

Assessment and Evaluation of Student Learning in Citizenship Education in Japanese Junior High Schools

Ferdinand Pol Laurel Martin

Ehime University, Japan

Introduction

Citizenship formation is an important goal of any education system in the world. In Japan, the primacy of citizenship education is evident in the country's Fundamental Law of Education which states that the overall aim of education is the cultivation of individuals who are "imbued with the necessary qualities to build a peaceful and democratic society". In order to achieve this, education should therefore foster the "values of respect for justice, responsibility, equality between men and women, and mutual respect and cooperation, as well as the value of actively participating in building our society and contributing to its development" (Article 2, Fundamental Law of Education 2006 revision). As a democratic society, Japan recognizes the significance of citizenship education since the exercise and continuation of democratic ideals rest in the hands of active, informed and engaged citizens. The Ministry of Education, Culture, Sports, Science and Technology (MEXT), therefore, has established learning areas in the curriculum where citizenship can be cultivated, the foremost of which are Social Studies and Moral Education. Through the national curriculum guidelines called "Course of Study", MEXT has laid down the basic framework for goals and content for citizenship education. However, considerable freedom and flexibility are given to schools and teachers when it comes to learning approaches and evaluation, resulting into a variety of practices in the development and implementation of these curriculum elements (Tanahashi in Ikeno, 2011).

While there is substantial literature dealing with goals, content, and learning approaches in citizenship education, there seems to be a dearth of discussion regarding the equally important element of evaluation. This deficiency is not unique to Japan, however. In fact, assessment and evaluation are rarely mentioned in citizenship education studies anywhere and only a few scholars explore the topic. Kerr (2002) argues that this is due to the belief that it is inappropriate to make assessment and evaluation in citizenship education by labeling young students as "good" or "failing" citizens. People who subscribe to this notion of assessment and evaluation seem to equate the processes with mere comparison of student performance and overlook their more important purposes. Assessment and evaluation provide students an opportunity to reflect on their strengths and weaknesses by providing useful feedback on the development of their skills, and attitudes needed for citizenship. Moreover, evaluation is necessary in improving curricula, raising the educational standards, and ensuring the coherence of goals, content, and learning activities in citizenship education. Assessment and

evaluation are not an easy task, especially in the field of citizenship education. But it must be done since the discipline is the primary means of achieving the major aim of education which is the development of active and responsible citizens.

This study aims to contribute to closing the gap in the literature on assessment and evaluation in citizenship education by examining the framework and practices used in the context of Japanese junior high schools. Through a review of previous researches, policy documents, instructional guidebooks, and textbooks, this study specifically answers the following questions:

1. What are the core learning outcomes that guide the evaluation of student learning in citizenship education?
2. How are these learning outcomes measured, assessed, and evaluated in junior high schools?

Essentially, these questions correspond to the two components of an assessment or evaluation framework: the learning outcomes of a program of study and the details of how their achievement can be measured (Pearce, et. al., 2015). Learner outcomes refer to the knowledge, skills, capabilities, values, attitudes, and other attributes that students need to demonstrate as evidence of learning. The second component, on the other hand, describes the various tasks such as the setting of specific criteria or indicators, formative and summative assessment practices, as well as the recording and the reporting of assessment and evaluation.

Brief History and the Structure of Citizenship Education in Japan

The practice of citizenship education varies greatly between countries since there is no single, unified concept of citizenship. This is particularly true in the case of Japan where there are three conceptions of the word “citizen”. Citizen can either be translated as *shimin* which means “a private citizen”; *koumin* which refers to a “citizen based on natural law”; or *kokumin* which means “a national citizen” (Taniguchi in Ikeno, 2011). This variety of conceptions has shaped the practice of citizenship education in Japan, which is evident in the various names and purposes it served over the ages. Historically, citizenship education started in Japan during the Meiji Restoration in 1868. As one of the many modern ideas imported by Japan from the West, citizenship education was carried out in a subject called “Koumin” or Civics, which primarily dealt with law and economics (Taniguchi in Ikeno, 2011). During the wartime era until 1945, all school subjects were merged into a single course called “Kokumin-ka” or Nation which became an instrument for indoctrination and ultranationalism. When the United States occupied Japan after the war, the modern form of citizenship education took shape with the purpose of promoting a peace-loving and democratic society. “Shakai-ka”, which is

based on American Social Studies, became the primary means of citizenship formation. When the Americans left, the purpose of citizenship education remains to be the development of citizens who will form democratic societies in the future (Parmenter, et. al. in Arthur, Davies, and Hahn, 2008). But citizenship education began to take a distinct Japanese orientation.

The distinct form of Japanese education refers to the educational system's dual structure (Table 1). According to Ikeno (2011), education in Japan is essentially dualistic, composed of academic education and social education. The former is given formally in schools while the latter refers to non-formal learning opportunities that exist independently of the school curriculum. Providers of non-formal education include the *juku* or cram schools, proprietary technical and vocational schools, and lifelong and training programs of corporate organizations. The support provided by non-formal education to the Japanese formal school system is substantial and the existence of this dual system is believed to be the reason why Japanese education is deemed effective in terms of academic achievement, drop-out rates, and cost-effectiveness (Guo, 2005).

In citizenship education, the domain of social education is mainly supported and provided by programs of the local communities and volunteer activities organized by non-government organizations (NGOs) and non-profit organizations (NPOs) (Ikeno, 2011). These volunteering activities, which mainly center on education and peace-building, disaster relief, and the environment, provide great opportunities for young people to become actively engaged in social issues and learn practical civic skills. While the domain of social education is regulated by the Ministry of Health, Labor and Welfare, On the other hand, the formal schooling is directed by MEXT. Often, the policies of these two government agencies regarding citizenship education lack coordination, and sometimes, go in different directions (Ikeno, 2011; Parmenter, et. al in Arthur, Davies, and Hahn, 2008).

The scope of this research is focused on citizenship education provided in the formal or school setting. Many authors agree that citizenship education in Japan is primarily and explicitly cultivated through four curriculum subjects (Higashi in Cogan & Grossman, 2012; Ikeno, 2011; Parmenter, Mizuyama, & Taniguchi, 2008; Otsu in Grossman, et. al.; McCullough, 2008; Willis, 2002). The first and foremost subject considered to promote citizenship education is the Social Studies. Although the Course of Study has been revised many times, the aim of Social Studies remains to be the "cultivation of civic qualities necessary in building a peaceful and democratic nation while living in an international society" (Ikeno, 2012). In junior high school, Social Studies or "*shimin-ka*" is composed of Geography, History, and Civics. Civic education is considered most central to citizenship education as it provides students with the knowledge and understanding of political, economic, and social institutions as well as the processes of

civic life. However, the strongly academic approach towards the teaching of the Social Studies and the limited time for problem-solving and active engagement in social issues have been criticized for not maximizing the opportunity to teach active citizenship.

Table 1. Citizenship Education Under the Dual Structure of Japanese Education (Ikeno, 2011)

Fomal/School/Academic Education	Non-formal/Social Education
- includes classroom-based learning and school-directed extra-curricular activities; - directed by Ministry of Education, Culture, Sports, Science & Technology (MEXT)	- includes local community programs and volunteer activities offered by NGOs and NPOs; - - regulated by the Ministry of Health, Labor, and Welfare (MHLW)
School subjects that primarily cultivate citizenship education:	
1. Social Studies (Geography, History & Civics)	
2. Moral Education	
3. Special Activities	Engagement on activities tackling social issues and promoting civic skills, particularly on the field of education and peace-building; disaster management and emergency relief, and the environment.
4. Period of Integrated Studies	
Subjects that support the cultivation of citizenship education:	
1. Language Education (Japanese and foreign)	
2. Arts and Music	
3. Home Economics	

Other authors consider moral education or “Doutoku” to be the closer equivalent of direct program for citizenship education (Otsu, 2010; McCullough, 2008). Banned after the war and reintroduced in 1958, the current Moral Education aims to foster morality as a foundation for developing Japanese citizens who respect human dignity, value culture and tradition, love their country, and contribute to the development of democracy and peace in the international community (MEXT, 2018). Its contents are divided into four aspects: self-awareness, relations with other people, relations with groups and with society and relations with nature and the universe. These contents are directly linked to the contents of citizenship education which include understanding of the significance of the group, social roles and responsibilities, rights and duties, public spirit and social solidarity, etc. (Parmenter, et. al in Arthur, Davies, and Hahn, 2008).

Another curriculum subject that develops citizenship education in Japan is Special Activities. This subject aims for the holistic development of students by deepening their self-awareness and independence as human beings and their responsibility to contribute to the buiding of their community and society. This subject has three fixed areas of learning: class activities, school events and student council activities. As this subject offers a lot of experiential learning and group activities, it is considered to be promoting the “active learning” in citizenship education (Parmenter, et. al in Arthur,

Davies, and Hahn, 2008). The range of activities conducted, however, varies as each school can decide the content within each area of activity.

The last major area that contributes to citizenship education is the Period of Integrated Studies. Introduced in 2000, this area is created for cross-curricular studies where students can apply the learnings they had in other subjects, develop problem-solving skills, and learn how to learn, thereby by developing what MEXT termed as the “zest for living” of an individual. The particular content or themes covered in this class include international understanding, environment, welfare, and information technologies. Such contents and the emphasis on practical skills make this subject an important area to develop citizenship education (Parmenter, et. al in Arthur, Davies, and Hahn, 2008). In fact, the subject’s focus on global issues has provided platforms for multicultural citizenship education efforts in Japan evident in such studies as Education for International Understanding, Human Rights Education, etc. (Willis, 2002).

This study focuses on describing the assessment and evaluation framework and practices of the four aforementioned subjects. However, it is worth mentioning that citizenship competencies are also nurtured in other subjects in the curriculum. This includes language education, both Japanese and foreign. Although others would argue that citizenship is not the explicit purpose of language education, no one can deny the fact that language is fundamental in identity formation, which is the root of all kinds of citizenship education (Bell, 1999). Language education covers the lives, customs, stories, geography, and history of the people of Japan and the world which deepen their cultural and international perspectives (Parmenter, et. al in Arthur, Davies, and Hahn, 2008). Art and music education, on the other hand, promotes deep understanding of national identity, appreciation of differences, and collaboration (Enslin & Hurtado, 2013). According to Arai (2014), even home economics contributes to citizenship education by focusing on the concept of “consumer citizen” which is defined as “individual who makes choices based on ethical, social, economic and ecological considerations and actively contributes to sustainable development by caring and acting responsibly on family, national and global levels”.

Assessment and Evaluation of Citizenship Education Subjects

Norm-referenced assessment was the common approach of assessing student learning when education was reorganized in Japan after World War II. This approach was considered easier to use and served the purpose of ranking the ability of students which was crucial in the highly competitive educational climate at that time when students are tracked for specific educational opportunities (Ninomiya, 2016; Tanahashi in Ikeno,

2011) However, that changed in the 1970s when Bloom's taxonomy of educational objectives was introduced. That started a shift to criterion-referenced assessment, the completion of which was done in 2001 when the National Institute for Educational Policy Research (NIER) published the National Assessment Norms and Standards. This document, which was revised in 2010, became highly influential in the evaluation practices of schools in Japan as it describes in detail the evaluation standards for each subject. The document also encourages and presents specific examples of how each school can create their own indicators to achieve the standards.

Generally, the assessment of student learning in major subjects is measured against four main criteria or "evaluation viewpoints". These viewpoints include 1) interest, motivation, and attitude; 2) thinking and judgment; 3) skills and expression; and 4) knowledge and understanding. (*Please explain the general content of each of these viewpoints*). Through the use of these evaluation viewpoints and standards, teachers would know how far the objectives of the Course of Study have been achieved. In MEXT documents and Japanese research literature about evaluation, this form of criterion-referenced assessment is often referred to as "absolute evaluation" or "goal-compliant evaluation".

NIER has drawn up the general standards for Social Studies (Table 2) and specific standards for each of its components, i.e. History, Geography, and Civics. Among the four primary subjects that cultivate citizenship education, Social Studies is the only one deemed an official subject. Moral education, Special Activities, and Period of Integrated Study are considered "non-subjects" because there are no official textbooks and any subject teacher could (and are made) to teach them (Nishino, 2017; Bolton, 2015; Shinagawa Board of Education in Ikeno, 2011). Moreover, student learning in these subjects are not formally assessed in the sense that no grades or marks are given. But written assessments are provided for these "non-subjects". Surprisingly, while NIER did not include standards for Moral Education and Integrated Studies, it has prepared standards for Special Activities (Table 3). This is probably because the Special Activities subject has three fixed areas of activities in the Course of Study while the content of Integrated Studies is largely decided by each school. Moral education, on the other hand, are not formally assessed since it is generally agreed that values cannot be objectively assessed (Print, 1992). However, this has changed starting school year 2018-2019 as student performance in Moral Education will also be given written assessments in an effort to upgrade of Moral education which is an important focus of the newly revised Course of Study (MEXT, 2018; Government releases guidelines..., 2015).

Table 2. Evaluation Viewpoints and Standards for Social Studies (NIER, 2010, p. 37)

Evaluation Viewpoint	Interest, Motivation, and Attitude regarding social issues	Social thinking, judgment, and expression	Skills in utilizing documents	Knowledge and understanding about social issues
Standards	Shows interests in social issues; investigates them eagerly; reflects on what makes a good society, fulfills responsibilities with full awareness.	Identifies problems in society; consider their significance, characteristics, and relationships with each other; use various ways to judge them fairly, express the process and results properly.	Selects and uses information from various sources concerning social events appropriately.	Acquires knowledge and understanding about the significance and characteristics and connection between social issues

Table 3. Evaluation viewpoints and standards for Special Activities (NIER, 2010, p. 193)

Evaluation Viewpoint	Interest, motivation, and attitude towards living and group activities	Thinking, judgment, and practice practice as a member of a group or society	Knowledge and understanding about living and group activities
Standards	Shows interests in group activities in school and in the classroom; actively tries to contribute to group activities and enrich one's own life while building desirable human relationships.	Recognizes one's role as a member of a group and society; practices and utilizes proper judgment and thinking to improve one's own life and that of the group while building desirable human relationships.	Understands the significance of group activities such organizing discussions to gather opinions about better and healthier living.

For Japanese educators who equate or consider Citizenship Education primarily as Social Studies, the standards are deemed sufficient. However, for those who view otherwise, these standards are lacking and doesn't promote a holistic view of citizenship education, especially since the approach to Social Studies in the classroom has become highly academic and focuses on knowledge transfer (Toda in Ikeno, 2011; Network for Promoting Citizenship Education, 2004). Educators argue that this is due to the diminishing time allotted to the subject in the curriculum and the fact that Social Studies is one of the tested subjects in the highly competitive national achievement tests and college entrance examinations. Teachers focus on the teaching of knowledge and facts for the test, making Social Studies devoid of actual participation essential to citizenship education.

Certain educators and researchers have criticized this kind of citizenship education and, thus, proposed new theories or approach to the subject. One group argues that citizenship education should be taught as a subject independent of Social Studies while another group proposes that a citizenship education subject that would replace Social Studies (Toda in Ikeno, 2011). Kodama, for example, proposes that citizenship education should aim to produce politically independent individuals who are active in making practical decisions in society. He thinks citizenship education should be provided as a separate subject where students can engage in volunteer activities and non-profit organizations, etc. According to him, this would create a new type of citizens—the

active citizens who contribute—who are different from the old type who are passive and whose only role is to be a beneficiary of public service (Toda in Ikeno, 2011).

Another theory of citizenship education that has gained popular grounding in the recent decades is formation of citizens with a global mindset. A number of scholars are pushing for this especially since many of the current social issues in Japan such as the environment, economic growth, immigration, and multiculturalism are directly tied to globalization. One significant step toward this effort has been made when the Ministry of Economy, Trade, and Industry published a report titled “Declaration on Citizenship Education” in 2006. Primarily concerned with the economic literacy and career development of the youth, METI created the report in line with the National Youth Development Plan of MEXT and MHLW. METI saw the career education of the youth in the broader context of citizenship education which they defined as the “development of qualities and abilities of the youth who will support Japan in the future” (Hashimoto, 2010). The report proposes a list of competencies necessary to demonstrate citizenship based on recommendations and materials from Japanese non-profit organizations (NPOs), selected Japanese private schools, and US and UK schools and universities. These three major categories are: consciousness, knowledge, and skills (Table 4). These three categories have been adopted as evaluation viewpoints by certain schools in Japan in their attempt to offer a more holistic approach to delivering and assessing citizenship education.

METI’s outline of competencies share many commonalities with that of the National Assessment Standards by NIER. However, one thing that stands out with this framework is its explicit emphasis for a citizenship education that is responsive to globalization, multiculturalism and diversification of society. In fact, it defines citizenship as the “exercise of rights and obligations of an individual who actively contribute to the betterment of a society that is composed of diverse values and cultures” (METI in Fujiwara, 2008). This framework seems to promote what Willis (2002) described as a more “open, outward-looking, and inclusive conceptualization of citizenship”. This conception of citizenship is somehow different from the type of citizenship promoted by MEXT in schools which emphasizes national identity and nationalism. Some educators and scholars, interest groups, and the mass media even accuse MEXT’s approach to citizenship education as “exclusive, inward-looking, nationalistic and based on images of a monoethnic identity (Anzai, 2015; Willis, 2002). The implementation of this approach to citizenship along side with the global citizenship efforts is creating friction and confusion.

Table 4. 2006 Ministry of Economy , Trade and Industry ‘s Framework of capabilities necessary to demonstrate citizenship education (Kanagawa Prefectural General Education Center, 2009)

Consciousness	<p>Consciousness necessary to cooperate with other people and have active involvement in society.</p> <ul style="list-style-type: none"> • Consciousness about oneself (Inquisitiveness, motivation to learn and improve oneself, willingness to work, etc.) • Consciousness concerning relationships with others (Respect for human rights and dignity, respect for diversity and multiculturalism, tolerance for differences, mutual aid, spirit of volunteerism) • Consciousness concerning involvement in society (Awareness and compliance on rules and regulations, participation in politics, contribution to society, awareness on environmental and sustainable development issues) 		
Knowledge	<ul style="list-style-type: none"> • Knowledge necessary for activities in the public and social fields <p>Culture, history, philosophy, social norms, environmental problems, Universal Design, North-South problem, NPOs and NGOs, etc.</p>	<ul style="list-style-type: none"> • Knowledge necessary for activities in the political field <p>Mechanisms of democracy, sovereignty, representation system, division powers, electoral system, political parties, citizens’ rights, responsibilities and duties, basic legal system, structure of government, people’s movements, resident participation, information disclosure, conflict and peace, international politics, etc.</p>	<ul style="list-style-type: none"> • Knowledge necessary in the economic field <p>Market principle, business economy, capitalism, borderless economy, consumer rights, rights of workers, existence and contents of various professions, tax system, social security system (pension, insurance, etc.), finance, investment, finance, households, medical and health (including drugs and food), dealing with unfair commercial law, various harassment, crime, illegal acts, corporate social responsibility, etc.</p>
Skills	<p>Skills necessary in making a contribution to a society composed of diverse values and attributes</p> <ul style="list-style-type: none"> ■ Skills to objectively and critically recognize and understand the state and relationship of self, others, and society (ability to understand and see things critically) ■ Skills to effectively collect information and knowledge and understand and judge correctly <p>(ability to gather necessary information from a large amount of information and perform effective analysis, ICT · media literacy, value method; logical thinking ability, ability to set tasks, planning / planning ability, etc.)</p> <ul style="list-style-type: none"> ■ Skills to express one’s opinion to others, listen to others’ opinions, and make and execute decisions 		

Both the National Assessment Norms and Standards and METI’s Declaration of Citizenship specify the purpose, viewpoints and content standards that need to be assessed in citizenship education. As such, they can be classified as outcomes frameworks as they explain “what” is to be measured. However, neither of them describe in detail how the achievement of the outcomes can be measured. The National Assessment Norms and

Standards, for example, only encouraged schools to use the standards and presented examples of how schools can create their own criteria or indicators for each standard. The schools are given the freedom to come up with their own assessment tasks and tools. The next part will discuss how these evaluation viewpoints and standards are used and considered in selected junior high schools and school districts.

Evaluation of Citizenship Learning in Junior High Schools

The junior high schools included in this list were selected based on the availability of information regarding the school's student learning evaluation and assessment practices in citizenship education. Most of the data about these schools are gathered from published books and researches, guidebooks, schools' websites, and textbooks.

1. Hiroshima University - Attached Junior High School

The information on the assessment practices of this school is based on Kenji Tanahashi's research, which serves as the last chapter of the book, *Citizenship Education in Japan* (2011), a seminal work on the topic edited by Norio Ikeno. As a university-affiliated school, this junior high school serves as a laboratory or "teaching school". In assessing student learning in citizenship education, it uses the National Norms and Assessment Standards as a reference. It adopted the four viewpoints for evaluation in Social Studies and used it to develop their own specific criteria and standards. Table 5 below shows samples of assessment standards used in the subject of Civics for third year junior high school students. Civic here is composed of the following four teaching units: 1) analysis of modern society through an overview of Japanese history; 2) Japanese politics; 3) the Japanese economy; and 4) international society (Tanahashi in Ikeno, 2011).

The table shows which particular viewpoint is assessed by the standards and the methods of measurements to be used for it. As one can see, the standards are stated very broadly and no specific indicators or criteria are included. In the entirety of the Civics syllabus, assessment methods only revolve on four types: test, worksheet, presentation, and announcement. As expected, tests are used when measuring the knowledge and understanding domain while the other three are used for the other domains. Announcement here means "recitation" where the students answers questions and share opinions. Tests and "announcements" dominate the Civics curriculum guide which confirms that Japanese Civics, and Social Studies in general, are evaluated in a very traditional manner. Nevertheless, it is impossible to comment on how appropriate or valid these are because the author did not provide detailed characteristics or contents of these measurement methods.

Table 5. Assessment Standards for the First Unit of Civics (Modern Society) in Hiroshima University-Attached Junior High School (Tanahashi in Ikeno, 2011)

Unit	Objective	Content of Study	Standard for assessing student's performance	Viewpoint/ criteria for Assessment	Method for Assessing Student's Performance
Modern Society and Us	Interest in various events in modern society; understands the development process and the transformation of modern Japan	Examine the structure and traits of modern society	Understand the structure and traits of modern society sufficiently	knowledge and understanding	Test
		Examine the history of society and its economy in Japan	Understand the transformation of society and the development of economy in Japan	interest, motivation, and attitude/ skills and expression/ knowledge and understanding	Announcement (Recitation)
		Examine the development of science and technology	Recognize the development of technology	skills and expression	Worksheet
		Examine the transformation from an industrialized society to an information-based society	Understand why the transformation occurred	thinking and judgment/ knowledge and understanding	Test

2. Kanagawa High School District

Kanagawa is a prefecture close to Tokyo and includes Yokohama, another major city in Japan. Its school district includes 143 high schools. In March, 2009, the prefecture's Board of Education released the "Guidebook on the Promotion of Citizenship Education" to guide schools and teachers on how to conduct citizenship education in the different school subjects. The practice of citizenship education in this region is unique in that it utilizes both standards framework by NIER and the three criteria described by METI in the Declaration on Citizenship Education as viewpoints for evaluating student learning. As such, it tries to promote a new form of education without by weaving it with the MEXT's guidelines. The four evaluation viewpoints of interest, thinking, skills, and knowledge in each subject are maintained, but opportunities that promote citizenship education are noted through the adoption of the viewpoints by specified in the Citizenship Education Declaration by METI. The adoption of the METI's viewpoints is based on the Board of Education's belief that the current globalization and knowledge-based society is redefining the concept of citizenship which calls for a new kind of understanding, abilities, and attitude. The Board of Education created outcomes using these two standards to develop sample lesson plans for all grade levels which teachers can use as reference.

Table 6: Assessment Standards for the Grade 9 Civics class in Kanagawa High School District (Kanagawa Prefectural General Education Center, 2009)

Unit/Lesson Title	Unit goals	Evaluation Criteria (based on NIER)	Citizenship Education Viewpoints (based on METI's)	Methods of Measurement	
Politics/ Local Autonomy “Establishing Ordinance to Improve the Area”	1. Understand the basic idea of local autonomy 2. Understand the political mechanisms of local public entities and be conscious of the rights and obligations of residents so that they can contribute to the develop- ment of local autonomy	Interest, motivation attitude Skills in utilizing documents Thinking Judgment Expression Knowledge and under- standing	1. Expresses interests in the politics of prefectures and municipalities 2. Shows interests in problems of the locality 3. Investigates and thinks about the problems and political issues affecting one's life 4. Collects and organizes data on the prefectural and municipal politics 5. Uses facts to make accurate judgment about the local issues 6. Listens to others' opinions before expressing judgment 7. Understands the political mechanisms of prefectures and municipalities, the principle of local autonomy and the rights of residents	Consciousness Knowledge Skills Participation in society Political field (decentralization and participation by residents) (Collection and analysis of information) · grasps facts correctly through observation and investigation and organize them based on viewpoint · gathers necessary information and think persuasive explanation · analyzes data critically (Decision Making) · states one's opinion based on the data analyzed · Respects other's opinions and find point of agreements	•Worksheets •Presentations •Debates •Reports •Reflection

Table 6 shows an outline of a lesson plan made for Third Year junior (Grade 9) high school students. It indicates clear and more specific criteria or indicators to achieve the unit goals. These criteria are adopted from and correspond to the four evaluation viewpoints set by the National Assessment Norms and Standards. Aside from Civics-specific learning outcomes, the table also contains the specific knowledge, skills, and attitude that demonstrate citizenship. To measure these learning outcomes, more varied and less traditional assessment methods are used compared to those of Hiroshima Junior High School. In this particular unit lesson, the students civic consciousness are measured through answering worksheets which ask about which particular ordinances they think should be passed. Students skill in gathering data, thinking, judgment, and expression are assessed through such formative exercises as debates and presentations of their proposed ordinances. As a summative assessment, the students are asked to write reports and reflection about their role as citizens. The Kanagawa School District considers this to be a better way to promote, engage, and assess a more active citizenship participation of students.

3. Shinagawa Ward School District

Shinagawa is a special ward or municipality in Tokyo Prefecture. Its Board of Education advocates for an educational theory that makes citizenship a core concept. Thus, in 2004, the Shinagawa Board of Education implemented a new subject called “Shimin-ka” or “Citizenship”. This subject was created by integrating the three “non-subjects”—Moral Education, Special Activities, and Period of Integrated Studies—into one. Although MEXT specifies a uniform curriculum for all schools, Shinagawa Ward was given special permission to enact this new subject since it doesn’t disrupt the implementation of the compulsory subjects. This, therefore, results into having two school subjects with citizenship development as their main objective: Social Studies and “Citizenship”.

As a new integrated subject, “Citizenship” has its own goals, targets, and content different from the citizenship education classes carried out in other schools (See Table 7). This subject is taught to students from Grades 1 to 9. In junior high school, which covers Grade 8 to 9, the goals are: 1) to develop an interest in what is happening in the society, to improve the abilities to think and judge can lead to problem-solving and to develop and form an attitude that contributes to society through volunteer works and work experience programs; and 2) to hold one’s future prospect in life and develop an appropriate view for work and one’s career for self-realization (Shinagawa Board of Education in Cogan & Grossman, 2012). In Toda’s analysis of the new subject (in Ikeno, 2011) he argued that “Shimin-ka” cannot be directly translated to English as “Citizenship”, in the western sense of the word, as it lacks the application of principles of social science and social structure integrated into it. Fujiwara (2008) concurs with this observation and claims that *Shimin-ka* is a Japanese-style citizenship education that emphasizes a nationalistic, moral education.

Table 7. The Seven Internal Qualities to be Developed and Five Areas in the “Citizenship” Subject of Shinagawa School District (Toda in Ikeno, 2011)

Domain	Quality	Five Areas of the Subject	Objectives
Relationship of individual to himself	Independence	Self-control	Establish harmony between oneself and the environment; carry out duties and responsibilities; learn the skills required to manage their lives with independence and autonomy
	Assertiveness Adaptability	Autonomous Activities	Participate in based on their own will and intentions; learn the qualities and skills required to form a democratic nation
Relationship of individual to groups	Civic Virtues	Forming Human Relations	Deepen their self-understanding by respecting the individuality of others; build good relationships with different people; learn the skills required to live with various members of society
Relationship of individual to society	Logicity	Future Planning	Understand economic and financial systems in the modern world; develop awareness of the role one should play in society; establish goals for their career and future way of life; learn the skills required to palm their lives.
	Competence Creativity	Cultural Creativity	Cultivate their interest and deepen their understanding of the traditional culture; participate in cultural events; gain a view of life based on the ancestors’; and develop universal cultural values

Assessment of learning is the last stage in the five-stage lesson development of the

citizenship course (Table 8). Unlike NIER’s four evaluation viewpoints and METI’s three, Shinagawa’s Citizenship course only has two. These include: 1) knowledge and understanding and 2) skills, behavior, and attitude. Each school is given freedom to set the specific criteria for these viewpoints. Furthermore, schools and teachers are given a range of choices when it comes to evaluation methods to use (Table 9). This is another important characteristic that sets it apart from the evaluation practices done in other schools. The Board of Education recognizes that citizenship education is not an easy domain to measure and teachers may not be the only appropriate person to assess all citizenship learning. Hence, it attempts to provide a more holistic approach in assessing and evaluating the learning in the subject by including other evaluation approaches such as self-evaluation and peer assessment. This is done in the hope of developing the students’ judgment skills and, more importantly, encouraging them to become more active and responsible for their own learning. Parents have also been involved in the assessment to provide teachers more useful information about the students’ learning. Moreover, this will push parents to become more involved with their child’s education and help them monitor their child’s efforts and progress over time. On the downside, this system might put more workload to teachers as they have to constantly communicate and brief students, parents, and other stakeholders with the assessment process, criteria and results.

Table 8. Shinagawa Ward’s Citizenship Subject Lesson Development and Sample Lesson in Grades 8 & 9(Shinagawa Board of Education Citizenship Course Teaching Guide, 2011)

Lesson Development		Sample Lesson (Unit 4: Social Rules and Etiquettes)	
Stages	Main learning activities	Goal: Be able to properly behave and observe social rules and etiquettes	
Step 1: Task identification; discovery and grasping of problems	Reflect on oneself; notice, think, investigate, and discuss.	There are various rules and regulations in society. Think about why they are important.	
Step 2 Proper knowledge and recognition of value and moral sentiments	Recognize facts and explore background and factors. Recognize proper judgment standards and values.	Understand one’s own freedom and responsibilities, rights and obligations. Understand the importance of controlling one’s own behavior.	
Step 3 Skills training and experiential activities	Foster actions, behavior, attitudes. Perform experiential activities and learn coping skills	Examine one’s own manners. Examine rules that are relevant to our lives (Example: Shinagawa District Ordinance concerning prevention of throwing of empty cans, cigarette butts, and others)	
Step 4 Daily practice and utilization	Practice and utilize learning in schools, homes, and communities.	Practice and observe manners and rules in everyday life. Be an aware member of society so as not to trouble the people around around you.	
Step 5 Summary/ Evaluation	Improve one’s way of thinking and actions. Use knowledge and skills in learning/life situations.	Evaluation Viewpoints	
		Knowledge and understanding	Did you understand the importance of manners and rules in building society?
		Skills, behavior, actions	Do you live according to good manners and social rules?

Table 9. Evaluation Methods of the Citizenship Course in Shinagawa Ward(Shinagawa Board of Education, 2011)

WHO	HOW
1. Self-evaluation by students	<ul style="list-style-type: none"> • Evaluation through observation of behavior <ul style="list-style-type: none"> - Relations/involvement in group settings - In special activities - Transformation of behavior in the medium to long term
2. Evaluation by teachers	<ul style="list-style-type: none"> • Evaluation by paper and interview <ul style="list-style-type: none"> - Answering written questions - Individual or group interview
3. Evaluation by fellow students	<ul style="list-style-type: none"> • Evaluation based on classroom output <ul style="list-style-type: none"> - Evaluation based on learning outputs - Descriptions of worksheets - Contents of learning summary
4. Evaluation by parents/guardians	<ul style="list-style-type: none"> • Evaluation by reflection and summary of one's activities <ul style="list-style-type: none"> - Evaluation based on the reflection papers and essay - Evaluation on daily practice - Self assessment against the set target

Recording and Reporting of Student Learning

Recording and reporting are integral part of the evaluation process (Pearce, et. al., 2015; Assessment in Alberta, 2007) . In Japan, all schools have to follow the method of recording and reporting student learning set by MEXT. Urabe (2006) noted that there are three documents used to record the achievement of students. The first one is the confidential report, which is called “*choshasho*” or “*naishinsho*” in Japanese. It is a document that contains a student’s records of admission from junior school to senior high school and from senior high school to university. The second one is the student progress report card or “*tsushinbo*” which is used to communicate student performance to the family at the end of each school term. The third one is called the Cumulative Student Guidance Record or “*shidoyoroku*” (Table 10). This is the most important one because it is the official record summarizing a student’s achievement in school. It serves as “the ledger used for future guidance and providing evidence for external bodies” (Tanaka, et.al., 2017). In other words, whatever written in the cumulative guidance record is used as a basis for admission to a new school or university in addition to the required entrance examinations. It is kept confidential from the students and parents and contains the real record of student performance. According to Ishida (in Urabe, 2006), the details written on the Cumulative Guidance Record can be different from the

facts written on the school report card, particularly on non-academic assessments or behaviors. This is called the ‘double document structure’ of recording assessments in Japan (Ishida in Urabe, 2006). It is said that teachers disregard reliability and objectivity on the school report card by putting more encouraging results and observations (Urabe, 2006).

The grading system in junior high schools in Japan uses a three-letter rating scale to assess each of the viewpoints in the major subjects. To summarize the rating for each subject, a five-tiered numerical scale is used (Table 11). Among the citizenship education subjects, only Social Studies uses the letter and numerical ratings. In the Special Activities subject, the criteria are indicated and teachers would have to write specific activities or description of each. If the students have satisfactorily achieved the expectations of the subject, a circle is drawn corresponding to the content or viewpoint. For the Integrated Period of Study, written descriptions regarding the student’s participation in the activities in the subject are provided as evaluation. While there are no unified and explicit assessment for moral education, behavioral aspects and traits are listed to which circles are drawn next to the item to indicate that it was observed in the student. Lastly, in the “General Findings” teachers describe in writing how students behave at school, their personal characteristics and abilities as well as their voluntary activities and other achievements outside the school. Encouraging commendations and observations also appear in the school report card. In Shinagawa Ward, where a special citizenship subject is taught, the grading for the Social Studies and the behavioral record are retained. The written assessments for Special Activities and Period of Integrated Studies go to the space allotted for assessing Shimin-ka or “Citizenship”.

Table 10. An Example of Student Cumulative Guidance Record in Junior High School Student

Name of Student		Name of School			Year Level		1	2	3	
I. Learning Record in each Subject					II. Rating					
Subject	Viewpoint	1	2	3	Year	Japanese	Social Studies	Math	Science	
Japanese	Interest, motivation, and attitude;				1		5			
	Thinking and judgment				2					
	Skills and expression				3					
	Knowledge and understanding.									
Social Studies	Interest, motivation, and attitude;	A			Year	Home Economics	Music	Art	P.E & Health	
	Thinking and judgment	A			1					
	Skills and expression	A			2					
	Knowledge and understanding.	B			3					
Math	Interest, motivation, and attitude;				Special Activities					
	Thinking and judgment				Content	Viewpoint	Year	1	2	3
	Skills and expression				Classroom Activities	Establishing desirable relationships	Establish discipline of school life	○		
	Knowledge and understanding.				Student Council Activities			Awareness of one's role and contribution to the group	○	
Science	Interest, motivation, and attitude;				School Activities			○		
	Thinking and judgment									
	Skills and expression									
	Knowledge and understanding.									
Music	Interest, motivation, and attitude;				Period of Integrated Studies					
	Thinking and judgment				Year	Viewpoint/Activity		Evaluation		
	Skills and expression				1	Participate in town planning, investigation of local workplaces/ability to collect information and use information, ability to		He was active as a leader in program. In the workplace tour, he made interviews and		
	Knowledge and understanding.									
Art	Interest, motivation, and attitude									
	Thinking and judgment									

	Skills and expression Knowledge and understanding.					<i>set issues and pursue issues</i>	<i>summarized the important learnings.</i>
Health and P.E.	Interest, motivation, and attitude				2		
	Thinking and judgment						
	Skills and expression						
	Knowledge and understanding.						
Technology And Home Economics	Interest, motivation, and attitude;				3		
	Thinking and judgment						
	Skills and expression						
	Knowledge and understanding.						
Foreign Language	Interest, motivation, and attitude;				3		
	Thinking and judgment						
	Skills and expression						
	Knowledge and understanding.						

Table 11. Grading Scale Uses in Student Evaluation in the Junior High Schools (Ito, 2006)

Letter scale used to assess the viewpoints	Combination of the letter scale to determine the numerical (general rating) in the subject
A – satisfactory	AAAA, AAAB → “5” high level of very satisfactory achievement
B – almost satisfactory	AAAC, AABB → “4” very satisfactory
C – needs effort	ABBB, BBBB, BBBC → “3” almost satisfactory
	BBCC, ACCC → “2” needs. effort
	BCCC, CCCC → “1” needs special effort

Conclusion

The Japanese educational system provides students numerous opportunities to cultivate citizenship. A clear evidence of this is the variety of subjects in the curriculum that consider the development of citizenship qualities as their main goal. This variety, however, has a downside since it makes the assessment and evaluation of learning in citizenship education more difficult. This problem is further complicated by the different conceptions and theories of citizenship that are being promoted in Japanese schools. While others promote a morally inclined citizenship that emphasizes social participation for common interest, others underline the active exercise of individual rights. Furthermore, due to globalization, the traditional, inward, nation-centered notion of citizenship is being challenged by the idea of a more outward, global, and multicultural citizenship. This variety in conceptions of citizenship, therefore, results to a lack of unified or coherent set of objectives, standards, and learning outcomes that would guide the practice of assessment and evaluation of citizenship learning.

Most schools follow the National Assessment Norms and Standards. Critics, however, think that indicators for citizenship education in this outcomes framework are narrowly reflected in the discipline of Social Studies. As a result, the evaluation methods are limited, traditional, and doesn't promote active citizenship. Thus other frameworks for citizenship education were created, specifying indicators and reflecting their concept of

citizenship. One school district, Shinagawa Ward, even went beyond this and created a separate citizenship class in order to provide what they think is a more holistic way of teaching and evaluating citizenship. These different practices, therefore, is a clear challenge to the Japanese education system to clarify its conception and theory of citizenship so that its teaching, learning, and evaluation would not go in different directions. Moreover, it starts a discussion on whether the structure of citizenship education should remain cross-curricular, an integrated, or a separate/stand-alone subject. Finally, these considerations would, of course, have a direct impact on what kind of learning outcomes, measurement instruments, assessment tasks and reporting system will be used so that the evaluation of learning in citizenship will be more appropriate, authentic and holistic.

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