if the youth of our age are to have an opportunity to live, work, and enjoy a happy adult life. These aims must not be merely read and passively accepted, without taking any action. The purposes and aims of secondary education are dynamic, and the program of each secondary school must be dynamic in order that all boys and girls may fully develop their individual capacities, cultivate a well-rounded social consciousness and social and civic competence, and become economically literate, co-operative citizens, thus achieving their own happiness and contributing to the happiness of mankind through the improvement of the general welfare of our nation and the world.

REFERENCES:

1. "Bulletin on Curriculum of the Upper Secondary School", Ministry of Education, 1949, Part I
2. "The New Lower Secondary School", Ministry of Education, 1949, Chapters I and III
3. "Desirable Characteristics of New Upper and Lower Secondary Schools", Ministry of Education, 1949, Section II and III

4. "Primer of Democracy", Ministry of Education, 1948
5. "Education for International Understanding in American Schools", National Education Association of the United States, 1948.

CHAPTER III

CRITERIA OF A GOOD SECONDARY SCHOOL

Whether our secondary schools are to succeed is dependent upon the degree to which they base their programs and procedures upon the democratic philosophy of education. The secondary school does not exist merely to teach knowledges and skills, or to pass on the cultural heritage to each succeeding generation. It exists, rather, to help the pupil develop all those knowledges, understandings, skills, attitudes, habits, appreciations, and ideals necessary to a citizen of a democratic nation. If the school is to achieve its aims, its administration and teaching program must be planned with close adherence to the principles of democratic educational philosophy. A few of the most important principles of such a philosophy are given below. Each school should examine its present program and measure any proposed changes by these criteria, and on the basis of these principles it should decide where and how it can most effectively utilize the time and effort of members of its staff.

With a democratic philosophy as its basis, the secondary school should also become abreast of the newer and better practices and procedures in the field of secondary education, and apply them in its program. A number of recommended practices, all of which may be considered the criteria of a good secondary school, are given in brief form below. Each secondary school, both lower and upper, should evaluate its present program in terms of these criteria.

A good school is not necessarily measured or evaluated by its spacious grounds; by whether it has a ferroconcrete or wooden building; by its special equipment or supplies; by the number of boys and girls who may have superior I.Q.'s; or even by the professional reputations of the teachers. The item of greatest importance is: How are all these used, and what results are accomplished? In short, a good school is one in which the principal and faculty co-operate to make the most effective use of its buildings, equipment, and other resources for the purpose of developing the mental, physical, emotional, moral, and social capacities of its pupils.

I. Outline of Characteristics of a Good Secondary School

The following are set forth for the consideration of principals and teachers as the desirable characteristics of good lower and upper secondary schools:

1. The secondary schools in each community should be so organized as to serve the educational needs of the pupils, the community, and society.

2. The staff of each secondary school should formulate for its own guidance a statement of the working philosophy of the school, based upon the general philosophy of democratic secondary education, and apply that philosophy in all of the activities of the school.

3. Each secondary school should offer to the young people of the community it serves, a well-balanced educational program based upon the needs, interests, and aptitudes of youth, and the needs of the community and society.

4. Each secondary school should articulate its program closely with the life of the community in which it is located, with the school functioning as the community center.

5. The secondary school should develop effective administrative procedures with regard to the functioning of its administrative office, the opening and closing of the school year, daily administration, and the keeping and submitting of records and reports.

6. The secondary school should be adequately staffed by competent teachers and administrators. The teaching load should be so arranged as to promote an efficient and economical administration of the educational program.

7. The organization of the staff should be that which best promotes the co-operative administration of the educational program, under the leadership of the principal.

8. The secondary school should hold itself responsible for and carry out a continuous, active, well-planned and well-executed program designed to increase the competency of its principal and teachers.

9. The instructional techniques and procedures used in the secondary school should be those which most effectively promote the purposes of the educational program.

10. The secondary school should have well-rounded program designed to develop and maintain good health and physical fitness of the pupils and staff.

11. The secondary school should have welfare program which reaches all of its pupils.

12. Each secondary school should have a well-rounded program of special curricular activities which is considered an integral part of the curriculum.

13. Each secondary school should provide as one of its most important services to young people a guidance program which helps them solve their problems. This should include guidance in: (1) The solution of personal problems; (2) the choice of an occupation; (3) the development of character; (4) the wise use of leisure time; (5) development as a desirable social being; (6) development as a good citizen; (7) adjustment to the school and selection of future school; (8) development of desirable home relationships; (9) intellectual development; (10) maintenance of health and physical fitness.

14. Each secondary school (upper) where selection of students is necessary should have a policy of selection and admission which is democratic and educationally sound and which best serves the needs of its potential enrollment.

15. The policies of the school on promotion and graduation should be based upon the satisfactory progress in and completion of the program of the school, within the limitations and abilities of each individual, and should be educationally and psychologically sound at every point.

16. The buildings and grounds of the secondary school should be so located, constructed, and equipped as to meet the needs of the educational program and to safeguard the health and safety of the pupils.

17. Instructional supplies, materials, and equipment should be adequate in kind and amount to make possible the achievement of the goals of the educational program. Where equipment is difficult to obtain because of shortages, the school should seek means to construct some of its own.

18. The school should have a school library, so situated, equipped, staffed, and administered as to contribute maximally to the school program and serve every student in the school.

19. The secondary school should articulate its program closely with that of the elementary school, between the two levels of the secondary school, and between the upper secondary school and the university.

20. The secondary school should continuously evaluate the progress of its pupils in the light of its objectives.

It is possible to list other desirable characteristics of the secondary schools, but if an individual school meets adequately the characteristics listed above, it can be considered a good school, which is fulfilling its purposes in helping young people achieve full mental, physical, social, and emotional development.

This list of twenty characteristics is of course rather general, and each point requires detailed explanation. Since the detailed explanations of these points have been printed in another book, they will not be repeated here. Principals and teachers are referred to the Ministry of Education publication, "Desirable Characteristics of the Upper and Lower Secondary Schools", 1949.

II. Some Points for Evaluation

Before referring to the detailed check list in another publication, it is necessary to understand a few points in connection with the characteristics of a good secondary school as a basis for understanding subsequent chapters of this volume. The points below will perhaps form a good basis on which to make a tentative evaluation of the school:

1. Every boy and girl must be considered a unique individual

Each individual boy and girl is different from all other individuals. There are no two individuals who are exactly alike in physical characteristics, intelligence, interests, aptitudes, capacities, emotional qualities, or home background. It is essential that all teachers recognize clearly the characteristics of each individual in order that the maximum development of each may be achieved. The total school program must be based upon a recognition of these differences. In the past the school program has in many cases been based upon an assumption that all pupils should learn exactly the same things, have the same level of accomplishment, be interested in the same things, and have in the school the same experiences. This made the school something of a factory, turning out uniform products. This concept needs to be changed as the whole basis of the new school program.

2. There must be an opportunity for continuous growth through group experience

Every opportunity must be utilized to improve the health, intellect, and social and emotional adjustment of the individual pupil. Classroom work or textbook teaching is not enough to secure realization of this aim. Every teacher must be interested and active in securing the co-operation of all students, not only with the teacher but with one another, in order that they may be able to work with one another, share experiences, make correct choices, help others, and willingly give assistance to group, school, and community projects as a means of improving themselves and society.

3. The activities that are carried on must be meaningful, here and now. School is life.

The school is a place to solve problems. All activities must be meaningful to the students. They must have some immediate significance to the boys and girls who participate in them. The grade placement of subject matter is not sacred; neither is a set, prescribed curriculum. The particular needs of the pupils, the time, and the community should enter into both the plan and the educational program. Everything that makes up the educational program for youth should be clear and in direct association with each pupil's life.

4. Every pupil must feel that he belongs and that his welfare is taken into account

The organization and administration of the school should be so planned that the boys and girls will have confidence in the school and its educational program. Every student should be made to feel that he is a success at least equal to his peers. Lastly, each pupil should feel secure and wanted by his fellow students and the members of the faculty with whom he comes into contact.

5. Provisions must be made for the normal adjustment of each individual pupil

Every normal child wants opportunities to succeed. Every normal child wants to have recognition--he wants to be "it" sometime. Every normal child wants to have sympathy and affection --- a deeper understanding of himself. Every normal child wants to have security--insecurity breeds many problems. Finally, every normal child wants to have adventure--to get away from routine. The secondary school must be aware of these needs and be prepared to meet them; otherwise it cannot achieve its aims. Securing "mental" or "intellectual" growth alone is not an adequate goal for the secondary school.

6. The school must be adapted to and interactive with the community

School and society are interactive. Every school should be a part of the community. It should adapt its program to the special needs of the community of which it is a part. By so doing the school should capitalize upon community resources as well as assist it in worthwhile improvement.

In conclusion, good schools place the welfare of boys and girls first. The realization of the hope of building a better society will be determined by what the secondary schools do for the youth of Japan. On the past, both here and abroad, many of the troubles and misunderstandings of mankind have arisen because educational standards were low or educational programs served nondemocratic aims, thereby blocking national or international arbitration of differences and misunderstandings.

Under present conditions, with shortages on every hand, inflation rampant, and morale low in many instances, our nation is facing many obstacles as it struggles to reconstruct itself. Good secondary schools, however, should provide confidence and hope, as they help in overcoming these difficulties, and succeed in guiding boys and girls to develop into efficient world citizens eager to participate in building a better world society, as citizens of a nation that will love and cherish world peace and have tolerance and good will toward all mankind.

To accomplish this goal, principals and teachers must unite their efforts, overcome failure and discouragement, and refrain from becoming vain and contented with periodic or mediocre success.

Our new and modern secondary schools call for more interest, time, imagination, and effort by teachers and principals than the schools of former years. The challenge is greater than most educators realize. The real question is whether the teachers and principals will be willing to give the time and supply the effort.

REFERENCES

1. "Desirable Characteristics of Upper and Lower Secondary Schools", Ministry of Education, 1949 (Entire Volume)

PART II

THE PRINCIPALSHIP

Chapter IV The Place of the Principal in Secondary
Education

Chapter V The Principal As a Democratic Leader,
Administrator, and Educator

CHAPTER IV

THE PLACE OF THE PRINCIPAL IN SECONDARY EDUCATION

This volume does not include within its scope the duties, responsibilities, and status of the new Boards of Education, elected in conformance with the Board of Education Law enacted in 1948. The purpose of this book is to discuss problems of school administration as they affect the principal and teachers of an individual secondary school. However, it is impossible to discuss the principalship in the new system of education without showing the relationships between the principal and the Superintendent of Education and the Boards of Education, and the place of the principal in the new system of school administration. The materials presented here are not intended for the guidance of members of Boards of Education or Superintendents of Education, but to give the secondary school principal and his teachers an understanding of their place in the new system.

1. The Boards of Education

The Board of Education Law, enacted in 1948, provides for elected Boards of Education at the prefectural and city-town-village levels to establish educational policy and control the public schools. The Prefectural Board of Education will have control of all schools established by the prefecture. The Local Board will have control of all schools established by a local public body. The creation of these boards by law is based upon the constitutional principle that the public schools belong to the people and should be controlled by the people. In practice the people delegate the actual control of schools to these Boards which they elect for the purpose. All public secondary schools, both lower and upper, are now or will be under the jurisdictional control of a Board of Education. If the secondary schools are classified as prefectural schools, as many of the upper secondary schools now are, they now are or will be controlled by a Local Board of Education. Within the framework of laws and ordinances which apply, the Board of Education in each case will establish the policy under which the schools will operate.

Prefectural Boards of Education have the same responsibilities for the schools under their control as those assigned to local Boards for the schools under their control. Insofar as its direct control over prefectural schools is concerned, the Prefectural Board is, in a real sense, equivalent to a Local Board. The Prefectural Board does not control any schools

except those which have been established by the prefecture and which are legally classified as prefectural schools. It has some responsibilities for all of the schools of the prefecture, including those under the control of Local Boards of Education, namely the issuance of certificates for educational personnel within the law, approval of textbooks for all of the schools within the prefecture, giving advice to Local Boards, establishing or revising attendance districts for upper secondary schools, and other responsibilities provided by laws and ordinances.

2. The Board A Legislative Body

The Board of Education formulates policies for the general management of the schools in the area over which it has jurisdiction. It is a legislative body and exerts its control over the educational affairs under its direction through Board regulations. The power of the Board to legislate is restricted by a provision in the Board of Education Law, that all Board regulations that are enacted must be within the framework of and not contrary to, existing laws and regulations. The powers of the Board may be limited by the Assembly in that the Board must submit to that body for approval its proposed legislation concerning certain items, mainly financial in character. If the proposals are approved by the Assembly, however, they become Board policy.

3. The Superintendent of Education

The Board does not execute educational administration directly. Perhaps its most important responsibility is the selection of a Superintendent of Education. The Board establishes general educational policy for the area over which it has jurisdiction, but does not itself engage in the work necessary to carry out the policies it has adopted. This responsibility should be clearly and definitely delegated to the Superintendent of Education. Such delegation of responsibility should not be general, but given in specific terms in written form. The Board of Education Law says, "The Superintendent of Education shall take charge of all the educational affairs managed by the Board of Education, subject to the guidance and control of the Board of Education". (Article 42). Stated in another way, the Superintendent of Education shall administer and execute the policy of the Board of Education, subject to Board regulations.

The role of the Superintendent of Education in the new system is not passive. He is the advisor to the Board and may make recommendations; in fact, the Board may require him to make recommendations. It should be pointed out, however, that the Board is not compelled to accept the recommendations of the Superintendent of Education; neither is it compelled to ask for his advice or recommendation. Subject only to certain limitations which include existing laws and regulations and the approval of the Assembly in some instances, the Board is supreme in determining educational policy.

In practice wise Boards of Education, intent upon developing sound educational policies, will select a highly competent educator as Superintendent of Education, then place great reliance upon his recommendations. It should be the definite responsibility of the superintendent to present to the Board of Education the necessary information and records which will be needed in the formulation of policy. The Board should call upon the Superintendent for recommendations before it takes any important action of any kind. In actual practice the Superintendent should prepare for the chairman of the Board of Education the agenda of important items to consider at each Board meeting. The Superintendent should attend all Board meetings, except on occasions when his own contract is under discussion. The chairman of the Board should call upon the Superintendent for statements on each item on the agenda; the Superintendent then can present the information necessary for the Board to consider in developing its policy, and can make recommendations for action.

4. Board of Education Control Not Direct

The Superintendent of Education and other educational personnel are not subject to direct control by individual members of the Board of Education. In other words, individual members of the Board of Education do not enter a school and give orders or directives to the principal. Members of the Board possess no individual legal authority of any kind. In fact, the Board does not legally exist except when it is in session, and it cannot act unless there is a quorum present (with some exceptions defined in law). The Board speaks only through its records. Any motions it passes or regulations it adopts become a part of its minutes, and only then are its actions valid. Once properly enacted and recorded in a legal meeting, the decisions of the Board become its policy. Determining these decisions and recording them, represents the method of Board control through deliberation. All policy is made and all action is initiated only through the minutes. Policy so made may be called "Board policy" or Board of Education policy. Once enacted and recorded, the decisions of the Board, so long as they do not conflict with laws and regulations, have the force of law in the area over which the Board has jurisdiction. Through its policies the board determines the framework within which the Superintendent of Education and all other school personnel, under the leadership of the Superintendent, operate the schools.

5. The Secretariat

The Board of Education Law provides for a secretariat to be appointed by the Board of Education on the recommendation of the Superintendent of Education. This secretariat may include

many kinds of educational personnel. At the prefectural level it will be a large organization, with various departments and sections, including sections concerned with educational research and statistics and educational guidance. Members of the secretariat will include teacher consultants who will give advice and assistance to teachers, but exert no administrative control over teachers. The secretariat appointed by Local Boards of Education may vary in size from those in large cities which are nearly as large as the prefectural secretariats to every small organizations. In small towns it is possible that the secretariat may consist only of an Assistant Superintendent and a clerk. In small villages, which under the law may have Superintendents of Education, it is possible that there will be no members of the secretariat other than the superintendent and it may be necessary for him to perform the duties of principal. It is not the purpose of this chapter to discuss the composition and organization of secretariats, but it is necessary to point out that there may be an Assistant Superintendent of Education to whom the Superintendent delegates some of the duties delegated to him by the Board. This will be of interest to principals, since such an official might exercise powers that normally would be exercised by the Superintendent, and be in a supervisory relationship with the principal.

6. Relationships Among the Employed Personnel of the Board

The Superintendent of Education is the chief executive officer of the Board of Education. As such he is actively in charge of carrying out the policies of the Board. He is the senior, in rank and authority, of all other personnel employed by the Board, and may supervise the other employees of the Board. He operates through administrative assistants, among whom are the principals of the schools located in the area under the jurisdiction of the Board. The principal is the professional head, both administrative and supervisory, of the school to which he is assigned. The teacher is directly responsible for the direct instruction of children in the school to which he is assigned, under the supervision of the principal.

The Board of Education delegates to its employed personnel, headed by the Superintendent of Education, the executive function of carrying out its policies. These employed personnel are especially qualified to carry out technical assignments. The executive function includes teaching, administrating and supervising. It includes budgeting, accounting and purchasing. It includes collection, tabulation, analysis and interpretation of data. All employed personnel of the Board are co-responsible to some extent for the proper functioning and discharge of the executive responsibility.

Legally the Superintendent of Education is the administrative supervisor of the principals employed by the Board, and the

principal is the administrative supervisor of the teachers assigned to the school of which he is the principal. In democratic administration, however, all employees of the Board participate in the formulation of policy and in carrying out the executive activities. The principal has a right to propose what he considers to be desirable action through the Superintendent of Education to the Board. The teachers have a right to propose what they consider to be desirable action through the principal to the Superintendent and thence to the Board. This applies to all of the personnel employed by the Board.

The Board of Education may determine ways in which all of its employed personnel participate in the formulation of policy. The Superintendent may make recommendations on this subject to the Board; the principals may advise the Superintendent as to ways in which teachers may participate, and the teachers themselves may advise the principals as to ways in which they may participate. Final responsibility for policy rests with the Board, but if it wishes to insure that its policies are educationally sound, it will utilize to the maximum degree the talents and technical knowledge of its employees. The Board may and should direct the superintendent to encourage teachers and other employed personnel to make suggestions through their principals to the Superintendent concerning improvements or changes in school policy. The wise superintendent will carefully consider these suggestions in making recommendations to the board for its consideration.

7. Relationship of the Superintendent and Principal

It should be clear that the principal cannot himself establish policy for his school. His duty is to carry out the policies of board, under the supervision of the Superintendent. A few examples will suffice to show the relationship which exists between the principal and the Superintendent of Education.

As one example, take the matter of the selection of teachers. Teachers throughout a school system are actually selected by the Board of Education. However, the Superintendent of Education carries on all correspondence with applicants for positions, collects references, interviews applicants, and informs them when they are selected. He makes recommendations to the Board or nominates for the Board's approval all of his assistants, principals, teacher consultants, teachers and other employees. The role of the principal is to advise with the Superintendent relative to the nomination, promotion, transfer or dismissal of teachers, custodians and other personnel employed in the school to which he is assigned. Since the Superintendent nominates all personnel selected by the board, it is presumed that he has confidence in those persons whom he nominates as principals. It therefore follows, that when they are officially selected by the board, he should discuss with them the nomination of teachers to

be employed in the schools to which they are assigned.

As another example, consider the matter of the school budget. Teachers co-operate with the principal in the preparation of budgetary information. The principal prepares and forwards to the Superintendent such budgetary information as is requested by the Superintendent. The annual budget for the entire school system is prepared by the Superintendent and submitted to the Board for consideration. Although the principal does not decide upon the budget for his school, he makes recommendations which are seriously considered by the Superintendent and incorporated into the total budget.

All of the relationships of the Board of Education, the Superintendent of Education, the principal and teachers should be defined in written statements. The actual preparation of these statements may be under the supervision of the Superintendent. Teachers may make recommendations as to their duties and responsibilities to the principal, who in turn may pass them on to the Superintendent. The principals may make recommendations to the Superintendent as to their duties. After statements are prepared which include all of the relationships involved in the administration of a school system, the Superintendent may present them to the Board of Education for approval. The board discusses the proposed statement in regular meeting or meetings and officially adopts them as presented or amended. Such statements often are called an "Administrative Code". A sample administrative code titled "Suggested Procedure for Boards of Education" is being prepared separately.

8. Summary and Conclusion

Good organization and administration in a school system start with the Board of Education. Unless it organizes itself according to the best practices and unless it establishes good administrative relationships and requires its appointees to operate in the light of accepted concepts of organization and administration, the schools will not enjoy the efficient organization and administration that they must have in order to carry out an efficient educational program. It is the duty and responsibility of the Board to see that the positions, duties and responsibilities of all persons who are responsible to it are clearly defined, and at the same time to leave each person freedom to function within the framework of board policy. In no other way can it expect efficient and effective operation of the schools.

The first step toward good organization and administration is taken when the Board of Education recognizes that its proper functions are legislative, rather than administrative. It is responsible for the establishment of policy for the operation of the schools within the provisions of pertinent laws and regulations. Once established, the matter of carrying out Board policy becomes an administrative responsibility. The Board itself should not become an administrative body either as a unit or through committee action. When a Board carries on administrative work, it either relieves its paid administrative officers of their proper duties or interferes with their administrative work. It thus creates a situation by its own actions in which authority and responsibility for the conduct of the schools are diffused and dispersed among a number of administrative officers and members of the Board. By such action it lays the groundwork for ineffective and confused organization and administration of the schools under its general control.

The second step toward good administration and organization in a school system is taken when the Board of Education selects a competent chief executive officer, the Superintendent of Education. It should be understood that this officer is in general charge of the conduct of the whole educational enterprise under the policies of the Board of Education. The Superintendent is required to report to the Board, and he is authorized to recommend to the Board the employment of other administrative officers, responsible directly to him, including principals.

The third step toward good administration and organization in a school system is taken when the Board clearly and definitely fixes the duties and responsibilities of the principal's position, indicates its relationships to other positions in the system, and clothes the position with authority in proportion to its duties and responsibilities. Unless the Board definitely and clearly fixes responsibility for executive activity, and unless it is constantly on guard to see that its appointees operate within the framework it has established, it can expect a lack of co-ordination throughout the entire educational program, resulting in duplication of effort, friction and inefficiency.

REFERENCE

"Board of Education Law". Enacted by the Diet in 1948.

CHAPTER V

THE PRINCIPAL AS A DEMOCRATIC LEADERS, ADMINISTRATOR, AND EDUCATOR

I. The Importance Of The Principalship

The Principal's Responsibility

A famous educator once said, "The nation that thinks much of education will survive, while the nation that fails to do so will gradually perish". The impact of this forceful and meaningful statement has been brought into true focus during recent years. Today we realize as never before that only through education and the results of education are men able to develop their full personalities and capacities, thereby adding to the welfare of the community and nation, as well as contributing to the culture of all mankind.

Principals of secondary schools should be well aware that the boys and girls under their supervision, the future citizens of the nation, are the treasure of the nation, and upon them succeeding generations must depend. Their contributions, large and small, will play an important part in the life of the community in which they live as well as in that of the nation and the world. Faced with such reality, all leaders, and especially the principals of the new lower and upper secondary schools, must realize as never before their great responsibility to the youth of Japan. They are being called upon to apply their abilities and capacities in order to secure the understanding of students, staff and community and to give leadership to the educational program of the community. Through such leadership, education can contribute to the development of the democratic way of life, industrial recovery, and the solution of many of our social, economic and political problems, and finally affect the position of our nation in the family of nations.

Recent Changes in Education

The importance of the principal's position and responsibility is magnified by the changes which have taken place and are taking place in education in our country. Education has seen many changes in recent years throughout the world, and especially has this been true in our country during the last three years. The most important of these changes perhaps have been in the field of secondary education. Some of the more significant changes are:

1. Extension of compulsory education, with consequent great increases in enrollments
2. Reorganization of the secondary school system, into new lower and new upper secondary schools
3. Increase in both the size and complexity of school management
4. Reorganization of the curriculum
5. Changes in the nature of the school enrollment, from a somewhat elite group to all boys and girls, at least on the lower secondary level
6. Introduction of co-education on the secondary level
7. Changes in both the understanding and attitudes of parents concerning the opportunities and policies of the school
8. Organization of new patterns of education, including the comprehensive type school
9. Elevation of part-time education to the dignity and status of full-time education
10. Elevation of vocational education to the dignity and status of academic education

Not all of these changes have been fully carried out, but they are in progress. Together they constitute a tremendous task in reorganization. With such a stupendous task facing each secondary school principal, the position obviously calls for a person who not only is well versed in basic democratic educational philosophy, but who is professionally skilled in the techniques and practices of school administration as well, if the schools are to be run efficiently and effectively, and actually accomplish the new aims of secondary education. Perhaps even more important than other qualifications is that of understanding the purpose and nature of the changes now taking place in Japanese society, an enthusiasm for changes which lead toward democratization of Japanese life, and a willingness and desire to accomplish desirable changes through the schools.

The task of the principal is magnified and complicated even more by the new relationship between the school and community, and by the new system of school administration. The principal now fits into a structure composed of the prefectural board of education, the local board of education,

and superintendent of education. The board of education establishes fundamental education policy within the provisions of laws and regulations, and the superintendent of education executes the policy of the board, but these policies are actually carried out in the school, under the supervision of the principal. It becomes obvious that the principalship following the war is of greater importance than ever before, if democratic education is to be a reality. The position calls for greater capacity, ability and practical administrative abilities than ever before on the part of principals if secondary schools and school youth are to meet the challenge of the times in this new age.

II The Principal As a Democratic Leader

Democracy in its original sense was thought to mean only a form of government, but today it has a much broader meaning. It includes a way of life--living, planning, and working together for the best interests of all individuals. The true spirit of democracy is a spirit of mutual respect for the intrinsic worth of each individual personality.

Democracy in administration calls for respect for the opinions and personalities of students, staff members and parents, as well as provision of many and varied opportunities for their participation in formulating the policies of the school. The principal has legal responsibility for everything that happens in his school, and the requisite authority to carry out his responsibilities, but a good principal administers his school democratically. The day of the despotic, dictatorial principal is over--such a principal cannot exist in a democratic system of education. A principal who has a true understanding of democratic principles of administration, who actually desires group participation, should provide for the following in the operation of his school:

1. Opportunity for students, staff and parents to participate in policy making, under his leadership.
2. Proportional authority with responsibility to staff and students.
3. Many and varied opportunities for students and faculty to utilize their capacities, according to their interests and abilities.
4. Awareness of student and staff interests and desire and provision for the utilization thereof.

5. Respect for the personality, integrity and uniqueness of each and all individuals.
6. Placing the welfare of students as the foremost responsibility of the school
7. Encouragement of student, staff and community participation in the life of the school, while remaining in the background as much as possible.

The sixth point above is of especial importance. The principal and his teachers must accept, believe in, and practice the doctrine that the school exists for the pupils. It does not exist to provide jobs for the principal or his staff. Every policy that is adopted should be subjected first to the acid test of this question: "In what way does it enhance the welfare of the students?"

III The Principal As Administrator

John Ruskin, famous critic and social reformer, once said, "The first duty of the state is to see that every child born therein should be well housed, clothed, fed, and educated, till it attains the age of discretion". Essentially these aims are incorporated into our new child welfare laws and education laws. Once the necessities of life are provided, then education becomes of paramount importance. Education's true purpose is to protect, perpetuate, expand and promote the welfare of all individuals, in each community, each prefecture, the nation and the world. Education is so important that the destiny of the nation rests upon the success or failure of the educational program. Since the educational program cannot succeed without good administration, it may by inference be said that the destiny of the nation depends upon the success or failure of educational administration. Upon the shoulders of secondary school principals, charged with the responsibility of providing and guiding pupil experiences which will enable them to fulfill their responsibilities as citizens of our nation, rests the obligation for soundly organized and properly administered schools. This calls for administrators of high professional competence, who are thoroughly familiar both with internal and external affairs affecting the operation of the school for which they are responsible, as well as with the need for making, and the ability to make significant plans for carrying out the new educational program and achieving the new aims of education.

Although secondary school principals will not cast the deciding vote with respect to the kinds and amounts of educational service to be provided, they cannot afford to stand

5. Respect for the personality, integrity and uniqueness of each and all individuals.
6. Placing the welfare of students as the foremost responsibility of the school
7. Encouragement of student, staff and community participation in the life of the school, while remaining in the background as much as possible.

The sixth point above is of especial importance. The principal and his teachers must accept, believe in, and practice the doctrine that the school exists for the pupils. It does not exist to provide jobs for the principal or his staff. Every policy that is adopted should be subjected first to the acid test of this question: "In what way does it enhance the welfare of the students?"

III The Principal As Administrator

John Ruskin, famous critic and social reformer, once said, "The first duty of the state is to see that every child born therein should be well housed, clothed, fed, and educated, till it attains the age of discretion". Essentially these aims are incorporated into our new child welfare laws and education laws. Once the necessities of life are provided, then education becomes of paramount importance. Education's true purpose is to protect, perpetuate, expand and promote the welfare of all individuals, in each community, each prefecture, the nation and the world. Education is so important that the destiny of the nation rests upon the success or failure of the educational program. Since the educational program cannot succeed without good administration, it may by inference be said that the destiny of the nation depends upon the success or failure of educational administration. Upon the shoulders of secondary school principals, charged with the responsibility of providing and guiding pupil experiences which will enable them to fulfill their responsibilities as citizens of our nation, rests the obligation for soundly organized and properly administered schools. This calls for administrators of high professional competence, who are thoroughly familiar both with internal and external affairs affecting the operation of the school for which they are responsible, as well as with the need for making, and the ability to make significant plans for carrying out the new educational program and achieving the new aims of education.

Although secondary school principals will not cast the deciding vote with respect to the kinds and amounts of educational service to be provided, they cannot afford to stand

idly by waiting for the public to announce its decisions. The public wants and needs guidance and direction. Much of this leadership is furnished by the Board of Education and the Superintendent of Education, but the principal has an important role to play in giving leadership to the public in working out plans for a constant betterment of education. By preparation and day-to-day experience, educational administrators are expected to see the needs and responsibilities of the schools with special clarity. They should be able to help laymen and teachers appraise what is being done and to direct their attention to unfinished tasks.

Autocratic Versus Democratic Administration

The effective leader does not dominate the situation or force his opinions upon a reluctant public or staff, but wherever there is educational advancement, he is there in the vanguard of progress. The people, teachers and principal must want and plan for better educational opportunities; however, the school principal can be valuable in motivating and guiding their desires and plans.

In giving such leadership, the new secondary school principal should be democratic. A brief comparison of autocratic versus democratic administrative procedure is outlined below. The autocratic principal:

1. Believes that he can detect, understand and solve all problems without the aid or advice of others.
2. Does not know anything about the experiences of others or want to utilize them.
3. Is not willing to delegate any responsibility or authority to others, but retains all for himself.
4. Is, more often than not, absorbed in insignificant routine, while disregarding the more important educational functions of his office.
5. Is jealous of the ideas and suggestions of others.
6. Makes decisions without the advice or consultation of his co-workers.
7. Maintains a patriarchal attitude toward other individuals.
8. Provides superficial propaganda to justify his own edicts.
9. Provides no opportunity for individual growth and leadership on the part of his staff.
10. Never once realizes, or else will not admit, that he is a despot.

In contrast to the autocratic principal, there is the democratic leader who operates the school under his supervision upon the basis of the following principles:

1. Respects the talents and abilities of each individual in both school and community.
2. Provides many opportunities to use the talents of individuals with whom he works.
3. Is anxious to delegate various responsibilities among both students and teachers.
4. Delegates routine jobs and concerns himself with the more important problems and functions for the best interests of the school and community.
5. Before making a final decision concerning policy that affects the welfare of others, consults all groups for advice and recommendations.
6. Is always available to give friendly, competent aid to members of his staff or to students on personal and professional problems.
7. Respects the personality and opinions of each individual, regardless of whether he agrees with them or not.
8. Conscientiously studies and carries out democratic procedures and methods in dealing with students, teachers and parents.
9. Has a major concern for the growth and development of boys and girls.
10. Labors behind the scene, instead of dominating it.

One caution must be given in regard to delegation of responsibility and authority. The principal has such an enormous task that he must delegate responsibility and the requisite authority to go along with the responsibility, to various people, but he cannot, in the final analysis, get rid of his own legal responsibility to the Superintendent, the Board of Education and the community for everything that goes on in the school. On the other hand, there must be a caution against too much delegation of responsibility. It is possible, even now, to visit secondary schools in which the active administrator is not the principal but the assistant principal or head teacher. Often principals know little or nothing about their schools, and must call upon their head teachers or assistant principals to discuss the school with visitors. Actually the principal should know more about the school for which he is responsible than any teacher or other person in the school.

Professional Growth and Development

No principal should ever be satisfied with the amount he knows about school administration and the educational program. Professional growth should be a continuous thing throughout the career of each principal. Every phase of secondary education is changing at a rapid rate. Not only is there school reorganization to consider, but there are changes in educational philosophy, educational aims, organization of the curriculum, and educational techniques, procedures and methods. These changes are necessitated by the ever changing local, national and world situations and the progress of society. Every principal of a secondary school must avail himself of every opportunity to widen and deepen his knowledge and understanding of the nature and purposes of these changes and their implications for his work.

The following methods may be used by principals in acquiring a clear perspective of the growing responsibilities of their position:

1. Keeping up to date on social, economic, and political changes through newspapers, magazines, the radio and public meetings.
2. Studying professional literature published by the Ministry of Education, the prefectural boards, professional associations, and individual educators.
3. Keeping up with research in education.
4. Belonging to a professional association, and contributing to its publications
5. Holding conferences with other principals concerning ways of handling various problems concerning the schools.
6. Visiting other secondary schools which have succeeded in working out satisfactory solutions to problems.
7. Attending summer sessions in a university which offers advanced training for principals.
8. Attending workshops, institutes, conferences and other types of training programs held on a local, regional or national scale.
9. Studying professional problems with the teachers of the school.
10. Checking and analysing problems of the individual school against those of the best professional theory and practice.

Functions of the Principal

The secondary school principal should be given the same relationship to the secondary school program in his school as the superintendent has to all of the schools in the district (city, town, or village). The principal operates his school within the framework of the policy of the Board of Education. In reality he is not responsible to the Board, but to the policy as revealed by its records. Since the Superintendent is the chief executive officer of the Board and responsible for the execution of all of its policies, it may be said that the principal is responsible to the Board through the Superintendent.

The major functions of a secondary school principal are many and varied. The part which he or she contributes to the organization of work for the betterment of the school and the development of boys and girls therein is of major importance. As the administrative head of the school, the principal's duties and responsibilities compare in some respects with those of a modern business executive. He must assume the entire responsibility for the efficient and successful operations of the school. He derives this responsibility from the Superintendent of Education, who in turn derives his responsibility from the Board of Education, which in turn derives its responsibility and authority from the people. In the final analysis, he must assume the educational leadership necessary to make the school program a success.

Many, but not necessarily all, of the important functions and responsibilities of the principal are given below. This is not intended to be an official list of responsibilities. Each Board of Education has the right and the duty of fixing the responsibilities and duties of principals in schools under its jurisdiction. It is not intended that this list should be adopted as it is by any school system; rather it is hoped that will be helpful to school systems in adopting rules that are suitable to it.

Duties and Responsibilities of the Principal

The principal is the chief officer of the school to which he is assigned. He is the professional leader of his faculty, and has direct charge of the administration of the school to which he is assigned. He is responsible for the enforcement within his school of the policies of the Board of Education, as directed by the Superintendent of Education or as approved by him on recommendation of the principal. The principal always works through the Superintendent and does not deal directly with the Board, except that he should have the right to appeal to the Board in case he is denied the responsibility or authority for discharging any of the functions assigned to him as principal or in case he considers himself hampered in the discharge thereof.

Within the range of Board of Education policy, and under the direction of the Superintendent of Education, the principal should be clearly and specifically responsible for operating the school to which he is assigned including all of its program and activities. No member of the Board of Education should assume direct control of the school, nor should the Superintendent do so, or assume any aspect or phase of the principal's responsibility, except that in case the principal is absent without having designated someone to be in charge, the Superintendent should of course designate an acting principal pending the principal's return or his opportunity to make such a designation. No member of the Board or the Superintendent should attempt to give personal direction to custodians, instructors or other members of the principal's staff or prescribe the materials of instruction or methods of teaching beyond the outlines contained in the course of study developed under the supervision of the Superintendent of Education and approved by the Board, or exercise personal control over or discipline of students.

2. The principal does not make policy himself, since that is the prerogative of the Board of Education. He contributes to the making of policy by making recommendations to the superintendent of education and presenting such information concerning his school as he considers necessary in determining school policy. He should utilize the ideas and opinions of his staff in formulating recommendations to the Superintendent on school policy.

3. The principal should be responsible for keeping himself informed on the national school laws, prefectural school regulations, Board of Education regulations, and instructions from the Superintendent of Education. He should also be responsible for keeping the teachers informed of all such laws and regulations. He should obtain this information from the Superintendent of Education.

4. The principal works under the general supervision of the Superintendent of Education. The role of the principal however, is not passive. He makes recommendations to the Superintendent of Education, and through the Superintendent's office to the Board, on changes in policies, practices, arrangements and personnel in the schools.

5. Acting under the general policies, plans and regulations, the principal should be responsible for organization of the school, and organize it with the cooperation of the members of his staff. The Superintendent of Education has the responsibility of organizing the entire school system, in accordance with policies of the Board, and the principal organizes his school in accordance with the organizational pattern of the whole system as it applies to his school. The teachers can make recommendations on school organization to the principal, who can in turn relay them to the Superintendent of Education.

6. The principal does not select his staff, but he may make recommendations to the Superintendent of Education in regard to the selection, promotion, transfer and dismissal of teachers, custodians and other persons employed in the school. Final appointment, promotion, transfer or dismissal is a matter for decision by the Board of Education, upon recommendation by the Superintendent of Education. The principal can make specific recommendations as to the qualifications of persons to be assigned to the school. The recommendations of the principal should be given considerable weight by the Superintendent and the Board, since the principal will have to work with the people employed by the Board.

7. The principal is responsible for assignment of members of the staff, once they are selected by the Board, to positions within the school, after discussing assignments with the Superintendent of Education. As nearly as possible personnel should be assigned to duties on the basis of qualifications but their desires should be considered seriously in the assignment. The governing principal in assignments should be that the welfare of the pupils comes above everything else.

8. The principal should insure that there is participation by members of his staff in determining school policy. In any matter which can be handled on the school level, without reference to the Superintendent, the principal should actively promote staff participation in the formulation of school policy. When matters are to be referred to the Superintendent, the principal should seek the recommendations of the staff before he presents his own recommendations to the Superintendent. Teachers may advise the principal on ways in which they would like to participate; the principal may then make recommendations to the Board on ways in which teachers can participate; and the Superintendent may make recommendations to the Board as to rules and regulations guaranteeing a program of teacher participation in the formulation of policy. The principal should constantly encourage the staff to make suggestions concerning administrative policy, which he will pass on to the Superintendent. Principals should work out with the Superintendent, and the Superintendent with the Board, a definite plan of teacher participation and definite channels by which recommendations from teachers can come all the way through the system to the Board.

9. The principal should encourage and promote an in-service training program, designed to improve constantly and continuously the teaching program of the school. He should make recommendations, after consulting his staff, to the Superintendent of Education, on policies concerning leaves of

absence for study, attending summer sessions of higher institutions, and other means of in-service training. The principal, in consultation with the Superintendent, should make it possible for the teachers to attend workshops, institutes, and other kinds of training programs. He should make recommendations to the Superintendent on the budget to be provided for purposes of in-service training. Each secondary school should have a co-operatively planned in-service training program of its own, in which the principal participates.

10. At an appropriate time each year the principal should compile and forward to the Superintendent of Education all of the information necessary in compiling the total budget for the school system. Teachers should be asked to contribute information and suggestions in preparing this report of budgetary information.

11. With his staff the principal should plan and develop an educational program which meets the needs, desires and aptitudes of each pupil in the school, as well as the needs of the local community and society. The program must be planned within the framework set up by the laws and regulations and the policy of the Board of Education.

12. The principal may and should appoint, within his staff, individuals to be specifically responsible for certain duties. The principal may establish such positions, within the policy of the Board and the general regulations of the Superintendent. For instance, teachers may be assigned to part-time duty as school librarian, co-ordinator of guidance activities, co-ordinator of health instruction and services, co-ordinator of vocational guidance and student placement activities, co-ordinator of the athletic program, etc. The appointment of staff members to such positions might well be on an annual basis. This applies to situations where regular staff members are used for these special duties. When these positions are full-time positions, and require the services of specialists, such specialists would of course be employed by the Board of Education, the procedure being the same as in the employment of teachers.

13. The principal is responsible for the administration of a system of accounting for all moneys from student activities, cafeterias, student fees, school entertainments, gifts, and for any other funds belonging to the school or to the student body or any subordinate student-body group within the school. A regular report, preferably monthly, on a form specified by the Board of Education for the purpose, should be made to the Superintendent of Education. A published report of all financial transactions should be made once each year.

14. The principal should make recommendations to the Superintendent of Education on the formulation of policies regarding assignment of qualified persons as substitute teachers. Every secondary school should have definite arrangements by which substitute teachers are employed when regular teachers must be absent; if there is no such policy, the principal should discuss the matter with the superintendent of education, and ask him to make recommendations to the Board of Education on the subject. The principal should of course discuss the matter with his staff before making recommendations to the Superintendent.

15. The principal should have authority to suspend pupils temporarily for violation of the regulations of the school. He should however, report such suspension to the Superintendent of Education immediately, in writing. The superintendent should report the suspension to the Board.

16. The principal should be responsible for organizing, within Board of Education policy, a program of adult education and part-time education for working youth in the school.

17. The principal should put into effect, after approval by the Board, a plan for organizing the school to take care of education of the handicapped, including programs of education for speech defectives, mentally handicapped, blind, deaf or crippled pupils.

18. The principal should recommend, after consultation with his staff, policies and practices in the classification and promotion of students, and a pupil-accounting system for the school. The principal should keep, or cause to be kept, a system of records and reports pertaining to the classification, promotion and guidance of pupils. He should take leadership in establishing a comprehensive program of evaluation, designed to reveal weaknesses in the school program and to assist the school in its guidance program. He should make recommendations to the Superintendent of Education in regard to a plan of reporting pupil progress to parents.

19. Within the policy of the Board, he should participate in the selection of textbooks for use in the school. The judgment of his staff members should play a part in the selection.

20. Working with members of his staff, the principal should draw up a list of supplies needed for the next school year and forward it to the Superintendent of Education.

21. The principal should be responsible for working out, in cooperation with members of his staff, a comprehensive health and safety program for the school, including the creation of a healthful school environment for the pupils, health services and health instruction. Much of this will have to be worked out with the superintendent of education. The health services should include physical examinations, records of the examinations, follow-up work designed to take care of the physical deficiencies, discovered during examinations, maintenance of a health room, and provision of the services of a school nurse and school physician. The principal should be held responsible for taking all reasonable precautions to safeguard the health and well being of students and staff members, and for compliance with laws and regulations governing the health and safety of pupils. To this end he should give leadership in the formulation of definite plans by which the school staff and custodial force may be able to care for the safety and welfare of the pupils in case of fire, storm, earthquake or other sudden danger to the school plant, and must insure that pupils are adequately trained to make such plans effective at any time in case of need through drills. Drills in evaluating the building should be held once a month or as otherwise specified by laws and regulations. In cases of dire emergency affecting the health, safety or welfare of the pupils, employees, or property under his charge, the principal should have authority to use his discretion, any rules to the contrary notwithstanding, so long as he reports his action to the Superintendent of Education as soon as possible after the event. He should report immediately to the Superintendent of Education any conditions existing in the school grounds, buildings or equipment which constitute a hazard to the pupils. He should have the authority to exclude temporarily from school, within Board policy, any student who has a contagious or infectious disease.

22. The principal should give leadership to his staff in the development of a program of special curricular activities, within the policy of the board. As to overall school system policy, he should make recommendations to the Superintendent of Education as to the objective of such a program, and administer the program with the assistance of the staff. The principal should account to the Superintendent for all funds received as a part of the program of special curricular activities.

23. The principal should take the lead in curriculum improvement in the school. If local courses of study are prepared, the teachers and principals assist the Superintendent in their preparation, and they are recommended to the Board by the Superintendent for adoption. The principal administers the course of study, once it is adopted, with the assistance of the staff. The principal should give

leadership to his teachers in constantly enriching and improving the course of study through experimentation. The principal should encourage continuous curriculum study throughout the school.

24. The principal is responsible for advising the superintendent concerning the provision of school library services, and should make recommendations on matters pertaining to the budget, allocation of personnel, etc. In case a school librarian is not provided, the principal may designate a teacher, on an annual basis, as teacher-librarian.

25. The principal should take leadership in developing a close relationship with the community in which the school is located. He should develop a public relations program for the school, with full participation by the staff in planning and carrying it out. In most school system there likely will be a public relations policy for all of the schools within the system. The Board of Education may conduct its own public relations program, in which case the principal should furnish, through the Superintendent, necessary information concerning the school to which he is assigned. The Superintendent of Education may be the active director of the public relations program. In any event, the principal should be definitely responsible for that portion of the public relations program assigned to his school. He should directly supervise programs which encourage visitation to the school.

26. The principal should be directly responsible for the care, operation, and use of the building, grounds and equipment of which he is in charge. He should make regular and thorough inspections of the school properties in his charge. He should supervise any maintenance work being done in his school, and any maintenance workers assigned to the school by the Superintendent should be under his supervision while working in the school. He should report to the Superintendent maintenance work needed or any necessary adjustment of rooms, and make recommendations for alterations and improvement as necessary. He should be directly responsible for minor maintenance and repair work which can be taken care of by the custodians assigned to the building.

27. The principal should organize and supervise an office which carries on the routine business of the school, and make recommendations to the Superintendent in regard to budgetary and personnel matters which concern the school office.

28. The principal should be responsible for working out a daily, weekly, term and annual schedule of school activities, and present it to the Superintendent of Education for approval.

29. The principal should be responsible for the intra-mural and inter-school athletic program of the school. He should insure that it is managed in such a way that it contributes to the over-all health program of the school, and see that activities which are harmful to health are eliminated from the program. He should approve the inter-school playing program, and approve all playing schedules. With the assistance of his staff, he should develop and apply scholastic eligibility standards for inter-school athletic participation. The coaches of each of the seasonal sports and other athletic supervisors should be appointed, on an annual basis, by the principal upon recommendation of the co-ordinator of athletic activities and should be responsible to the principal or to an assistant designated by him.

30. The principal should be responsible for the management of a lunch room in his school and the supervision of the staff member selected as its manager or director.

31. The principal should make an annual report and other reports as required to the Superintendent of Education, and be responsible for their accuracy, and their compliance with all laws and regulations pertaining to reports.

32. The principal should handle all complaints affecting the school to which he is assigned, investigate them where facts seem to warrant an investigation, refer cases to the Superintendent which he cannot adjust satisfactorily, and redress legitimate grievance where possible.

33. The principal should supervise the members of his staff in the performance of their duties and evaluate the efficiency of each member, in accordance with whatever plan of evaluation is set up by the Superintendent of Education within the policy of the Board.

34. The principal should report immediately, and in full, in writing to the Superintendent any serious infringement of property rights within the school that may come to his attention, and, similarly, any breach of contract affecting the school or any serious injury that may occur to any pupil or member of the school staff at any time or place where the rights or responsibilities of the school are involved.

35. The principal should be responsible for working out, in cooperation with his staff, a comprehensive program of educational, social and civic, personal and vocational guidance of pupils.

36. The principal should weld his staff, through his leadership, into a closely working, cooperative unit, with high morale and an absence of bickering and formation of cliques.

37. The principal should be responsible for insuring that all classrooms, equipment and teaching services are used efficiently and economically in the interests of pupil growth and development.

38. The principal should have such other responsibilities and duties from time to time as the Board of Education may establish or the proper performance of the functions of the principalship may require.

Methods of Analyzing Administrative Procedure

It is not unusual for a principal to be absolutely confident that he is operating his school according to the most democratic procedure, while everyone else is thwarted by his autocratic methods. It is therefore a good procedure for each principal to analyze his own administrative techniques, especially those dealing with personnel, from time to time, and constantly try to improve by overcoming the errors and deficiencies discovered through the analysis. Some standards for such an analysis are listed below:

1. Do the results of the over-all school program show that many persons are participating in it?
2. Are the staff members and to some extent the students participating in the formulation of school policies?
3. Does the school maintain a friendly atmosphere among staff, students and administration?
4. Are orders or directives made without regard for or consultation with the staff?
5. Is there a "His" or an "Our" atmosphere about the school?
6. Is there a confidence on the part of the staff and pupils of participating in setting school policies and planning the educational program?
7. Do the teachers feel that the principal is easily accessible to them to talk over personal and professional problems?

8. Do the students feel that the principal is a friend, rather than a stern taskmaster?
9. Is the school free from fear (fear of the principal)?
10. Do the students and teachers respect the principal because of his professional competence rather than because of the position he holds?

III The Principal As Educator

The secondary school principal must be more than an administrator if his obligation and responsibility are to be fulfilled. He must also be an Educator--an Educational Statesman and Practicing Social Scientist as well as an administrator if he is to fill the position of leadership assigned to him. The position as educator calls for qualities of leadership and statesmanship of the highest order. It calls for a person who has a deep understanding of the society in which he lives and the changes which it is going through. It calls for an extensive knowledge of the philosophy of democratic education, educational psychology, educational sociology, curriculum organization, curriculum improvement, pupil guidance, methods of teaching, and many other fields of education. The position demands a person with a dynamic personality as well as one who is untiring in his efforts in the interest of all pupils.

IV Personal Qualities of the Principal

Below are listed some of the more important personal qualities of a good secondary school principal:

1. He should possess the ability to give dynamic leadership to the staff. This means essentially the ability to inspire and stimulate other people to work enthusiastically, as a part of a group, for the achievement of defined goals. The principal should be able to arouse the ambitions of the members of his staff, to create a desire to do effective work, and to stimulate his teachers to exert their utmost efforts toward the accomplishment of the aims of the school.
2. He should be an idealist. He must be able to see in the future, beyond the problems and obstacles of the moment, the ultimate goal, and to believe in and work toward that ultimate goal. He must be a creator of ideas, with both imagination and foresight.
3. He must have an overwhelming interest in the welfare of other people. If the principal does not place the welfare of his pupils and teachers first, it is almost certain that he will fail.

4. He should be creative. If there is to be continuous educational growth in a school, there must be a leader with ideas. It is necessary that the ideas of the good principal be based upon a sound philosophy of life and a sound philosophy of education. The principal must be able to think through a problem as well as to help others see their problems and think through them, in order that the best solutions to problems may emerge.

5. The principal must have integrity. It is absolutely essential that the head of every school be logical, fair and honest in carrying out his many responsibilities. Every pupil and teacher should be able to rely, without any question, upon their principal as a person who carries out promises he makes. He must be absolutely trustworthy in regard to financial affairs, and every one must feel that they can trust him. All students and teachers must feel that in all situations the principal will be absolutely fair and just.

6. The principal must have courage. He will be subjected to efforts by pressure groups to make changes in the school which are to their interest. He should be able to say "No" to any pressure group in the community, unless their ideas and plans accord with a sound philosophy of education. This requires courage.

7. The principal should have a good personality. He should be able, on all occasions, to make a good impression on people. He should dress neatly, use correct speech, and practice the utmost courtesy in his relations with teachers, students and the public.

8. The principal must possess organizing and executive ability. This means that he must be able to plan work well, delegate responsibility and authority for getting it done, and insure that good results are secured.

9. The principal must get along well with other people, and like people. Unless he has a genuine feeling of affection for his students and teachers, he is not likely to succeed as an administrator in the new system of education.

10. The principal should have an extensive general knowledge. His university training should exceed the amount of training received by his teachers. He should have achieved a justified reputation as a scholar.

11. The principal must have a considerable amount of professional training and knowledge. (See above)

12. The principal must be able to form democratic relationships with his students, staff and the general public.

In the final analysis it is the responsibility of every principal to know and understand, as well as to teach or demonstrate, the opportunities, responsibilities and restraints of the democratic process--of freedom--or our boys and girls, our future citizens, may learn quite different things as slaves of the autocrats and dictators.

References

"Desirable Characteristics of New Upper and Lower Secondary School" Ministry of Education 1949, chapters IV, V, VI, VII.

"The New Lower Secondary School" Ministry of Education, 1949, chapters IX, XIV.

PART III

ORGANIZATION AND MANAGEMENT

- Chapter VI Organization and Administration of a
 Secondary School
- Chapter VII Organization of the School Office
 Administration of the Plant
- Chapter VIII The Daily Schedule

CHAPTER VI

ORGANIZATION AND ADMINISTRATION OF A SECONDARY SCHOOL

I Responsibility of the Principal for School Organization

Within the policies established by the Board of Education, the principal has the authority and the responsibility for creating an organization which will encourage each member of the staff to participate to his maximum capacity in study and work on aspects of the school's program and problems which to him are of especial concern for the welfare of the entire school. Good administrative leadership creates an organization which permits everybody to work at the job of improvement. A school should be so organized as to encourage a free flow of ideas, plans, suggestions, appraisals and proposals among the entire staff. Regular channels should exist for such a flow of vivifying influences.

In too many secondary schools, a great deal of energy, ability and interest are being expended by the members of the professional staff without producing adequate returns. A school organization is needed which will make full use of this energy and willingness. More units of improvement in the school should result from each unit of professional energy expended. This means a more democratically organized school -- democratic in the sense that each member has a responsible part to play.

Experience has repeatedly shown that no school is maximally efficient unless it is democratic enough to permit all workers in some degree to participate in the process of planning policies, of developing procedures, and of evaluating results.

The test of a school organization is whether it accomplishes good work economically and efficiently each day. To meet this test of efficiency the school must call forth and make a place for the whole-hearted energy and intelligence of all concerned with its work. If it is democratic in this sense, it will be educative to the workers, and thus the school will become increasingly efficient. If it is not democratic in these sense, the workers will stagnate on the job and they and the school will become less efficient. Sometimes the question has been asked: "Should a school be democratic, or should it be efficient?" The answer is that the school cannot be genuinely efficient unless it is democratic. A fundamental test of good organization is the opportunity provided for democratic participation.

Principal Areas of Organization

A great many functions of the principal of the secondary school are listed in Chapter V. In regard to organization of the school, these functions may be so combined that the result is four major organizational problems:

1. Organizing an educational program.
2. Organizing the student body for participation in the educational program.
3. Organizing the staff to guide the growth and development of pupils.
4. Utilizing the school plant effectively for purposes of the educational program.

Obviously it is a matter of great importance how well the educational program is organized and administered. The school exists chiefly to carry out an educational program in order that all boys and girls may have maximum opportunity to grow and develop according to their needs, interests and capacities. Such a program should concern itself with

1. The pupil experiences to be offered under the sponsorship of the school.
2. Organizing these pupil experiences into subjects and courses.
3. Informing pupils and parents about the program.
4. The pupil's daily load.
5. The school's daily, weekly, term and annual schedule.
6. Adaptation of program to individual pupil needs, interests and aptitudes.
7. Quality and quantity of guidance.
8. Election by students of a curriculum best suited to their needs.
9. Provision of a comprehensive program of special curricular activities.
10. Provision of essential auxiliary services.
11. Provision for in-service training of teachers.
12. Continuous enrichment and improvement of the curriculum.

Organization of the curriculum or the school's program is of primary importance because no enterprise can be well administered unless it is well organized. Conversely, the root-cause of poor administration is frequently poor organization. The remedy which good administration, whether in business or government, always seeks first is improved organization.

The School Plant

The administration of any enterprise is made easy, difficult, or even impossible by the physical facilities in which the work is carried on. A good school administrator who has the services of a good staff may still find it extremely difficult to create a good working organization because of the inadequacy of the plant provided for the enterprise. On the other hand, however, judicious principals with initiative, imagination and ingenuity can often organize and schedule the educational program in such a way as to greatly increase the utilization of the plant as well as to provide a more pleasant and harmonious atmosphere for work. It is not uncommon to measure the organizing competence of a principal by observing closely how well the plant is used in the interest of the entire educational program.

Organization of the Staff for Professional Work

Improvement of the secondary school in its program, organization, and administration is a responsibility shared by all of the professional staff employed in the school. A legitimate expectation of the school district (city, town or village) and its Board of Education is that each staff member will bear his proportionate share of this responsibility and that as a group they will study and work together to this end.

Democratic, Educative and Efficient Organization and Administration

Good school organization and administration should be at once democratic, educative and efficient. It should be democratic because the aims to be attained by a school are best attained when policies, plans and procedures are products of free and active participation of those who are affected by the school. This belief underlies our attempt to develop local, lay control of the school. If it is a sound democratic principle upon which to base our general over-all control of schools, then it is a sound one upon which to base the administration of a particular school. School administration should therefore be judged to be good in part on the basis of evidence that there is a large degree and amount of democratic group participation in the development of its policies, plans and procedures.

If it is democratic in this sense, it will be educative, because responsible, active participation of all in the life, program and operation of the school is the best means of attaining that individual growth and development for each which education in a democracy exists to promote. To the degree that a school's organization fails to exemplify faith in democratic participation, it will fail to be

as powerful an educative agency as it might be. As a school's organization is democratic and educative, it will be increasingly efficient. The true efficiency of a school is measured in terms of the achievement of its goals and purposes. It is not measured in terms of day-to-day routines no matter how carefully ordered or perfectly performed. Secondary education is a matter of responsible living in a free society. Democratic school administration in action builds increasing competence to participate responsibly on the part of those it touches. This increasing competence is reflected in increasing efficiency.

Therefore, if a school's organization and administration are democratic, it is educative, and if it is democratic and educative, it is efficient; thus, these three criteria constitute the most important indices of its merit.

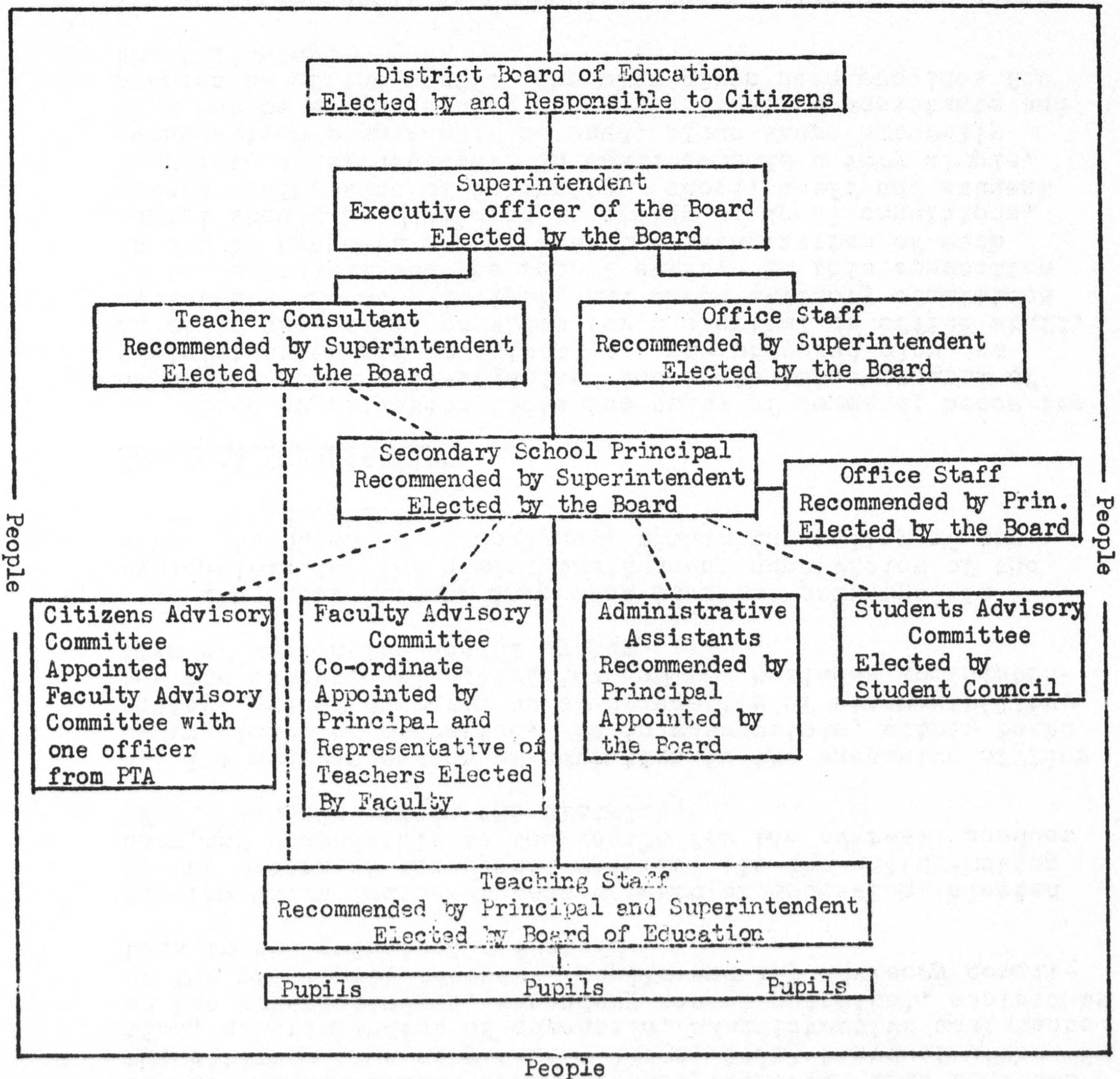
II Organization of a School

The organization chart appearing on the opposite page and the accompanying explanations below are offered as a suggestion for a possible plan of sub-dividing the administration of a secondary school, or indicating functions that should be performed by each officer and the working relationships that should exist between the different members of a school system. This is essentially a plan for organization of a large school. It should be clearly understood that in schools with only a small staff, an elaborate, formal organization is not essential nor desirable, and that an informal, personalized organization and administration has real merit. Nevertheless, even in a small school very clearly defined functions and very explicitly stated responsibilities will contribute to the peace of mind of all concerned, and tend to bring about pleasant personal relationships among all staff members. It is therefore suggested that each secondary school principal and faculty consider this proposal and develop a suitable modification of it according to the size and type of school.

Organization Chart of a Secondary School
Within a School District

by Dr. Burt Johnson

School District Made up of the People within Certain Boundaries



Note: Continuous line denotes Administrative Responsibility.
Dotted line denotes Advisory Function.

Relationships Among the Board of Education, Superintendent of Education, and Principal

1. The chart shows the relationships of all persons in a school district (city, town, or village with a school board) in the administration of a secondary school. This includes the citizens of a city-town-village, local board of education, superintendent of education, administrative assistants to the superintendent, secondary school principal, assistants to the principal, teachers, pupils and lay advisory committees to the principal and staff.

2. The chart indicates that a Board of Education, elected by the voters of the school district, is the policy-making body and responsible to the people for the over-all conduct of all schools within the district.

3. The superintendent of education is the executive officer of the Board of Education. He is responsible, within board policy, either directly or by delegation of responsibility, for the educational activities and the business administration of the entire school system.

The chart further indicates that the principal is responsible for the administration and supervision of the school to which he is assigned, within the policy of the board of education.

Internal Organization

Good organization indicates unity of command; hence the necessity for a well-organized and articulated program of administration and organization. The proposed plan, as shown in the chart, provides for a clerical or office staff, assistants to the principal, and three advisory committees to the principal and the school staff. In this connection it should again be stated that the organization of each school should be developed according to local conditions, always taking size of community, school, staff and student body into consideration. In small schools a very simple, personalized plan should be used, since there naturally will not be any necessity for administrative assistants and perhaps no office staff. The plan given here provides for the following:

1. An office staff in proportion to the size of the school and the services rendered.
2. Administrative assistants assigned to the principal to assist him in any way that may be necessary (again, the size of the school should determine the number; perhaps there will be none at all in small schools)

3. Three advisory committees are shown in relation to the principal's office. Advisory groups, those not bearing administrative responsibility, are shown in broken lines. One of these groups is composed of the principal, administrative assistants to the principal, and faculty representatives (or in small schools, the entire faculty). Another of these groups is composed of parents, and a third of students. These are special committees to be constituted as the needs arise; they might be released at the end of each school year. These committees give opportunity for interchange of ideas and proposals on school policies and practices. Combined meetings can be held as needed. These three groups are to be policy-formulating groups--advisory in character--for a particular school. They can advise the principal on matters for which he bears assigned responsibility, or on matters which the principal will need to pass on as recommendations to the superintendent for final clearance by the Board of Education. The Board of Education, of course, is the final policy-making body. In order not to confuse responsibility for policy-making, the policy established by the Board might be called Board Policy. The policies established by an individual school, which of course must agree with the policies of the board, might be called School Policy. These advisory committees are concerned only with School Policy.

Composition of Committees

The Faculty Advisory Committee is composed of the principal, any administrative assistants he may have, and representatives of the faculty, to be elected by the faculty. Democratically, all of the school policies should more or less take shape in this committee and then go to the entire faculty for final approval. In a small school there is no need for a Faculty Advisory Committee, since the entire faculty may meet and work with the principal as a unit. Even when there is a Faculty Advisory Committee, there should be regular meetings, at least once a week, of the entire faculty with the principal.

The Student Advisory Committee is composed of representatives of the School Council, elected by the School Council. (See Chapter X for discussion of School Council). This committee meets with the principal to talk over problems that are of importance to the students. In turn the principal may use the committee as a "sounding board" to feel out student opinion concerning problems related to school pupils. The committee provides an opportunity for mutual understanding between the principal and the students.

The Citizens' Advisory Committee should be composed of the principal, perhaps two teachers (elected by the faculty), and from five to fifteen representative citizens of the community. It is suggested that teachers, students and principal all be given an opportunity to nominate candidates, and the Faculty Advisory Committee, with the approval of the principal, appoint the citizens for a term of one year. After the first year the length of service of the members could be staggered, thereby making provision for only one-third new members each year.

The Assistant Principal

Every secondary school, no matter how small, should have an assistant principal. Even if the school has only three or four faculty members, one of them should be designated as the assistant principal, and perform certain administrative duties as well as regular teaching duties, as well as take the place of the principal when he must be absent. The point is that there must always be someone in the school who is completely responsible for the operation of the school.

A permanent assistant principal should be selected much in the same way that teachers are selected. The principal may make recommendations to the superintendent, who in turn makes recommendations to the Board of Education. In a small school, where one of the teachers will have to act as assistant principal, the principal himself might very well be given the authority to make the appointment.

The duties of the assistant principal will vary a great deal, according to the size of the school. Below is a suggested list of duties and responsibilities:

1. Have the over-all supervisory charge of the distribution and proper checking in of all books to teachers in the classroom.
2. Have charge of, and supervise, the checking and distribution of all school supplies, equipment, etc.
3. Make out all attendance reports.
4. See that an up-to-date inventory is kept at all times of books, supplies, equipment and furniture.
5. Assist with the annual registration of students, and in making out of programs for students.
6. Make a daily check of the school building and grounds and in case they are not satisfactorily taken care of by the custodians, report same to the principal.
7. In case hazards are found anywhere in the school buildings or on the grounds, report same to the principal.

8. Assist the office staff as much as time will permit.
9. Report to principal each morning if any teacher has failed to check in on time, in order that arrangements may be made to take care of their home rooms or classes.
10. Handle special disciplinary problems of students, particularly of boys.
11. Have general charge of traffic in the school building.
12. Supervise the locker system and use of lockers.
13. Be in charge of special curricular activities, when there is not a special person for that purpose, or when it is not handled by a faculty committee.
14. Help the principal work out the daily schedule of activities.
15. Be the co-ordinator of athletic activities, when there is not a special Co-ordinator of Athletics.
16. Perform other duties assigned by the principal.
17. Act as the principal when the principal is not present.

There are so many details to the administration of a modern, large secondary school that the principal must depend upon the assistant principal a great deal, and assign to him many responsibilities and duties. Principals must be cautioned, however, against letting the assistant principal be, in effect, the principal, as is the case in many schools today. Some principals spend almost all of their time away from their schools, and leave the management entirely up to the assistant principal (or head teacher). Such principals are not living up to their responsibilities. A principal should be present in the school to which he is assigned practically all of the time.

Department Heads or Chairman

Where there are as many as three faculty members working in a particular field, the principal may want to organize them into a department, with one of the three acting as a department chairman. Department organization is particularly applicable to large schools. It must be emphasized that there should be no departments as far as the students are concerned; students belong to no department, and may take classes in any or all departments.

Department organization facilitates the coordination of content and method within a subject field, and correlates the efforts of teachers working toward the same aims. It may facilitate the development of courses of study, experimentation, and continuous curriculum improvement. A department chairman generally would call meetings of the faculty members belonging to the department to discuss teaching methods, selection of textbooks, provision of supplementary materials, use of the library, evaluation of the teaching program, use of visual aids, and other matters of interest to all of the teachers. He should have the responsibility of insuring that there is desirable correlation between the particular subject field and all other subject fields in the curriculum.

Departments should be organized for fields, and not for particular subjects. For a very large, comprehensive-type upper secondary school, the following departments may be needed:

Social Studies Department
Mathematics Department
Vocational Department
Language Department (including Calligraphy and Chinese Classics teachers)
Foreign Language Department
Music Department)
Art Department) or Fine Arts Department
Natural Science Department (all science teachers)
Health and Physical Education Department
Home Economics Department (may be a part of Vocational Department)

In a school which emphasizes vocational education, with several different vocational fields represented, the Vocational Department may be broken down into various departments.

It is suggested that the duty of functioning as department head might be rotated among the members of the department, with each teacher serving in this capacity for one year or two years.

III Provision of Needed Services in the School

Responsibilities of the School

Each secondary school, both lower and upper, has certain responsibilities which it must assume and certain functions that it must perform if it is to carry out a fully successful program and achieve the aims of secondary education. As a minimum the school should provide for its

pupils the following services and functions, in addition to the regular teaching services:

A comprehensive program of pupil guidance, including personal-social, educational, health, recreational and vocational guidance. This should include a program of special curricular activities.

An intra-mural and inter-school athletic program.

Library services

Custodial services

Health services

All of these services are essential to a complete school program, both in the upper secondary and lower secondary schools. The need for each of them is discussed elsewhere in this volume. The matter which concerns us now is the assignment of definite responsibilities for the performance of these services and functions. If definite responsibility is not assigned, then quite often they will not be performed at all, or there will be a lack of co-ordination which will result in poor performance.

Assignment of Staff Responsibilities

Good administration implies that there must be definite assignments of responsibility for all functions to be performed in the schools. Some one definite individual or individuals should be given responsibility for seeing that each necessary function is performed. This does not mean that each secondary school should appoint a number of extra specialists to perform the services listed above. Obviously it would be impractical, uneconomic and wasteful to employ a full-time specialist or specialists in all of these areas, particularly in any but a very large school. In a small school such an addition of personnel would be patently impossible. It is suggested that in some cases in large schools some of these responsibilities may be discharged by employing two or three full-time specialists, as discussed below, but in many cases these responsibilities should be assigned to personnel already employed as teachers. Some of these services may in some cases be performed by members of the secretariat employed by the board of education, who perform them in all schools under the jurisdiction of the board. In this event there is no reason to duplicate such services in each school, but the services performed by the secretariat should be so distributed that each school receives its just share.

The question will perhaps arise as to whether all of these functions can be performed in very small schools. The answer is that they need to be performed in any school, no matter how small, if the aims of the new educational program

are to be achieved. If in a lower secondary school located in an isolated mountainous region there are only a principal and five teachers, it is suggested that those responsibilities should be divided among the six staff members according to the special talents and interests of the individuals.

Co-ordination of Guidance Activities

Each teacher in the school is responsible for pupil guidance, but some definite person or persons should be responsible for co-ordinating the guidance program throughout the school. This may be performed in very large schools by a special co-ordinator of guidance, who is trained as a guidance specialist. Since there are at the present time no certified guidance specialists, this is a function that will have to be performed by the regular staff. Two ways of assigning responsibility are suggested:

1. The teacher in the school who is most familiar with guidance philosophy and techniques might be assigned the duty of co-ordinating all guidance activities of the school. Such a person might be given the title "Co-ordinator of Guidance Activities", although the position would be only part-time.
2. There might be appointed a small committee of teachers, called a Guidance Committee, to perform jointly the function of co-ordinating guidance activities in the school.

The person or persons assigned to perform the function of co-ordination of guidance activities should perform the following duties:

1. Be responsible for co-ordinating the total program of guidance in the school. Every teacher is concerned with guidance, and every teacher is a guide of pupils. Because there are so many guidance activities in a school, there is a need for leadership in the program, to insure that no important gaps are left, to attempt to infuse guidance techniques into the whole school program, etc. The Co-ordinator of Guidance or the Committee on Guidance advises and assists the principal, and works with teachers in the improvement and expansion of the guidance services of the school under the supervision of the principal.
2. Help plan, develop and carry out the guidance program, counselling service and personnel work with students in the school. This guidance program should include: personal, social, educational, vocational, recreational and character guidance; and both individual and group guidance. It should utilize the following situations for guidance purposes: the curriculum, every class in the school, the library, the home room, special curricular activities, and pupil-teacher interviews.

3. Give leadership in planning, developing, and organizing the testing and evaluation program of the school.

4. Give leadership in planning, developing and keeping the personnel record (cumulative record) of students.

5. Investigate any and all of the special problems listed below, provide counselling as necessary and desirable, and report when necessary:

- a. Attendance problems
- b. Behavior problems
- c. Social maladjustment
- d. Mental maladjustment
- e. Physical handicaps
- f. Other special problems

The extent to which a Co-ordinator of Guidance Activities or a Committee on Guidance would deal with such problems would depend entirely upon their competence. Certain problems of social and mental maladjustment require the services of a well-trained guidance specialist. Unless teachers have been especially trained in guidance, they may not be able to handle some of the more important problems, and it is possible for them to do more harm than good unless they know what they are doing. In any event, they can help in solving attendance problems, behavior problems, and problems occasioned by physical handicaps.

6. Help organize the home room system, and help teachers and pupils plan home room programs.

7. Give leadership to teachers in using guidance techniques in their classrooms.

8. Give leadership to teachers in using guidance techniques and accomplishing guidance aims in special curricular activities.

9. Give leadership to teachers in using a variety of group guidance techniques.

10. Plan budgets for guidance activities, submit them to the principal for forwarding to the superintendent of education and thence to the board of education.

11. Assist in publishing an information bulletin for students and parents as to policies, services, program and offerings of the school.

12. Assist in the development of the curriculum of the school.

13. Give leadership in organizing and carrying out an in-service training program designed to acquaint all teachers with guidance philosophy, techniques and procedures.

Emphasis is placed on the term "give leadership", used frequently here. The Co-ordinator of Guidance Activities or the Committee on Guidance are in no sense in control of the other teachers, or in an administrative relationship to them.

When well-trained guidance specialists are available in the future, a full-time Coordinator of Guidance might be employed in large schools, or by a board of education to work in a number of schools.

The Co-ordinator of Guidance Activities or the Committee on Guidance should submit regular reports to the principal on guidance activities in the school, giving an account of the work accomplished, in progress or planned for the future, and other interesting or useful information that might be helpful to the principal. At the end of each school year an annual report on guidance activities should be compiled and discussed by the staff.

Coordination of Vocational Guidance and Student Placement Activities

Vocational guidance and student job placement are a part of the total picture of guidance. The Co-ordinator of Guidance Activities should have the responsibility of coordinating all guidance activities, including vocational and may perform the functions of vocational guidance listed below. However, working with the Co-ordinator of Guidance Activities, may be a Co-ordinator of Vocational Guidance and Student Placement Activities. In most schools this responsibility will have to be borne by one of the regular teachers. The teacher who is best qualified for this work should be appointed to the position, regardless of his subject field. In general it is likely that teachers of vocational subjects will be given these responsibilities. The duties and responsibilities of the position are listed below:

1. Assembling and maintaining adequate records of each individual, including all information that will be useful in giving vocational guidance.
2. Teaching a vocational guidance course if such a special course is offered.
3. Working with social studies, home economics and other teachers in planning and carrying out a vocational guidance program, in case there is no special vocational guidance course.

4. Working with the person responsible for the total guidance program of the school (Co-ordinator of Pupil Guidance Activities).
5. Furnishing the young people of the school with basic information concerning vocations in various fields.
6. Working with all vocational teachers in planning exploratory experiences in vocational try-out courses.
7. Assisting students in marshalling all pertinent facts and to evaluate them with regard to their vocational plans (vocational counselling).
8. Working with all teachers to infuse vocational guidance into hobby and club activities.
9. Working with the school librarian to plan ways in which the school library can furnish information to students on the subject of vocations and employment.
10. Planning with the principal and other teachers exploratory work experiences for students in real jobs, and assisting students in finding suitable part-time work in stores, workshops, industries, business houses, and other work places in the community. The school should maintain contact with the student on the job and evaluate the results of the work.
11. Organize and hold career conferences for the students of the school. (See Chapter IX for details on career conferences)
12. Planning field trips with teachers and students which will provide an opportunity to observe employment conditions. The co-ordinator should make proper arrangements with employers, and assist teachers in planning preliminary study and discussion and follow-up work in the classroom.
13. Assisting students in obtaining full-time or part-time employment. This involves seeking job opportunities in the community, holding placement interviews with students, referring them to prospective employers, maintaining follow-up contacts with students, keeping placement and employment records, and conducting other related activities.

(See Chapter IX for details of vocational guidance program).

Advisor to Girls

Each secondary school which enrolls girls should have some person on the staff who can assist girls with their special problems. This can be taken care of by the Co-

ordinator of Guidance Activities if that person is a woman. If the Co-ordinator of Guidance Activities is a man, then some woman member of the staff should be designated as Girls' Advisor, or perhaps there can be a committee of woman teachers who jointly perform the functions of the position. The Girls' Advisor or the members of the Advisory Committee should be chosen on the basis of their qualifications for the position, regardless of their subject specialty or specialties. In many cases it is likely that the logical choice would be one or more of the Homemaking teachers. In very large schools this might be a full-time position, but in most schools the person or persons who perform the duties of the position will also have to teach almost the full number of classes.

The teacher or teachers chosen to hold this position should be very carefully selected. The following qualifications should be considered minimum:

1. Possession of a regular teacher's certificate, with special training in guidance procedures and techniques.
2. Comprehensive knowledge of psychology of adolescence, and ability to apply its principles in school situations.
3. Thorough knowledge of biology.
4. Understanding of, interest in, and sympathy with girls.
5. Attitude of placing welfare of pupils above everything else.
6. Ability to inspire confidence in girls.
7. Qualities of tact, good judgment, warm understanding, friendliness, poise and attractiveness.

The Girls' Advisor has the one principal duty of helping girls solve their personal problems. It is not necessary to go into detail, since the techniques used are those of individual pupil guidance. Girls need assistance in regard to problems of grooming, relationships with boys, social events and social behavior, planning for employment, preparing for homes of their own, financial assistance while in school, and many others. The person or persons who hold this position should work very closely with the Co-ordinator of Health Activities, Co-ordinator of Guidance Activities, and Co-ordinator of Vocational Guidance and Student Placement Services.

The Girls' Advisor may be given responsibility for sponsoring and supervising school social events.

6. He should plan for the needed equipment required for the physical education program and be responsible for its purchase. The care and repair of this equipment should also be part of his general responsibility.

7. He should be responsible for the nomination of coaches to the various sports in consultation and with the approval of the principal. The coaches, in turn, should be responsible to him in regard to their particular assignments. It should be a part of his responsibility to keep all coaches informed in regard to eligibility, schedule of games, transportation, officials, equipment, and any other necessary information.

8. He should hold all coaches and students responsible for their conduct on and off the school grounds, while they are representing the school. The highest type of school citizenship and good sportsmanship should be adhered to.

9. He should prepare a tentative budget for the next school year, or well in advance of the beginning of a school year, and present it to the principal for study. The budget should include such items (listed under liabilities) as equipment needed, transportation, repairing and cleaning of equipment, and supplies. Under assets the budget should include such items as gate receipts, anticipated sale of student tickets, anticipated funds budgeted for the athletic program by the Board of Education, and any other income for the athletic program.

The Assistant Coaches in the various sports, if any, should have the following duties and responsibilities:

1. It should be the duty of each coach to assure the health and safety of every student player under his direction.
2. He should be responsible for the conduct of the students under his supervision and under all circumstances insist on fair play and good sportsmanship on or off the field of play. He must keep himself informed as to the condition of supplies and equipment necessary for the sport which he is to coach. He should plan his season well in advance, be familiar with eligibility rules, playing schedules, as well as the rules of the game or the sport which he is coaching.
3. He should keep the director of athletics fully informed on such matters as misunderstandings with other school officials appointed, injuries to players, difficulty with players, et cetera.

The School Librarian

Each principal should be responsible for seeing that an adequate room is set aside in the building for school library purposes, if there is not a library already provided. Each principal should appoint a member of his staff as school librarian, if a full-time librarian (as in a large school) is not provided by the Board of Education. In schools where a full-time librarian is employed, the principal should submit a recommendation as to the person to be employed to fill the position to the superintendent of education, who in turn should submit it to the board of education. Where a teacher-librarian is used, his teaching hours should be reduced in proportion to the library duties assigned.

The School Librarian should perform the following duties or assume the following responsibilities:

1. Make out lists of books to purchase, in accordance with the amount of funds available. This list should be made up by asking each teacher to list the books which he would like to have in the library, and by asking students what books they would like to have. To this list the librarian can add titles needed or desired. The final list should be discussed by the entire staff and be approved by the principal.
2. Be responsible for taking the initiative and giving leadership in procuring materials of all kinds for the school library. He should write to government agencies for bulletins and other publications, collect newspapers and magazines, collect pictures and pamphlets, and obtain other materials from every possible source.
3. The librarian should be responsible for cataloguing, classifying, and arranging all materials in the school library for constant and immediate access and use.
4. See that books and other materials are available to students, through a checking and open shelf system.
5. Be responsible for the specimens or exhibits room, which should be considered a part of the library.
6. Be responsible for seeing that all books and other materials are kept in good repair.
7. Assist teachers in giving their pupils instruction in the use of the library, and be responsible for co-ordination of instruction in this field.
8. Be responsible for seeing that the library is kept attractive and made a comfortable and pleasant place for pupils to study.

Co-ordination of the Intra-mural and Inter-school Athletic Program

As in other fields, definite responsibility should be assigned for carrying out the athletic program of the school. There are some responsibilities which the principal should retain directly, others which he should delegate to a staff member known perhaps as the Co-ordinator of Athletics. This Co-ordinator might well be the head of the Physical Education Department, if there are several physical education instructors, or the physical education instructor if there is only one. Except in very large schools there is no justification for employing a special full-time Co-ordinator of Athletics, and even where this is done he should be considered a member of the physical education faculty. The holder of this position should be responsible for management of the intra-mural and inter-school athletic program, with emphasis on the intra-mural program. Girls' athletics should be in charge of a woman physical education instructor, or in any event ~~an~~ woman teacher, who can work with the Co-ordinator of Athletics.

Instead of a Co-ordinator of Athletics, the school may choose to assign responsibilities in this field to a Committee on Athletics, composed of the principal or assistant principal and the physical education instructors. In any case, the responsibility should be definitely assigned.

The principal of the school should retain directly the following responsibilities:

1. For seeing that the school has a comprehensive program of intra-mural athletics, broad enough to permit each pupil who desires to do so to participate in a variety of sports during the school year. In the lower secondary school the principal should insure that the athletic program is largely intramural. In the upper secondary school he should insure that there is more emphasis upon intramural than upon inter-school athletics.
2. He should approve the inter-school playing schedule before it is considered adopted and official. He should insure that in the lower secondary school the program is so planned that no games are played outside the prefecture or outside a radius not greater than the distance from his school to the point most distant in the prefecture. The principal of the upper secondary school should insure that the school does not participate in an excessive number of regional tournaments or athletic meets, and in not more than one national tournament or meet per year in each sport.
3. He should insure that the athletic program is so planned and carried out that it contributes to the health of the students participating. He should disapprove any and all

CORRECTION

THIS DOCUMENT
HAS BEEN REPHOTOGRAPHED
TO ASSURE LEGIBILITY

4. Working with the person responsible for the total guidance program of the school (Co-ordinator of Pupil Guidance Activities).

5. Furnishing the young people of the school with basic information concerning vocations in various fields.

6. Working with all vocational teachers in planning exploratory experiences in vocational try-out courses.

7. Assisting students in marshalling all pertinent facts and to evaluate them with regard to their vocational plans (vocational counselling).

8. Working with all teachers to infuse vocational guidance into hobby and club activities.

9. Working with the school librarian to plan ways in which the school library can furnish information to students on the subject of vocations and employment.

10. Planning with the principal and other teachers exploratory work experiences for students in real jobs, and assisting students in finding suitable part-time work in stores, workshops, industries, business houses, and other work places in the community. The school should maintain contact with the student on the job and evaluate the results of the work.

11. Organize and hold career conferences for the students of the school. (See Chapter IX for details on career conferences)

12. Planning field trips with teachers and students which will provide an opportunity to observe employment conditions. The co-ordinator should make proper arrangements with employers, and assist teachers in planning preliminary study and discussion and follow-up work in the classroom.

13. Assisting students in obtaining full-time or part-time employment. This involves seeking job opportunities in the community, holding placement interviews with students, referring them to prospective employers, maintaining follow-up contacts with students, keeping placement and employment records, and conducting other related activities.

(See Chapter IX for details of vocational guidance program).

Advisor to Girls

Each secondary school which enrolls girls should have some person on the staff who can assist girls with their special problems. This can be taken care of by the Co-

ordinator of Guidance Activities if that person is a woman. If the Co-ordinator of Guidance Activities is a man, then some woman member of the staff should be designated as Girls' Advisor, or perhaps there can be a committee of woman teachers who jointly perform the functions of the position. The Girls' Advisor or the members of the Advisory Committee should be chosen on the basis of their qualifications for the position, regardless of their subject specialty or specialties. In many cases it is likely that the logical choice would be one or more of the Homemaking teachers. In very large schools this might be a full-time position, but in most schools the person or persons who perform the duties of the position will also have to teach almost the full number of classes.

The teacher or teachers chosen to hold this position should be very carefully selected. The following qualifications should be considered minimum:

1. Possession of a regular teacher's certificate, with special training in guidance procedures and techniques.
2. Comprehensive knowledge of psychology of adolescence, and ability to apply its principles in school situations.
3. Thorough knowledge of biology.
4. Understanding of, interest in, and sympathy with girls.
5. Attitude of placing welfare of pupils above everything else.
6. Ability to inspire confidence in girls.
7. Qualities of tact, good judgment, warm understanding, friendliness, poise and attractiveness.

The Girls' Advisor has the one principal duty of helping girls solve their personal problems. It is not necessary to go into detail, since the techniques used are those of individual pupil guidance. Girls need assistance in regard to problems of grooming, relationships with boys, social events and social behavior, planning for employment, preparing for homes of their own, financial assistance while in school, and many others. The person or persons who hold this position should work very closely with the Co-ordinator of Health Activities, Co-ordinator of Guidance Activities, and Co-ordinator of Vocational Guidance and Student Placement Services.

The Girls' Advisor may be given responsibility for sponsoring and supervising school social events.

Co-ordination of the Intra-mural and Inter-school Athletic Program

As in other fields, definite responsibility should be assigned for carrying out the athletic program of the school. There are some responsibilities which the principal should retain directly, others which he should delegate to a staff member known perhaps as the Co-ordinator of Athletics. This Co-ordinator might well be the head of the Physical Education Department, if there are several physical education instructors, or the physical education instructor if there is only one. Except in very large schools there is no justification for employing a special full-time Co-ordinator of Athletics, and even where this is done he should be considered a member of the physical education faculty. The holder of this position should be responsible for management of the intra-mural and inter-school athletic program, with emphasis on the intra-mural program. Girls' athletics should be in charge of a woman physical education instructor, or in any event ~~a woman teacher, who can work~~ with the Co-ordinator of Athletics.

Instead of a Co-ordinator of Athletics, the school may choose to assign responsibilities in this field to a Committee on Athletics, composed of the principal or assistant principal and the physical education instructors. In any case, the responsibility should be definitely assigned.

The principal of the school should retain directly the following responsibilities:

1. For seeing that the school has a comprehensive program of intra-mural athletics, broad enough to permit each pupil who desires to do so to participate in a variety of sports during the school year. In the lower secondary school the principal should insure that the athletic program is largely intramural. In the upper secondary school he should insure that there is more emphasis upon intramural than upon inter-school athletics.
2. He should approve the inter-school playing schedule before it is considered adopted and official. He should insure that in the lower secondary school the program is so planned that no games are played outside the prefecture or outside a radius not greater than the distance from his school to the point most distant in the prefecture. The principal of the upper secondary school should insure that the school does not participate in an excessive number of regional tournaments or athletic meets, and in not more than one national tournament or meet per year in each sport.
3. He should insure that the athletic program is so planned and carried out that it contributes to the health of the students participating. He should disapprove any and all

physical activities which are of questionable value in a health program.

4. He should develop and apply scholastic eligibility standards for participation in inter-school athletics. There should of course be no scholastic standards for participation in intramural athletics.
5. He should be responsible for insuring that sportsmanship and fair play are given intensive and constant emphasis in the athletic program of the school.
6. He should appoint a member or members of the staff as co-ordinator of athletic activities. Except in large schools this position should be held by one of the regular physical education instructors. A woman physical education instructor should be appointed as co-ordinator of girls' athletic activities.

The Co-ordinator of Athletics should have the following duties and responsibilities:

1. He may nominate, from among the members of the physical education department, coaches for each of the seasonal sports; this nomination should in each case be approved by the principal. (One coach may handle more than one seasonal sport; in small schools, one instructor may have to be physical education instructor, co-ordinator of athletics, and coach of all sports.)
2. He should plan the schedule of activities for the intramural sports program by seasons. This includes assignment of areas for particular sports and teams involved. The checking out of equipment for each day's program and general care of equipment and facilities for the intra-mural sports program should be under his jurisdiction.
3. He should be responsible for the scheduling and administration of the inter-school sports program. This schedule should be submitted to the principal for approval several weeks in advance of each schedules sports season.
4. He should make the necessary arrangements for the inter-school games and tournaments, which would include such duties as preparation of the field, supervision of admission to the game, employment of needed assistants and administration of safety measures as needed.
5. He should supervise student participation in inter-school sports from the standpoint of students' scholastic eligibility and their physical fitness to compete in these sports. Thorough physical examination should be given, at least once a year, to all students participating in the inter-school sports program.

6. He should plan for the needed equipment required for the physical education program and be responsible for its purchase. The care and repair of this equipment should also be part of his general responsibility.

7. He should be responsible for the nomination of coaches to the various sports in consultation and with the approval of the principal. The coaches, in turn, should be responsible to him in regard to their particular assignments. It should be a part of his responsibility to keep all coaches informed in regard to eligibility, schedule of games, transportation, officials, equipment, and any other necessary information.

8. He should hold all coaches and students responsible for their conduct on and off the school grounds, while they are representing the school. The highest type of school citizenship and good sportsmanship should be adhered to.

9. He should prepare a tentative budget for the next school year, or well in advance of the beginning of a school year, and present it to the principal for study. The budget should include such items (listed under liabilities) as equipment needed, transportation, repairing and cleaning of equipment, and supplies. Under assets the budget should include such items as gate receipts, anticipated sale of student tickets, anticipated funds budgeted for the athletic program by the Board of Education, and any other income for the athletic program.

The Assistant Coaches in the various sports, if any, should have the following duties and responsibilities:

1. It should be the duty of each coach to assure the health and safety of every student player under his direction.

2. He should be responsible for the conduct of the students under his supervision and under all circumstances insist on fair play and good sportsmanship on or off the field of play. He must keep himself informed as to the condition of supplies and equipment necessary for the sport which he is to coach. He should plan his season well in advance, be familiar with eligibility rules, playing schedules, as well as the rules of the game or the sport which he is coaching.

3. He should keep the director of athletics fully informed on such matters as misunderstandings with other school officials appointed, injuries to players, difficulty with players, et cetera.

The School Librarian

Each principal should be responsible for seeing that an adequate room is set aside in the building for school library purposes, if there is not a library already provided. Each principal should appoint a member of his staff as school librarian, if a full-time librarian (as in a large school) is not provided by the Board of Education. In schools where a full-time librarian is employed, the principal should submit a recommendation as to the person to be employed to fill the position to the superintendent of education, who in turn should submit it to the board of education. Where a teacher-librarian is used, his teaching hours should be reduced in proportion to the library duties assigned.

The School Librarian should perform the following duties or assume the following responsibilities:

1. Make out lists of books to purchase, in accordance with the amount of funds available. This list should be made up by asking each teacher to list the books which he would like to have in the library, and by asking students what books they would like to have. To this list the librarian can add titles needed or desired. The final list should be discussed by the entire staff and be approved by the principal.
2. Be responsible for taking the initiative and giving leadership in procuring materials of all kinds for the school library. He should write to government agencies for bulletins and other publications, collect newspapers and magazines, collect pictures and pamphlets, and obtain other materials from every possible source.
3. The librarian should be responsible for cataloguing, classifying, and arranging all materials in the school library for constant and immediate access and use.
4. See that books and other materials are available to students, through a checking and open shelf system.
5. Be responsible for the specimens or exhibits room, which should be considered a part of the library.
6. Be responsible for seeing that all books and other materials are kept in good repair.
7. Assist teachers in giving their pupils instruction in the use of the library, and be responsible for co-ordination of instruction in this field.
8. Be responsible for seeing that the library is kept attractive and made a comfortable and pleasant place for pupils to study.

The principal should be responsible for seeing that the schedule provides for making the library readily accessible to pupils and available for many hours each day. The general principle is that the library should be open for use at least a half hour before the opening of the school session each day, during each period of the school day (except assembly periods, home room periods, etc.), and for at least one hour after the close of the day's session. If there is a full-time librarian, this person should be in charge of the library at all times. In schools with a teacher-librarian, this teacher should spend at least one or two periods a day in the library; it may be supervised at other times by other teachers, in rotation.

Pupil assistants may be used by the librarian to keep the library in order, return books to the shelves, repair books, check out books, and perform other necessary duties. This work should be considered an out-of-class activity, and should not interfere with scheduled classroom work.

The Custodians

Every school should have one or more qualified custodians, depending upon the size of the school. The custodian should not be considered a servant, but a trained staff member. Where there is more than one custodian, there should be a Head Custodian, who is held responsible for the sanitation and maintenance of the building, or for that part of the maintenance which has been made the responsibility of the school by the Board of Education. The Head Custodian should be responsible directly to the principal. However, the superintendent of education may request from time to time certain services pertaining to custodial work as a means of co-ordinating the program in the whole school system.

The principal should report to the Superintendent of Education from time to time as may be necessary the condition of the building and the services performed by the custodial staff. He should request supplies and equipment as needed and report to the superintendent any undesirable condition that cannot be remedied by the school itself.

As in the case of all other employees, the custodians will be employed by the Board of Education. The principal, however, may make recommendations on selection to the superintendent of education, who may pass them on to the Board of Education. Within the general policy of the Board of Education and any plans developed by the superintendent of education, the principal should outline the duties of the head custodian and other custodians, and develop a specific plan for keeping the building sanitary.

The Head Custodian should:

1. Have full and complete charge of all other custodians working under his supervision. It should be the duty of the head custodian to outline a program of work and a schedule of work for each of the assistant custodians (when assistants are provided).
2. Seek constantly to improve the services and methods in taking care of the building and making it a safe, healthful place for pupils to study and play. He should keep the principal regularly informed of any and all unsatisfactory conditions existing in the buildings that need attention.
3. Be responsible for receipt of all shipments of supplies and equipment entering the building. He should be responsible for distributing supplies to teachers.

The regular or assistant custodians should:

1. Co-operate with the head custodian for the best interests of the school. They should report immediately any and all damages, breakages, or any other matter that should be looked after immediately to the Head Custodian, if it is something they cannot take care of themselves.
2. Take the best possible care of every room assigned to them. This includes floors, desks, blackboards, seats, heating equipment and other equipment.

The School Health Co-ordinator

Co-ordination of health services and activities is a necessity in the secondary school if an effective program is to be developed. To effect co-ordination, the organization of a school health committee, composed of interested faculty members and non-certified personnel, is a desirable procedure. Appointment of a trained person to serve as chairman of the committee and to implement the co-ordination is imperative if effective action is to result.

The school health co-ordinator should be vested with administrative and supervisory responsibility over the health program within the individual school. Planning of the program should be done by the school health committee and with the health service staff which serves the school. Details of the program should be worked out in accordance with a statement of policy, and the health co-ordinator should be held responsible for their administration, utilizing the capabilities of all interested persons within the school.

In most secondary schools the position of health coordinator will be a part-time assignment. The faculty member best trained for such a position should be given the assignment of health co-ordinator. This may be the physical education co-ordinator (head of the physical education department), the school nurse, vice principal or some other member with a background for administering the school health program. In order that the functions of the health co-ordinator may be more clearly defined an outline of the aims of coordination and the activities of a health coordinator is presented.

Aims of Health Co-ordination Program

1. To co-ordinate the health activities of the entire school staff.
2. To co-ordinate school health activities with activities of the public health department and other community agencies.
3. To organize a program of health guidance and instruction for the students and teachers, so that they might have a thorough understanding and appreciation of health.

Suggested Activities

1. For the principal:
 - a. Presents and explains the health program to the school staff for the purpose of clarifying the position of the health co-ordinator and establishing clear working relationship with all employees, both certificated and non-certificated.
 - b. Allocate time for health co-ordination.
 - c. Appoints a school health committee to act in an advisory capacity, to plan, stabilize and help carry out the health program of the school. Suggested personnel---principal or vice-principal, public health officer, doctor, nurse, person in charge of the school lunch program, custodian, and faculty representatives from departments having significant responsibilities in health instruction.
2. For the co-ordinator
 - a. Meets with the school health committee to
 - (1) Make general plans for the health program
 - (2) Appoints sub-committees of teachers and students to deal with specific problems

b. Arranges for periodic surveys of environmental conditions by qualified personnel to be followed by conferences with administrator concerning desirable changes.

c. Stimulates interest in the health program on the part of the faculty.

d. Helps organize in-service training programs in health education for teachers and other members of the school staff.

e. In co-operation with teachers and nurses, confers with individual students.

f. Arranges for physical examinations of students in co-operation with the nurse.

- (1) Allocates sufficient time to make examinations of educational value.
- (2) Makes appointment lists and notifies pupils.
- (3) Notifies teachers of pupils scheduled for examination.

g. Co-operates with nurse and teachers.

- (1) Notifies teachers of findings which have classroom implications.
- (2) Assists in making necessary adjustments in students' programs, as far as possible.
- (3) Helps students to secure clinic appointments where necessary and where nurse is unavailable to take this responsibility.
- (4) Advises students as to available medical facilities.

h. Supervises problems of admissions and exclusions as they relate to health.

- (1) Keeps illness record of absentees, in co-operation with teachers and nurse.
- (2) Notifies teachers of students who have been absent due to prolonged illness.
- (3) Arranges for care and transportation of students who are ill.
- (4) Keeps faculty alert for symptoms of communicable diseases.

i. Aids nurse in the maintenance of health records.

- (1) Made accessible to those concerned.
- (2) Kept up-to-date.

j. Assists with plans for care in emergencies.

- (1) Arranges for location, supply and maintenance of first aid stations.
- (2) Arranges with principal for delegation of responsibility for emergencies.
- (3) Arranges for distribution of information to entire school staff as to their responsibilities and limitations.

k. Investigates health and safety factors in transportation.

l. Directs the program for co-ordination of health services with education.

- (1) Helps doctor and nurse to make the examination and inspection on educational experience for the student.
- (2) Helps teachers to relate their health instruction to student needs as revealed in health examination.

m. Directs study of integration of health instruction into the curriculum, with the assistance of the school health committee.

- (1) Studies and evaluates the curriculum for health content.
- (2) Advises as to health implications within the units already established in various departments.
- (3) Recommends placement of important health units not already included in the curriculum.

n. Works with the school health committee to organize school programs concerned with particular health problems.

- (1) Acquaints faculty with plans.
- (2) Appoints committees responsible for each program.
- (3) Evaluates results and arranges for effective follow-up.

o. Promotes public relations with home, press and community organizations.

- (1) Home

Informs parents of any significant changes in health status of students where nurse is not available.

In co-operation with the nurse, arranges for any home visits which may be necessary.

(2) Press

Establishes, in co-operation with the principal, regular publicity program with local editor (This should be a part of the total public relations program of the school). Co-operates with the school press in dissemination of health news.

(3) Community Organizations

Endeavors to have school representation in as many worthwhile community organizations as feasible.

Publicizes school health program through effective demonstrations and exhibits in the community when appropriate.

Co-operates with local health department, and lends support to other community health agencies.

p. Assists in control of factors aimed at prevention of student fatigue.

- (1) Studies factors contributing to fatigue.
- (2) Recommends adjustment of students' school programs when necessary.
- (3) Counsels students concerning conservation of time and energy.
- (4) Refers students who work to physical education teachers for advice as to working posture and relaxation.
- (5) Seeks to eliminate noise in and about the school buildings.
- (6) Confers with teachers concerning desirability of reasonable home study load.

q. Promotes nutrition program

- (1) Confers with person in charge of school lunch and home economics teacher on adequate lunches.
- (2) Stimulates interest in good eating habits.
- (3) Refers malnourished children to home economics teacher and nurse for individual guidance.

r. Stimulates mental health program in cooperation with Co-ordinator of Guidance Activities or as member of Guidance Committee.

- (1) Arranges for in-service training programs for staff members which will

Help them develop a better understanding of adolescent behavior
Help them to become aware of deviations from normal
Suggest practical solutions to individual problems

- (2) Assists in the establishment of procedures for helping maladjusted students

Arranges individual conferences for maladjusted students
Confers with parents
Helps to see that recommendations of physician or psychologist are followed
Works with school administrator on problems of teacher load

Suggestion for Assignment of Responsibility for Services

In almost all schools, at least at the present time, all or most of the services discussed above will have to be performed by a regular member of the staff. The table below shows a possible assignment of responsibilities, using a combination of committees and individuals. This table is not intended to set a pattern of organization for any school; the responsibilities should in every case be assigned to the persons who can discharge them most successfully. The example given below is of a school which has only ten teachers, an assistant principal who also teaches most of the time, and a principal.

<u>Responsibility</u>	<u>Performed by</u>
(Principal is ex-officio member of all staff committees)	
1. Co-ordination of Pupil Guidance Activities (Includes special curricular activities and home room activities)	1. Guidance Committee: (Might be composed of: Assistant Principal Advisor to Girls Foreign Language Teacher Japanese Language Teacher Vocational Teacher Art Teacher Music Teacher Mathematics Teacher)

2. Co-ordination of Pupil Health and Physical Education Activities (Includes school lunch program)

2. Health and Physical Education Co-ordination Committee
(Might be composed of:
Physical Education Teacher
Home Economics Teacher
Science Teacher
Social Studies Teacher)

3. Library Services (Includes securing and using books and materials)

3. Library Committee
(Might be composed of:
Japanese Language Teacher
Foreign Language Teacher
Music Teacher
Art Teacher)

IV Administration and the Staff

Few things, if any, are of more importance in the field of school administration than the planning for and selection of a competent staff. Once selected, it is absolutely necessary to assign each teacher to the position where he is best able to work, as well as to insure that each member is happily adjusted in his position. In the end, the success of secondary school administration depends to a large degree upon the ability and co-operation of the principal and his staff. Therefore, the staff should not only be a group of individually competent persons, but also a congenial and cooperative group, having common purposes and motivated by common ideals. Finally, a staff must be more than a group of highly trained and skillful individuals; the members must each feel the need for and have the desire to work together as a group, cheerfully and harmoniously, for the good of the school and its pupils.

The Principal as Leader of the Staff

With the reorganization and expansion of the secondary school program, secondary school administration of a high quality is required. A staff cannot function without qualified leadership. The principal, therefore, must be a well-trained, dynamic leader, who in cooperation with his faculty sets the standards and establishes the ideals for the school. Furthermore, he must be able to gear them to pupil and community needs if the program is to be most effective. Upon him falls the responsibility for supervision and suggestion, and through his interests and efforts will the school program become meaningful in the lives of all pupils.

The success of our new democratic program of education, and especially secondary education, will depend to a large degree upon the principals who must lead and direct it. No longer is there either time or place for teachers and pupils to be hardened by the mere whims of an incompetent principal. Today, as never before, the principalship calls for a person with broad vision, who is skillfully trained and well versed in the philosophy of democratic secondary education, and who is familiar with the psychology of learning. Every principal must have these qualifications if he is to be a competent leader of his staff.

Responsibilities of the Principal in the Selection, Organization, Administration and Supervision of the Staff

Some of the more important responsibilities of secondary school principals concerning the selection, organization, administration and supervision of the staff are outlined below:

1. Participation in the selection of teachers by making recommendations to the superintendent.
2. Assignment of teachers, based as nearly as possible on qualifications and the desires of teachers.
3. Supervision of classroom instruction.
4. Supervision of the in-service training program of teachers.
5. Assisting new teachers in adjusting to the school.
6. Supervision of part-time teachers and substitute teachers.
7. Supervision of employees other than teachers.

In addition to these major responsibilities directly concerned with the organization and administration of the staff, the principal must assume and exercise certain other responsibilities related to staff functions. These are included under program making and were listed in detail in Chapter V.

Selecting the Staff

The principal himself, as has been noted, does not select the staff, but makes recommendations on selection.

Selection of the staff is a matter of vital importance. The results of the school program depend, in the final analysis, on the teachers. It is therefore necessary for the principal to have a well-defined plan for making his recommendations to the superintendent of education in regard to the selection of his staff, and to have a clearcut plan of organization. Numerous factors must be taken into consideration if the best qualified persons are to be found to fill each opening. Some of the more important ones are scholastic and professional preparation, experience, certification, health and personality. A further prerequisite should be a desirable general point-of-view and attitude on the part of the teacher toward young people and the purposes and processes of education. The new secondary schools must assume responsibility for the guidance of all boys and girls in order that they may develop their individual interests and abilities to the maximum and be better prepared to fulfill their responsibilities and duties as members of society. Special care must be taken in order to aid every pupil in making an effective and wholesome transition from elementary to secondary school and on into higher institutions and adult life. Because of this great responsibility it becomes all the more necessary that all teachers have a clear understanding of youth's role in education and in the world today.

The qualities of persons who should be able to assume such a role are:

1. Understanding of the problems faced by individual pupils, and ability to help them in solving these problems.
2. Recognition and understanding of the common problems of daily life and ability to provide opportunities for boys and girls to engage in desirable living experiences while attending school.
3. Understanding of the psychology of adolescents, and ability to apply it in classroom situations.
4. Ability to lead and to get others to participate in group work.
5. Ability and willingness to relate community and school life as one, and part of the same educational program.
6. Ability and willingness to help in the guidance and counselling of pupils in order that each may develop according to his interests and capacities.
7. Desire and ability to help pupils find occupational opportunities.

8. Ability to integrate their special capacities into, and as a part of, the entire educational program of the school.

9. A genuine, deep liking for young people.

Opportunity for Teacher Participation in School Administration

It has been pointed out many times that the principal is the responsible leader and administrative head of his school. It has also been noted that the principal who understands and believes in a democratic philosophy of education will encourage all members of his staff to participate in planning school policies and programs, and will provide opportunities for them to do so. If opportunities are provided for teachers and students to participate in the establishment of school policies and the development of the school program, it is obvious that they will feel a greater responsibility for the successful operation and execution of the program, than if they are deprived of an opportunity to share in the endeavor. It is absolutely essential that in establishing a sound philosophy and program of democratic procedure the principal must foster and encourage initiative and cooperation among his co-workers instead of developing in them a docile and subservient or an antagonistic attitude of the sort most often found where autocracy prevails.

In order to provide a congenial atmosphere for democratic participation, secondary school principals should practice the following:

1. Manifest professional competence by leadership, and not by autocratic methods.
2. Recognize teachers as social equals and demonstrate respect and courtesy at all times.
3. Recognize teachers' rights as well as their obligations.
4. Develop pleasant social attitudes and relationships.
5. Strive to make every teacher realize that good work and honest efforts are appreciated.
6. Organize, administer and supervise the school so as to make teaching progressively easier.
7. Anticipate teachers' difficulties and help to prevent them.
8. Protect teachers from outside criticism.

9. Be accessible at all times to teachers to discuss with them their suggestions and problems.
10. Encourage all teachers to express their opinions freely.
11. Accept responsibility for everything that is done in the school.

If the principal bases his administrative procedures upon the above principles, he will be a successful administrator. Every teacher has talents and creative abilities, and the principal should utilize these in planning of policies and procedures. The principal should evaluate continuously his own behavior in terms of the principles given and strive to make his activities consistent with them.

Through honesty and sincerity in living by the spirit of democratic principles, such as those enumerated in this chapter, the whole tone of the school organization becomes more healthy and happy. Through integrity, common purposes, and mutual respect, sympathy between all members of the staff is fostered. With a common understanding, and a functional organization, many obstacles to the developmental process in the classroom, are removed. The courageous principal who frees a school to work wholeheartedly with him, rather than under him, will prove the effectiveness of democracy in attaining the ultimate goals of education.

References:

- "Desirable Characteristics of Upper and Lower Secondary Schools", Ministry of Education, 1949. Chapter I, V, VII, XII
- "The New Lower Secondary School", Ministry of Education, 1949. Chapter VIII, IX.
- "Pupil Guidance in the New Upper and Lower Secondary Schools", Ministry of Education, 1949. Chapter 3.
- "Course of Study in Physical Education for Secondary Schools," Ministry of Education, 1949.
- "The Health Program in the Secondary Schools", Ministry of Education, 1949.
- "Manual on School Libraries", Ministry of Education, 1948.
- "Handbook on Vocational Guidance for School Superintendents and principals", Ministry of Education, 1948.
- "Handbook on Student Placement Services", Ministry of Education, 1949.