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Ten Lectures for Board of Education

The First Lecture: Working Procedure of the Board

1. Relation of the Board Member to the Board as a Unit

As a member of a board assembled in a legally called meeting a board member has far-reaching authority and power. But the authority is given only to the board as a whole. No member is empowered in his official capacity to control or supervise instruction, to make decisions, or to exercise discretionary powers.

When patrons come to him with their school problems he will always reserve judgment until all the facts are in, and in no case will he attempt to take in hand the management of the schools in order to redress a wrong or to satisfy a school patron. Since giving satisfaction to a patron is a detail of school management and not often of policy making concern, the board member hearing the complaint will not often refer to the complaint of a patron in a legally called board meeting. He may handle the matter thru a conference with the superintendent or properly delegated staff member, or he may discuss the question with his colleagues in informal conference with the superintendent present.

2. Meeting of the Board

One regular meeting is held each month.
Regular meetings are held preferably in the evenings.
Regular meetings last about 2.5 hours.
Most meetings are open to the public. the press and radio will be represented at every meeting.

The superintendent is present at all regular and special meetings.

3. Organization of School Board

The board should elect a president, a vicepresident, a secretary, and a treasurer, It may make the superintendent of schools the secretary, or choose a secretary other than the superintendent or one of their own members. The treasurer is preferably a different person from the secretary. The best judgment of local competent accountants should be used in setting up a system of books that will fully protect both the moral and the financial responsibility of the members of the board so far as legally possible.

The board is not to divide to itself into committees, lest the members may bow and accede to the superior knowledge of the committee that is reporting. The board members may have all the information they desire by having trained, full-time school administrators investigate problems and make recommendations to the entire board.

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4. Method of Procedure

Parliamentary procedure should be strictly observed in meetings of the board. In case the members are not acquainted with the parliamentary procedure they should go thru a training prior to actual functioning of the board.

5. Recognition of sphere of duties by members

The board is to confine its time and energies to policy making and evaluation, to delegate the detailed and technical duties to a trained administrative staff which heads up in the superintendent, and to require frequent and thorogoing reports regarding the management and operation of the schools.

What is meant by policy-making in a school system? Who brings them to the attention of the board? Does the newly organized board sit down to interpret and put into practice an educational platform or does the board make policies as questions and problems arise? Just where do policies stop and rules and regulation for school management begin? If a school board stays away from the schools and confines its information about schools to the reports of the superintendent and complaints from school patrons, taxpayers and other local bodies whose activities impinge on school management, finance, and control, will not the board remain only partly informed and biased regarding all the facts in a given situation? These questions will be answered in the following lectures.

Policy-making can best be carried on when members approach their problems with calm and open minds. The proposal for making a policy is most likely to come in the form of a recommendation of the superintendent. On the other hand, school policy may arise from a proposal from the community, or some group in the community, and may be sponsored by a member of the board. The ablest school board members are those who have learned the place of the regular school employee, including both the teacher and the administrator; who see where the layman can best aid the schools; and who leave detailed and technical school management and all instructional matters to the superintendent and his staff.

Evaluation is another serious responsibility of the board, as well as of the administrators. Board members must sense the feeling of the community and the attitude of the pupils and of the teaching staff and must appraise the criticisms that drift to them from angry parents, disappointed businessmen, and long-tongued gossips. Board members must know how to detect the motives of the selfish and the envious; they must be able to analyse emotional outbursts of disappointed citizens, parents, and teachers; and they must be able and willing to distinguish the earnest efforts of those who would improve public education from the malignant efforts of those who would destroy public education.

The Second Lecture: School Board and Superintendent of Schools

1. The division of administrative functions

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The board legislates; the superintendent executes. This principle must be adhered to, in order to provide the best possible administration.

In order better to clarify the distinction between legislative or policy-forming functions and executive functions, properly allotted to board and superintendent respectively, the following classified list of examples is presented.

I. General Functions

Board: Legislates and establishes general policies, such as the scope of the educational offerings to be maintained, from nursery school to junior college; sets length of school year and vacations; decides extent of expenditures to be made for education; decides upon buildings to be provided; uses effort to secure state legislation to meet local needs; employs a professional school executive to administer the schools and evaluates and appraises his services.

Superintendent: Assumes immediate charge of the entire school system, as the board's chief executive officer in large school systems; coordinates the work of all administrative departments, preferably as a superior officer under whom business and other executives in the system serve; executes the policies of the board or assumes responsibility for seeing that they are executed and recommends policies for the board to consider in improving the system and its educational service to the pupils and the community.

II. Functions in Connection with Major Phases of the System

A Professional and nonprofessional employees

Board: Adopts pay scales; elects or rejects employees on the nomination of the superintendent; determines principles of tratment for employees, such as those in connection with sick-leaves, leaves of absence, preservice and in-service training, retirement, and so on.

Superintendent: Nominates all certificated and noncertificated employees; recommends for discharge any employees rendering unsatisfactory service, within the limits of the law and board regulations; with his staff assigns, directs, and supervises the work of all employees with due respect for any individual rights involved; proposes adequate salary scales for different classes of employees.

B Curriculum offerings

Board: Decides the general scope of the local educational offerings, in addition to those required by law, and passes upon instructional procedures related to controversial matters, such as those sometimes connected with religion, science, social and governmental organization, and so on, within the limits of the law and the requirement of adequate academic freedom of instructors.

Superintendent: With his staff, purchases approved textbooks and other instructional guides and equipment; schedules classes for the various types of training and assigns space for them; assigns appropriate instructors for the various curriculum offerings; decides the general methods of instruction to be used; provides for the continuous revision of courses of study to meet changing conditions, by appointing teacher and possibly citizen course-of-study committees and directing the work of any curriculum experts the system may employ.

C. Finances

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Board: Approves and adopts an annual budget; votes tax levies if fiscally independent or, if not, recommends adequate levies to those who have the final power in the matter; decides upon the size and the time of bond levy proposals to the electors; adopts regulations for the accounting of all school funds; and so on.

Superintendent: Presents his proposed annual budget and interprets it for the board; administers the budget after it is adopted and keeps expenditures within its limits; provides for all possible economies that do not endanger educational results; directs the accounting of all school funds; makes proper financial reports to the board.

D. Plant

Board: Decides what buildings shall be built, when and where, and what equipment shall be purchased for them; decides upon extensions of buildings and any major alterations; selects and purchases school sites for future plant expansion; selects and employs school architects as needed; decides the number of care-takers for the buildings and the general quality of care to be given—all with the coupel of the superintendent.

Superintendent: Directs the plan ing of all educational features of new buildings or alterations of old buildings and counsels the architects in the general plans for such building erection; assigns caretakers to all buildings and maintains general supervision over their work; provides for needed experimentation in determining economical and otherwise efficient methods for building care and upkeep.

E. Pupils

Board: Determines policies regarding age of school entrance, within the law; authorizes the establishment of special schools or classes or other facilities for pupils who are physically or mentally handicapped; determines the general requirements for graduation from the various units of the system; provides for protection of health by use of school lunches, medical and dental clinics, and school nurses; makes regulations regarding corporal punishment, truancy, and delinquency.

Superintendent: Administers all schools and classes established by board action; directs the instruction, guidance, and discipline of all pupils; directs classification, promotion, and graduation of pupils; directs research to determine resulting effects of instruction upon pupils; promotes organizations, such as pupil or student coucils and Junior Red Cross, for training pupils in democratic and socially adjusted living.

F Public relations

Board: Represents the community's attitude toward the kind of facilities to be provided for education and interprets these to the superintendet; upholds the administration of the schools before individual citizes and citizen groups; intercedes for proper and adequate state legislation and financial support for schools.

Superintendent: Directs a program for reaching the citizens of the community with adequate information about the activities of the schools, the reasons for the activities, and the results obtained; interprets the schools and the policies back of them in addresses before civic groups

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when called upon and as available time permits; works with parents' organisations and other groups interested especially in school welfare and progress; fits himself, with his family, into the civic, social, and religious life of the community in a constructive way.

2. Board and Superintendent Advisory and Cooperative Interrelationship

a. In connection with a policy a board may be considering, a superintendent can answer such questions as:

What are the principles of education involved, or how will the policy affect the pupils?

How do the people react to such a policy in communities where it is used, or are likely to react, if the policy is a new one?

How do teachers customarily react, if teachers are involved?

Are there legal complications and, if so, what are they?

How will the legal complications and, if so, what are they?

How will the adoption of the policy effect the budget, if there are financial factors?

The superintendent is prepared not only to give counsel to the board on policies initiated by the board, or on the revision of policies previously established, but he is trained for proposing policies on his own initiative, the final decision rests with the board. A board member who is a lawyer might in the councils of his own profession propose excellent and progressive policies for the improvement of legal procedures. A board member who is an engineer might do likewise for the engineering professions. But as school board members these representatives of various professions and vocations are layman. Because of the complicated nature of modern school administration laymen are limited in time and ability to invent or devise the progressive changes likely to be needed for the schools. At least they cannot be expected to be the source of all the suggestions required.

b. The superintendent's reports — An essential part of the superintendent's advisory and policy-recommending functions is making reports to the board about schools. One of the cardinal duties of the superintendent is to keep the board informed on the progess of the schools and how the policies adopted by the board are working in practice. Some of this information may be mailed to members. Some may be given in written reports at meetings with or without oral amplification.

An annual report is also prepared, summarizing the work of the schools for the year and presenting other information for the enlightenment of the board and also the community at large, and for permanent record. They contain graphs, pictured illustrations, pithy statements, attractive typography, and other features that give them human-interest appeal.

c. There are executive actions in connecting with which the superinten-

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dent may well receive and accept counsel and suggestions from the board. These may include treatment of nonprofessional employees, treatment of professional employees in connection with their personal welfare, the directing of the public relations work of the schools, the handling of business functions, the care and upkeep of schools buildings and premises, and even the formulating and directing of the instructional program.

d. Even the regular duties and responsibilities of the board and the superintendent, which come to be diff erentiated in practice, require a high degree of cooperation, many irregular problems arise in the administration of scools, such as those connected with a building program, major complaints from employees or citiznes, exigneeies growing out of war or depression, for which there is often no predetermined division of responsibility. To have cooperation and team work the membees should keep with the principles of good sportsmanship, whihe require the individual player to divert praise and credit from himself to the team. In turn the team should accept the responsibility for defeat or failure or a poor score, as a team. The board should be free from factions usually connected with social or business cleavages in the community and may be unrelated to school welfare. Honest differences of opinion between members or between board and superintendent must be expected occasionally, If the differences cannot be dissolbed, they must be handled in such a way as not to destroy the basic loyalties that should exist among those working officially together for the common cause of school welfare. Both should keep their differences as private information as much as possible.

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III. Personnel Responsibilities and Polices (Part 1)

Employment problems and personnel policies constitute one of the most important, and the most delicate, areas of the Board's work. Personnel problems must not be left to chance- to a series of sour-of-the moment decisions or to meet the whim of some one member who is able to dominate the group. Each board member's ideas of what constitutes an enlightened employer are based on his or her experience as a lawyer, housewife, industrial employee, engineer, union leader, or farmer. These variations in background may make it hard for the board to arrive at sound group dicisions which represent their collective judgment. Board policies should be the result of open discussion, exchange of experience, and careful evaluation of the need of the district.

1) The requirements of an adequate personnel program include (a) a continuing analysis of procedure and a continuous study of records; (b) supervisory leadership; and (c) an adequate system of personnel records.

2) Areas of personnel responsibility are numerous. It is the function of the board to create the positions necessary to carry on the services expected. For instance, the board adopts plans for the maintenance of school buildings and properties, determining the number of employees needed for this work and the degree of specialization which will make for economy and efficiency in plant operation. It takes care of the clerical work- care of records, management of school supplies, financial accounting. Is the principal required to do a clerk's work or is he to delegate the details of filing, checking, ordering and handling of supplies, and the answering of routine letters and telephone calls? Do the teachers have sufficient clerical help with their necessary pupil records?

3) Definite job classifications and written instructions for job performance, evolved thru the cooperative work of the superintendent, the board, and the entire school staff, are aids to systematic objective procedures in personnel management.

The board, first of all, must authorize the personnel classification of all its employees. Later it considers, evaluates, and adopts the classifications which seem fairest and best adapted to district needs.

A careful job classification reveals whether or not employees in similar positions are receiving similar wages. The nature of each person's duties is defined, minimum educational and experience requirement for the job are specified, personal qualifications are stated, and relationships among the various classifications of workers are clarified.

The policy having been established it becomes the function of the superintendent to find and recommend the appointment of those who fit into the pattern.

4) The important areas of board responsibility in the selection and employment of the staff are as follows:

a. Use of objective standards. How can specialized skills be determined accurately? How much education is sufficient? What reliable objective facts can be obtained with respect to the applicant's personality, health, and emotional stability?

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b. Certification; The board will not check on the licences of prospective employees but will receive evidence on this point from the superintendent as a part of his recommendation for appointment.

In addition to the certificates required by law, some boards require certain related forms of evidence. For instance, a locally-devised test of civil-service pattern is required for part or all of the noncertificated school employees.

c. Preemployment Health examination for prospective teachers, and non professional employees as well. Many undesirable applicants who would cualify according to all other standards are screened out when adequate physical standards are applied. The examination must include blood test and chest X-ray according to the conditions of the district.

d. Experience requirement. It is a function of the board to decide whether or not previous experience will be required and, if so, to define in its official policies the general kind and amount of experience which will be required of appointees to various types of positions.

Fourth Lecture
IV. Personnel Responsibility and Polices (Part 2)

Policies that enable a board to retair the services of employee, to maintain his efficiency, and to increase the value of his services to the school system involve adequate compensation and recognition, opportunities for growth and professional advancement, security of position, reasonable loads, considerate treatment in all phases of employment, and adequate provision for retirement an the appropriate time.

1) Salary schedule: Typical of the questions for which the board must find an official answer are these: What minimum salary is adequate, in relation to the kind and amount of preparation required of the beginning employee? What maximus salary will be alowed? How many increments will be granted in going from the minimum to the maximum? Will the basis for increments be experience, further preparation, or both? Will any salary differential be granted when persons of equal training and experience are employed at different grade levels, or in different types of profession? Will men and women of equal training and experience be paid identical salaries when employed in the same type of positions? Should any family bonus, or dependency allowances, enter into the salary schedule? Will merit ratings be used in any way, either to grant or to withhold scheduled increases? What credit is to be allowed for experience outside of the school system?

These questions must be answered by each board in the light of the best professional guidance and in view of local conditions. Salary scheduling must be based on careful job valuation.

The essential steps in job evaluation are:

1. Prepare a detailed description of each job, accompanied by a specification of personal qualifications needed.

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Principals and other administrative officers.--1 to 12 teachers
Classroom teacher -- 1 to 25 pupils
Counsellor -- 1 to 200 high-school pupils.
Librarians -- 1 to 500 pupils
Clerks -- 1 to 500 pupils
(No school of 12 teachers or more should be without a full-time clerk. A clerk can divide her time between 2 or more small schools)
Nurses -- 1 to 1500 elementary pupils
1 to 2000 high-schools pupils
Custodians -- 1 full-time custodian for approximately 16,000 square feet of floor area.

3) Security of employment: The services of the inefficient or misfit employee should be terminated in conformity with legar requirements and according to recognized procedures of justice and fair play. The rules of the board should provide: (a) that charges he stated in writing and include a record of criticism and aid offered. (b) a hearing before the entire board, as the teacher may request; (c) benefit of counsel and witnesses; (d) safeguarding of salary rights during suspension; and (e) the right of appeal as provided in the law to the Dept of Education or court.

4) Provisions for retirement: Several pertinent questions merit the careful consideration of the board. (1) Is there already a local or state retirement system for teachers? If so, is membership in the retirement system open to members of the nonteaching staff? Is there a retirement system for state and loval public employees to which the nonteaching employees can belong? If any retirement plan is already available to employees in the district, how satisfactory is it? Can a retired person really live on the benefits he receives? Then, depending on the answers to these questions, board policy can move in the appropriate direction: (a) to join with other school districts in the state in developing or improving the state teachers retirement system, the retirement system for nonteaching employees, or both; or (b) to explore the needs, financial support, and legality of setting up a local retirement system. In general, the larger and broader the base, the more successful the retirement system will be. For this reason statewide systems are usually preferred to local plans. Under the guidance of the superintendent and cooperating with one or moreemployee committees, the board can work out the details of an appropriate action program. The mere existence of a statewide retirement system is no evidence that any school board can properly relax and forget this whole vital area of personnel management. Each board should examine the way in which the retirement plan is operating and, working cooperatively with other local and state authorities, should seek to correct any inequities that exist. These enequalities are made more a cute by the load of income taxtion and fluctuations in the cost of living.

5) Leave of absence: Each board must determine the amount of sick-leave that is feasible in its district. A generous policy usually pays good dividends not only in employee satisfaction but also in the form of health protection for children. When sick-leave is adequate, teachers with cold or initial symptoms of illness no longer feel that they must keep going in order to avoid losses in salary.

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The rules of the board should make clear the status of the married woman teacher in the event of pregnancy. The rules can be reasonable without violating the rights of the individual or impairing the interests of the schools and the child.

Sabbatical leaves usually are granted for extended professional study, travel, research, or needed rest.

6) Promotion, Assignment, and Transfer: Objective standards for promotion can be set up by the superintendent and the board working in cooperation. To make assigmments and transfers and to nominate for promotion is the function of the superintendent. The policies with respect to promotion must be based on the size of the district and the available supply of qualified applicants.

7) Academic Freedom and Civil Liberties: Periodically in modern life there arises enough pressure from special interest groups to threaten the academic freedom of teachers. Most experienced board members are familiar with the uniformed adult who repeats half truths as reported by a child and condemns some teacher's work on the basis of them. Such an adult may be dangerous to academic freedom. To question a teacher's loyalty, patriotism, or respect for the Constitution on some such fragile basis is a formof witch-hunting. It is the board's duty to stand by its employees andprotect them from these unwarranted pressures.

The fact that school board members are themselves affiliated with pressure groups does not give them the right to force their religious, social, political, or economic opinions upon the teacher, employees, or children. The teacher should be responsible to the superintendent, rather than to the board, for his methods and materials of instruction. If the board questions the propriety of classroom practices, it should, by regular board action, refer the matter to the superintendent for study.

Church activities, hobby groups, welfare work, discussion groups, social clubs, throu which the teacher partakes in the life of the community are not proper subjects for either formal barrd rules or control through contract agreements.

Condust unbecoming to a teacher may become a problem, especially when a teacher comes into a conservative community from a more liberal one. The wise superientendent can throu guidance help most teachers individually to correct the situation or certain matters can be given over to the local professional association.

The matter of part-time employmeat on the part of the teacher may become the board's concern when it affects the quality of the classroom work. When teachers receive adequate financial and personal returns for their work, a minimum of restrictive regulation will be necessary.

8) Inservice Growth: The workshop method as an inservice training brings new materials. to the attention of teachers and gives them the opportunity for active participation in the development and appraisal of new technics.

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"In each school system there should be a compilation of the training opportunities available to school employees, the courses offered, the forums, institutes, lecture series, seminars, workshops, demonstrations, and so on. There should be a tabulation of the professional interests and needs, of the staff as a basis for the introduction of new inservice projects. The board itself will not be directly concerned with such administrative details, but it must authorize certain funds and encourage adjustment of work schedules and inservice programs."

Fifth Lecture

V. Relation of the Board to Employee Organizations.

1) Professional educational associations: About the only contact which many boards have with professional teachers associations occurs either at the time of a hearing on behalf of an aggrieved member of the association or when state and national organizations preses for legislation. Consequently, a negative attitude sometimes is built up. Well informed board members know, on the other hand, that membership of school employees in professional organizations has tremendous value for the school district.

Local organizations also may be of help to the board in recruiting new employees and in helping them to learn the rules and customs of the district more quickly. Professional organizations often help in solving difficult personnel problems.

The board, at this transition stage of Japan's education, should encourage such organizations as the association of school administrators -- the professional association of superintendents of schools, either state or local. The board members should make it possible for them to attend the meetings as associate members (without vote).

2) Unions of school personnel: the board should make every effort to prevent conflict and antagonism between the unions and the board, by showing attitude of fairness, interest in the welfare of employees, and willingness to discuss any problems of the district which concern the employees.

3) General principles in dealing with employees:

1. Any employee should be free to join any lawful organization, whether a professional association, a labor union, or a civic, political, or fraternal group. Teachers, however, should remember that they occupy a position of prominence and influence in the community. While their civil liberties must not be circumscribed, they should exercise the responsibility that goes with leadership.

2. Employees should be free to discuss with the school administration any matters pertaining to employment, salaries, working conditions, or the improvement of the teaching or public relations of the schools. Employees may properly, if they desire, select some other person, group, or organization to represent them, if such selection is made freely without intimidation or coercion.

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3. The right to work in a school system should be dependent upon preparation, ability, and effectiveness and should not be dependent upon membership or nonmembership in any organization, except so far as limitations of this right may be agreed upon by democratic processes and mutual consent of the school board and the personnel concerned.

4. As a general principle, school personnel are entitled to receive salaries and working conditions which are comparable to those which prevail for other employees in the community with similar work, preparation, responsibilities, hours, and working conditions.

5. In general, whatever points are agreed upon should be written out in some form because a few years later it may be difficult to remember exactly what was agreed and the personnel involved may have changed.

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Sixth Lecture: Financial Functions

Cost accounting, budgeting, and reporting are three aspects of the same general function. The three should use an identical nomenclature and system of accounts. They should cover the same time span. In detail they should be so arranged as to tell the financial story clearly and helpfully to the board, the executive, and the community.

1. Cost accounting:

No school executive or board of education can judge the costs of the local system in the absolute without an accurate system of cost accounting refined in direct proportion to the size of the community. Neither can the executive or the board intelligently judge the relative cost of the many functions within the system or validly check them against the costs of the same functions in like systems unless the accounts are both accurate and complete. Only by the adoption of the national standard of cost accounting can the effective internal and the valuable external comparison of costs be attained.

Despite the presentation by public accountants of impressive "balance sheets" for school systems, capital accounts, save for purposes of insurance and record, are of minor importance. The one exception is the physical inventory. A complete inventory of articles that cost more than $5 (₹1000) or last more than five years may well call for a catalog with ten times as many items as there are pupils. The cost of keeping up to date such an inventory and of depreciating the value of the individual items annually in large school system is prohibitive. But this fact is not a valid reason why all schools shouls not exercise all possible control over their stores and movable equipment. The objectives in such inventories are control and conservation. These can be attained by a card or loose-leaf ledger inventory of only the twenty to twenty-five items of concentrated value which tend to disappear. As of today, there would be included adding and calculating machines, typewriters, radios, floor polishers, vehicles, pianos, musical instruments, microscopes, balances, and cameras, but not pencils, and paste jars. Stock inventory would include all items.

2. Budget:

The budget is the most important financial document of a school system. In it should be found a statement of all anticipated revenues and a scheme for expending them. The order may be reversed; if so, the budget becomes an outline of proposed educational and auxiliary services with their costs and a statement of the revenues needed to pay for them. A good budget is based on accurate costs plus intelligent estimates. The cost should be available in detail comparable with the size of the community and should cover a period of three years for all items and preferably as long as ten years for the major items of administration,

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instruction, auxiliary services, operation, maintenance, fixed charges, capital outlay, and debt service.

Budget procedures similar to the following are generally accepted. Some time before the end of the fiscal year the superintendent requests from each principal and department head an estimate of his anticipated needs for the coming year within his area of responsibility. The requests are reviewed by the superintendent or by an administrative committee if the size of the system warrants. The review seeks (a) to determine validity of requests; (b) to eliminate duplication of items; (c) to restrain expansion to what is practicable; and (d) to discontinue expenditures that are no longer justified. The agreed-upon allowances become the superintendent's budget, which is then approved, amended, or disapproved by the board, usually after a public hearing.

3. Telling the financial story:

After the budget figures have been agreed upon, the board, dependent upon the approval of the city council, prefectural assembly, or other reviewing body, must present its case. A budget should be clear in outline and intelligible to the ordinary person. In 1928, the Board of Rochester, New York prepared a popular school budget and distributed to practicality all of the taxpayers. It was illustrated with charts and graphs. A running story explained the nature of the major expenditures. Many communities have since followed the same plan. The budget report soon acquired human interest photographs and pictographs. But of greater significance is the fact that the educational story has now begun to be told in the same document with the financial statement in as appealing a manner as cuts, art work, and clever captions can produce. In brief, the board and superintendent present both educational objectives and the cost of attaining them.

4. Auditing.

If the law does not define the type of audit required or place the responsibility for audit upon some local or state official a board should prescribe the type for its own protection. It may employ an auditor, engage a public accountant, secure the services of a local official, to examine the accounts and verify the cash and securities in bank and till.

A straight financial audit is one thing; an audit for legality and propriety is another. Illegal expenditures can be anticipated by the use of the preaudit. This merely means that no order is written, contract signed, or person employed until the board is assured in writing of both the availability of funds and the legality of the proposed expenditure, and not infrequently its propriety. A postaudit must be thorough, assuring not only accuracy in payments but that all vendors have met the specifications and stipulations in their respective orders.

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Unfortunste experience has shown that only after a principal, teacher, clerk, or student has by accident been found to have made off with funds has it been noticed for the first time that individual school units frequently handle during the year large amounts in book rentals, agricultural or technical products, fees, game and entertainment admissions, and in lunchroom receipts. A general audit of a school system should today provide for the periodic audit of all school funds, including both athletic and other student funds. The state legislature may not as yet have delegated specific responsibility for the care and custody of school funds to the board of the state but in the minds of the public that is where it rests.

5. Purchasing:

Although the elements are simple, volumes have been written on purchasing. First are the controls: statutory requirements, budget allotment, inventory limits, and standard specifications. Statutory limitations usually provide that purchases shall be made from the lowest responsible bidder, that they may not be made from a board member or firm in which he has a substantial interest, that formal public bids shall be received if the contract is to exceed a certain amount, and that specifications shall be open to all qualified bidders and complete with quantities actually to be purchased. A board that takes pride in its reputation respects both the letter and the spirit of the law and in the absence of legal signposts follows a course marked by fair and open dealing. Purchases should not exceed budget allotments without formal approval of the board, Specification standard, for educational supplies should be largely determined by the users. It is good practice for supply purchases to be divided into categories, with corresponding stores sections. The amount, type, and quality of each item to be purchased and stored are then determined annually by a small committee of those most concerned.

Purchasing procedures start with the requisition. The requisition should be in writing and signed. It should be clear and precise. After the requisition has been checked against the balance remaining, it is referred to the superintendent or an assistant who judges the request as a matter of policy. If approved, then the order should be written and with an adequate number of copies: (a) to the vendor, (b) to the requisitioner, (c) to the budget control clerk, (d) file copy by schools (e) file copy by vendors, and (f) extra copy for follow-up. The person who requisitions receives the delivery, he then signs his copy of the order and returns it as authority for payment. If the requisition and receipted copy of the order are attached to the payment voucher when it is filled, the board has a full story of the purchase in question.

6. Operation and Maintenance

The board must decide, in carrying on the maintenance and operation

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of its plant, whether to do so on a building unit or system basis. One janitor may be made supervising janitor, orrif the size of the community warrants, there may be appointed a superintendent of buildings and grounds with a small staff of mechanics, a field inspector, and a draftsman. The decision as to the amount to be expended for maintenance, is determined in the central office as a percentage of the valuation of the plant as a certain share of the total budget. Painting is not done on order but on a schedule, such as two to three years for exterior trim and five to ten years for classrooms and corridors. The board probably operates a repair shop where it mends and refinishes furniture and equipment, sharpens tools, reconditions athletic equip, ent and maintains all office machines. Only the large alteration and replacement jobs are let to contractors. The board member who takes pride in his own home, maintaining it well but economically, can readily appreciate plant problems in a school system.

7. Miscellaneous Functions

It is the care with which the board carries on its varied functions that is reflected in public confidence. The following are some examples for which the board may give their concern:

a. Fire insurance. To determine who is to get insurance.

b. Communication (internal and external)

c. A shortwave of FM broadcasting station with outlets in all classrooms.

d. Pupil transportation, for atypical pupils & in rural areas.

e. Provision of indigent pupils with classes and gym shoes.

8. Personnel - Payment

A school board is wise which lets an administrator learn the administration of personnel and keeps the board informed in the technic of salary payments and allowances, recognizes and appreciates the teachers' point of view. The sooner that a board adopts a salary schedule and administrative rules concerning illness, accidents, absenses, leaves, training in service, and retirement, and enforces them sympathetically and uniformaly, the fewer will be its personnel problems arising from economic causes. The schedule should include the following problems:

a. Basic salary schedule

b. Dependent allowance, area allowance

c. Illness, accident

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d. Absences, leaves, training in service

e. Retirement

f. Overtime and specific duties such as superivision of after school clubs, cashering in the lunch room, etc.

g. Housing for custodians.

h. Perquisites at pupil expense
lunch,
selling course outline
selling supplies

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Chapter VII. The Board and Educational Programs

1. Education legally a state responsibility.

Education is a state responsibility. Local boards of education are legally both agents of the state and representatives of the people in their communities. In the last analysis, the citizens of the state control public education. Through the legislature the people can prescribe the program of studies; require that plans for buildings be adopted by the ministry of education; fix a minimum salary for teachers; establish standards for teachers' certificates; provide for permanent tenure for teachers. This authority has seldom been used, right of decision being granted to boards of education.

The law, in Ohio, now provides that each local board of education must prescribe the program of studies for the school system. The action of the local board is subject to the approval of the state department of education.

2. Mission of Local board of education.

Within legal limits local boards of education have complete freedom of action in selecting personnel and in fixing salaries and working conditions. With reference to the educational program the local school board has three major functions: it puts into effect the minimum program of the state; it adapts the state program to the local community; and when financially able to do so it extends the program beyond the state minimum.

In recent years many local boards have developed certain programs for securing community participation in studying the need of the community and in setting up a program for the schools to meet these needs. Parent-teacher councils, professional staff councils, and student councils, both public and private agencies concerned with health, welfare, and recreation are invited by the board of education to sit with them in discussing and formulating educational policies.

3. How Public Opinion may be Obtained and to What effect it may be used.

In a recent study the National Opinion Research Center of the University of Denver asked the following questions in every part of the United States:

What do you think is the most important thing for children to get from their education in school?

Are you satisfied with what they are getting from their education in school?

Is there any kind of change you would like to see made in the public schools?

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34 percent regarded academic subjects most important, 14 percent regarded citizenship education most important, and only 11 percent considered social adjustment most important, while others mentioned desirable character traits, or vocational training.

The complete report of this survey exposed "areas of ignorance and misinformation regarding education in the US". It indicates a need for more intensive surveys in various localities to determine public understanding of and reactions to specific educational policies.

4. Scope of Educational Program.

Usually the program of public education includes only nine to twelve years. It will be necessary, in the future, to extend to larger numbers of pupils the school program upward and downward. Adult education for all who will avail themselves of it is urgent, when millions of veterans and war workers are looking to vocational readjustments. General education as well as vocational education should be included in any upward extension of the lower and upper secondary schools. The summer vacation period should be used for camping, recreation, work experience, all related to the educational program.

Local boards, in order to meet these post-war problems, may well seek the cooperation of citizens, as well as parents and the students.

The responsibility of the state in this connection is to provide leadership and guidance, to find ways and means for supporting an expanded program, and provide for regional schools under local control with a large measure of state support.

5. Program of Studies.

The following six areas, in addition to health and work experience, are proposed as making up the indispensable content for all American youth:

1. Civic responsibility and competence
2. Understanding of the operation of the economic system and of the human relations involved therein,
3. Family relationships
4. Intelligent action as consumers
5. Appreciation of beauty
6. Proficiency in the use of language.

When it comes to the preparation of courses of study and the construction of specific units of study, the professional staff of the schools should be free from interference. Curriculum planning and development is a highly technical task which requires special training. Board members cannot be expected to have the technical competence to pass on the work of expert teachers in this field; any more than the patient's family can pass on the doctor's treatment. Nor can the board pass upon specific textbooks, library materials, or methods of teaching.

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6. Controversial Issues.

Controversial issues are those which divide the local community. They include all the problems that are vitally important for modern living on which people in the community have conflicting views. Shall the schools avoid these issues? Shall these vital problems be excluded from the classroom? Here the local board should take a stand. It should protect teachers who deal with these live subjects. Such issues should come up only when and as the interests and previous experiences of the children make them appropriate but should not be prohibited when interest or need set the stage for approaching them.

The problem of academic freedom arises when selfish or misguided individuals or pressure groups seek to interfere with the work of the school. The board should examine the proposals or objections with care and decide on a course of action which will be for the best interests of the school and community.

7. Guidance and Counseling.

Rarely is counseling service now provided in the elementary school, except by the regular teachers. Skilled counselors must be provided for the important work of guidance and counseling. Equally important is the initial placement service for those who drop out of school and for the graduates who do not go on into upper secondary school and college. The placement service should also have charge of finding for students significant types of work experience and various forms of community participation, especially in welfare, recreation, and other services needed in the community. The placement service should work closely in cooperation with the counselors and should provide adequate follow-up in order to coordinate the work experience, the community participation, and the early experiences on the job with the counseling services of the school.

8. Physical Factors.

The furniture and equipment of a modern school should be selected according to specifications that result from an analysis of the needs of the program. Supplies should also be provided generously so that the program will be made effective.

Audio-visual aids are necessary. Libraries of slides, film slides, motion pictures, and recordings must be available. Projection equipment, radios, and phonographs are essential. Textbooks must be improved by use of more effective illustrations.

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3 copies C.E.

The Eighth Lecture: The Board and Public Relations

1. Varied Approaches to Public Service

Incentives for seeking board membership are varied: To affect curriculum changes, to sponsor building programs, to fight isms that may be real in the mind of the individual whether they exist in the school system or not, to encourage the teaching of citizenship, to correct the lack of discipline, to promote athletics or reduce it, to change salary schedules by raising or loweing salaries, to get a name before the public as the first step in a political career. To bring these widely varying approaches into harmony is a first requisite for a successful program of public relations.

2. How to avoid conflict

A clash over personalities, a fight over the selection of a school site, disagreement between urban and rural areas in the district, these are but a few excuses used for ousting a board. In most cases such drastic measures would have been unnecessary if the administration and board members had made a reasonable effort to alleviate misunderstandings and fears.

The complete elimination of prejudices and the adoption of a strictly nonpersonal, non-pressure-group approach to school issues is the only means to change the traditional policies of school system. Any dominating individual whose service to the school will not stand open scrutiny should be replaced.

The job of acquainting the public with the program of the school must be carried on continuously. Unless something is done to establish proper public relations, misunderstanding and lack of confidence will be the result.

3. How to find true public opinion

Students, parents, taxpayers and public-spirited civic groups are in a position to function effectively as a cooperating agency in the planning of an adequate school program if they are given the chance.

The persons in the group sponsoring his candidacy, those in his neighborhood, or his business office, should not be considered infallible. Close associates are likely to say only what the board member would like to hear, while other organizations may be plotting to bring about a change. A successful public relations program seeks to build good will and to avoid the development of ill will. The solusion of any problems should be based on facts, whether it is in agreement with the view of the individual members of the board or not.

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A barrage of publicity launched by a board for the purpose of presenting only the favorable side of educational matters is certain to irritate many persons. Publicity is profitable only if it develops closer harmony between the school and the community. War, peace, and hardtimes all have their effect upon the school's public relations. When such nonschool interests prevail, no amount of school publicity without corresponding service to the community, will be adequate for the maintenance of proper relationships between the board and the taxpayers.

4. <u>How members should prepare themselves</u> for sound public relation program

There are certain functions to be performed by every new board member who prepares himself to carry his share for promoting a sound public relations program:

a. A new board member should examine the minutes of previous board meetings, and study any reports which have been made by executive officers, or the school staff.

b. Get advice and counsel from board members and school employees who knows the kind of a job he is supposed to do.

c. Give credit where credit is due.

d. Attendance thruout the entire session at every meeting of the board is the responsibility of each board member.

<u>5. Technics of Public Relations</u>

a. Open Meeting: Cordial welcome extended to every citizen to attend official board meetings as often as possible rather than wait until he was some grievance to present will do much to remove suspition. To further encourage public interest in its activities the board should hold its meetings in a tastefully furnished room rather than out-of-the way places. The time and place of the meeting should be thoroughly published, and every visitor should be treated with such consideration as to develop in him a desire to promote and participate in good public - school relations regardless of any differences of opinion that may arise. The press should be urged to send at least one representative. Reports containing essential information should be in evidence.

b. School publication: By the use of school publications such as the high school newspaper, the report to parents, research bulletins, annual reports, poster, and other forms, every school is attempting to interpret its work to the public. The board should recognize school publications as one of its most important interpretive instruments. The board should also encourage its employees in modernizing school publications, adjusting them to current commercial standards, thereby increasing their effectiveness.

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c. The Press: Since the public is not accustomed to attending board meetings regularly, it is highly essential that all matters of importance be reported to the newspapers serving the community. If the newspaper is not represented regularly, it is the responsibility of the board and the superintendent to see that the editor receives a complete report of all that transpires at each meeting.

d. The radio: FM radio is destined to affect the whole program of education. Its effect as an instrumentality to provide parents and patrons with a better understanding of the aims and methods of education preveiling in public schools cannot be overestimated. Boards should seize this change of controlling this great tool for curriculum enrichment and the promotion of truth, knowledge, and understanding.

e. School visitation: Boards should recoganize the "Open House" as a means of conveying to the public a complete concept of what is going on in schools. Board members should cooperate with the school staff in an effort to determine what the community wants to know about its schools. Facilities should be available to provide for interpreting what is seen, and there should be a followup to discover the reaction of the public to the entire program. By bringing members of the community into direct contact with the schools through the use of clinics, school exhibits, hobby shows, recreational, cultural or vocational adult classes, a closer relationship between the public and the school will be established.

6. Dealing with Groups

a. Board members vs. his own group: The only safe standard for a board member with respect to his relationship to other members is the assumption of a completely objective and impersonal attitude toward each other. A new member who seeks an ally or two among other members in order that he may create a block to champion his cause destroys confidence and causes prejudices and animosities. Thru an objective consideration of difference of opinions the effect of mistakes in judgment is reduced to a minimum.

b. The teacher & other employees : The school of today must function in a modern and complex community. The teacher must be far removed from his traditional cloistered existence, must understand the culture in which he lives and be socially capable of adjusting to his environment. Teacher-child relationship, teacher-parent relationship, and teacher-community relationships determine the pattern for public relations between the school and the community. Board policies for the election of good teachers and employee and for the promotion of inservice training are important factors in the school's relationship to the public.

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c. Children should not be exploited for the sake of community pride or financial gain. A program which is the outgrowth of popular demand and is based upon other than sound educational principles will penalize both the children and the community.

d. Board and community: It is easy to accept unquestioningly anything bearing the stamp of traditional sufficiency. On the other hand, patrons are likely to look with suspiction upon everything new and, to them, revolutionary. To overcome this natural inertia of the typical community the following measures will be adopted.

1. Encourage its professional executives and skilled personnel, who are generally ahead of the community in their concept of education, by giving them ample opportunity to develop a basic plan which recognizes the educational problems of the community.

2. Interpret the community to its professional employees in a manner which will permit them to build a program capable of leading the community step by step from where it is to a point where it will accept and support an educational program more closely geared to the life the children must live.

3. Understand the schools. Know what is going on in the classrooms and why. Evaluate the experiences children are getting in terms of today rather than yesterday. Enlist the services of teachers and administrators alike in obtaining a proper interpretation of the traditional pattern of the schools and in determining whether or not the children need an enriched experience for full growth and development in a modern world.

4. Provide the means for the development of a system of keeping the community informed as to the purpose, value, conditions, and needs of the schools. Many avenues of approach have been discussed in this chapter, but each board of education should keep constantly alert for new methods of promoting the interests of the schools in the community.

5. Develop a philosophy of purpose and achievement with complete elimination of conflicting group interests, personal prejudices, or individual bids for public acclaim.

6. Find compensation in the realization that the board has honestly attempted to meet community needs to the fullest possible extent.

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e. PTA is primarily a clearinghouse for the presentation and discussion of educational problems out of which may grow an interpretation to the community of the purpose, the worth, and the needs of the public schools. Although it is outside of the legal organization of the school district it has a definite place in the functional organization and should be considered as an advisory and cooperating group of first importance.

When conflicts arise they should be traced to their sources as quickly as possible and attempts made to remove the causes. many conflicts are the result of either personal differences or a mistaken concept of the function of the PTA. The most general cause is poor leadership and a lack of cooperative effort, which allows special interest groups to take the wheel."

* * * * * * * * * * *

IX. Planning Better Schools for the Future

We no longer allude to children in the classfoom as the sum total of school life. Often the classroom is vacant as children work and learn in garden, museum, city hall, manufacturing plant, or with community groups. Furthermore, we find, instead of children, young mothers learning to fashon children's clothes in the evening school, or a public forum including some community bigwigs, and a goodly number of thoughtful people of various ages who differ widely in economic status, social position, and viewpoint. As we consider educational plans in the future we are not starting from scratch. If we are critical in our observations we cannot escape being disturbed by the lag between what we know and what we do.

1. Utilizing staff leadership and resourses:

The professional staff is in a position to accumulate data- facts- of value in solving educational problems which are ever emerging. Significant data should be collected and classified for ready reference as new needs arise and change in policy are contemplated. Population facts showing changes in various sections of the community which affect the school population, the number of children of a given age should be kept.

2. Use of survey specialist:

The survey movement includs a wide variety of investigations. There are surveys concerned almost wholly with building programs; others are on finance pupil achievement, surveys of instructional procedures, and curriculum surveys. Others emphasize health; community, school and home relationships; recreation; special classes; vocational education; provisions

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for national support; and special levels, such as nursery schools, kindergartens, elementary and secondary education, and junior college and all phases of higher education. The schools are being less and less considered as isolated institutions and more and more accepted as integral parts of the community.

3. Cooperation with industrial surveys:

Neither industrial surveys nor school surveys in a community can properly ignore the ramifications of their institutional influences as they cut across the numerous lines of cleavages which constitute the social network of the community.

4. Ascertaining Public Hopes and Desires:

The 1943 report of the National Resources Planning Board outlines America's national hopes and desires for education. The following proposals were submitted:

(1) That equal access to elementary and high-school education be assured all children and youth.

(2) That services for young children, such as nursery schools and kindergartens, be made generally available in urban areas and in rural areas where the need is greatest.

(3) The equal access to general and specialized education be made available to all youth of college and university age, according to their abilities and the needs of society.

(4) The adequate provision be made for the part-time education of adults thru expansion of services such as correspondence, forums, broadcasting, libraries etc.

(5) That educational provisions for children who for any reason need special types of instruction be greatly expanded.

(6) That the quality of education at all levels and for all persons be made adequate to meet the needs of a democratic nation.

(7) That men and women demobilized from the armed forces and war industries be given opportunity to secure necessary retraining for civilian activities, or to continue their education.

(8) That camp facilities be made available for all youth, with work experience.

(9) That means at school, and supervised work and play projects before and after school hours, be made available to all children who need them.

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(10) That an extensive program of building construction and repair be undertaken to meet the needs of education at all levels.

(11) That school districts be reorganized to enlarge the local administrative unit.

(12) That dormitories and transportation services for pupils in rural areas are greatly expanded.

(13) That the services of the US Office of Education and State departments of education be expanded and developed to provide adequate research facilities and educational leadership to the nation.

(14) That adequate funds be made available by the local, state and federal govt to assure the carrying out of the recommendations presented above.

(15) That inequality of the tax burden for education within and among the States be reduced thru the distribution of State and Federal funds on the basis of need.

5. Extension of Program upward and downward.

Expansion has taken place along different lines, such as longer school terms, wider variety in curriculums, vocational courses and schools, part-time schools, more advanced work for older pupils, increased number of secondary schools, colleges, and universities, and special adult-education programs and development of kindergartens and some beginnings of nursery schools. As we view the tremendous social and economic changes taking place, we are compelled to contemplate the scope of education of today and what it ought to be tomorrow.

A great area of less sharply defined planning is known as adult education. Its scope is exceedingly wide and comprehensive. The offerings spread out to include almost every educational interest known to adult life. Part of it is largely recreational in character, some offerings may be termed cultural, while at the other extreme are rich offerings in technical fields too new for adults to have mastered them in their youth. Throughout the program there runs a dominant motif designated as good citizenship, the growth of democratic ideals and practices, and a wider understanding of contemporary political, economic, and social life.

6. Recreation and Health:

Health programs are vastly more than therapeutic services. Curative measures are essential, but all members of medical and health professions give attention to preventive measures and reiterate that fundamentally and basically health is a matter of education.

Also, education is one of a number of forces carrying the level of our recreational life to the highest points. It should

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be constructively critical of commercialized recreation and amusements and provide leadership in guarding the emotional and physical well-being of youth. Without adequate educational provisions recreation tends to drift to low and destructive levels. Individuals all to frequently drift into dissipations which tend to injure and destroy both the individual and the society. Board should accept their share of responsibility for a sound and effective program in recreation and health.

7. Occupational Pattern.

The relationships between occupation and vocational education is readily seen. A local occupational survey is a matter of great importance in the determination of educational policies and practices for a community. An occupational survey, with provisions for keeping the facts up to date, is essential to good educational planning. It is rooted in capital investment, the interests of labor, family pride, community enterprise, and whole network of human relationships.

8. Participation in State Educational Planning

The state plays a large role in administrative affairs and financial support in education. The wide range of intercommunity relationships should develop in such a way as to make an integration of efforts imperative. Increased subsidies from the state bring about a closer coalition in organization and administration. Local control puts into effect the minimum state plan, adapts it to local situations, and then enriches and improves it.

Tenth Lecture: Rules and Regulation and Bylaws

In drawing the rules of the board the following points should be taken into consideration, plus those points which apply the Japanese circumstances.

1. Board of Education
2. Authorized Services--Elementary School, Junior and Senior High School, Special Schools, Lunchroom, Transportation, etc.
3. Administrative Organization
4. Appointment, Assignments, and Supervision of Employees
5. Probation, Suspension and Termination of Employees
6. Salary Schedule
7. Pupils
8. School houses and School Property
9. Pupil Fees

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會議錄

（一例）

愛知県教育會

昭和二十三年十一月一日

出席點呼　愛知県教育委員会は午后八時学校に於て定例会議を開き本委員長、山川太郎議長席に着く　当日の出席者は左の通り

山川太郎　海野次郎　野原三郎　北川四郎

南部忠太　西山孝夫

缺席者は左の通り　東田　新

會議錄承認　前会の会議錄を朗読の上承認　委員長これに署名、書記はこれに確証の署名をした。

支拂請求書の承認　新　議

「次の支払請求書を承認しこれに対する支払命令書を発行する」との動議が野原三郎より提出　西山孝夫これに賛成

略

採　決

賛成野原三郎　賛成、西山孝夫

賛成北川四郎　賛成南部忠太　賛成海野次郎

反対なし　賛成六名　反対なし

次に十月後半分俸給支拂書を以て動議成立

俸給支拂書承認　これを承認

(11)

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開會

教育長補助読本購入方進言の件

昭和二十三年十一月三日附を以て支払命令書発行の旨の動議を野原三郎より提出　西山孝夫これに賛成

採決

賛成野原三郎　賛成西山孝夫　賛成南部忠太　賛成山川太郎
賛成海野二郎　賛成北川四郎　賛成北川四郎　反対なし
賛成六名　反対なしを以て動議成立

教育長はは小学校各学年の、補助読本の数　その使用状況を報告更に左記の新読本購入方その代価二万五千円の豫定であると進言

正則読本　八六冊
昭和読本　四〇冊

教育長にその推薦図書の購入を命ずる旨の動議を北川四郎提出　海野次郎これに賛成

採決

賛成野原三郎、賛成西山孝夫、賛成南部忠太　賛成山川太郎　賛成海野次郎　賛成北川四郎　賛成六名　反対なし
賛成六名　反対なしを以て動議成立

更に審議すべき為に南部忠太より閉会の動議あり海野次郎この動議に賛成　万場一致を以て動議成立　委員長は午后九時三十分開会を宣し

委員長　山川太郎　㊞
書記　平野要　㊞

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教育委員會參考資料

一

(一) 委員会は何故委員会、教育長及び職員のために規約を設けるか。

規約は委員と職員にその権限と任務とを知らせてその責任の所在を明かにして委員と教育長両の職員同に現在介在する不明瞭摩擦を除去することが出来る。

この規約は特に新委員、新職員にその権限、任務を知らせる。かような指針がなければ、新委員、新職員はその任務を怠つたり或は他の職員の職分を犯すやうなことになる。簡單に言へば、規約の委員会に対するのは尚憲法の州立法に於けるが如きものであるからどの学校組織にも必らずかような指針を設けなければならない。

(二) 学校組織に対する規約を制定、行使するには如何なる基準に従うやうにすべきか

その従うべき主な基準は次の通りである。

一、規約は委員会が教育長と他の教職員の代表者との協力を得て制定すべきものである。勿論、委員会には常にその規約承認否承認を決定する責務がなければならない。

二、規約は必然的に、州の法律に一致せねはならぬ。

三、これは文書にして置かねはならぬ所謂「不文律」は誤解を招き、多くの訴訟を惹起する

(1)

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恐れが多い。

四　規約には委員会と会の各職員の主な権限と任務とを明示して置かなければならない。よく判断して行えば一層能率をあげる事が出来るのに、判断力を行使することが出来ぬ程片苦しい窮屈なものであってはならない。

五、修正の必要の生じた時は修正せねばならない。どんなよい規則でも完全無缺ではないのであるから常に改めて行くやうにしてゆく。

六　廃止されるまではこれに従はねばならぬ法律を改れば次第に法律を無視するやうになって行く。委員には、こゝに述べた基準か自分の学校組織に於いて充分従はれて居るやうに注意する義務がある。

(三)　委員会は如何なる方法を以って規約を制定することが出来るか。

委員会が規約を定めることを決定した時は委員会は委員長に規約制定委員会を任命する権限を附与する、この委員会には少くとも教育委員会より一名の委員と教育長とが参加せねばならぬ。若し規約が学校長、教師、使丁、其他の職員の大きな団体に関するものならばそれぞれの団体から少くともその一人を代表として送らねばならない。この委員会はその任務を終了した時には教育委員会全体に進言する。即ちこの教育委員会のみが規約を修正し、これを採用する権限を持ってゐるからである、この規約は当該地方学校組織と他の優秀な学校組織のもっとも優秀

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な経営の慣習とを結合したものでなければならない、これは学校組織行政的憲法でなければならない、規約の内容に対する建言、提議は種々の郷土社会の既に制定した規約規則を研究の上することが出来る。次にかゝげるものは、南ゲゴタフランに於いて実施されてゐるが、他の学校組織、特に小さい組織に対し一つの型として役に立つであらう。

第一條　教育委員会編成会は毎年五月最終金曜日に開催し、書記が開会を宣する。
委員会は翌年度の委員長、副委員長及び書記を選ぶ。

第二條　委員会の定例会は毎月最終金曜日に教育長室に開く。

第三條　議事日程は左の通りとする。
一、前回の議事録の朗読と承認。
二、支拂請求と会計
三、通信文書（陳情書、請願書）朗読と処置
四、審議未了の旧議事
五、新議事
六、特別委員会の報告

第四條　委員会議事運行には「ロバート式」「議事運行規定」を採用する。

第五條　委員長は教育委員会の命ずる総ての特別委員会の委員を任命し、其他法律の定める職務をつかさどる。委員長に事故があるときは副委員長がその職務を行う。

第六條　教育委員会の命により委員長の任命する特別委員会は指定の取扱ふべき問題を教育

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委員会に代って調査研究に当るとともに教育委員会の命により設けられた特別委員会はその指定の様式を以て指定の日時に文書で報告しなければならない。

第七條　一月の定例会のとき又は教育長が欠けたときはいつの定例会でも教育委員会は任期三ケ年の教育長を選任し、その任務は選任後の八月一日或は教育委任会の定めた日より始まるものとする。

第八條　定例会で学校に関する法令、規約を制定、修正又は廃止するときは、全員の多数決による但しこれを行うことは前回の定例会であらかじめこれを告示しなければならない。

第九條　教育長は学校経営の執行者である。

第十條　教育長は定例会、臨時会に出席し、又その特別委員会の委員となり、これに助言をする。

第十一條　教員長は学校経営に関する規約を立案して委員会に提出する

第十二條　教育長は学校組織内の学校施設の必要を調査し、その設置方を教育委員会に進言する。

第十三條　教育長は要求のあったときは委員会又はあらゆる問題に実施意見書を提出し、学校状況の報告と共に委員会の善処を求むる助言をする。

七月の定例会では年次報告を提出する。

第十四條　教育長は委員会に対し時に應じ当該年度に於ける必要とする校長、視学、教師、其

(4)

一外。

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第十五條　他の職員を推薦する。

第十六條　委員会は教育長の推せんしない教職員は選任しない。

毎年三月の最終金曜日又それ以前に、教育長は翌年度に任命又再任方を推せんすべき教職員の氏名を提出する。

第十七條　教育長は学校で使用する「学習指導要領」と教科書との重要な変更の承認を委員会に求める。

第十八條　教育長は学校の最大の利害よりみて必要と判断した時は常に生徒に停学を命ずることが出来るがこの停学は次の定例会で報告せねばならぬ。

第十九條　教育長は翌年度の必要に応じ得る予算を各部門毎に分類した一年間の予算案を編成し、これを毎年六月の定例会当日又はその以前に委員会に提出してその承認を求めなければならぬものとする。

第二十條　教育長は、委員会の承認した年度予算細別の範囲内に於て支出購買を命令する権利を有し、委員会は毎定例会で支拂請求書と会計を監査し、一月、六月の終りには半年毎に年度予算中の総ての支出を検査するものとする。

教育長は状況により予算項目の変更を助言する。

経営の能率を期すために、特に規約に條項のない唯行政上又は経営上の細目的問題は教育長に決定する権利があるが、これに認められた教育長の重要なる決定はことごとく次回の定例会に遅滞なく報告しなければならない。

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委員會の構成

二

(一) 委員会構成の時及び方法

多くの州では、構成の時及び方法は州令に規定されてゐてこれには勿論従はねばならぬ。法律に従って委員会は年度の第一回の会合に於いて（通称組織委員会）その年度の委員長、書記、会計、又は書記兼会計を選任せねばならない書記、会計、又は書記兼会計は委員であっても委員でなくともよい。その会計、書記には俸給を支拂うことは法律の認めるところであり、小さい校区では常に定時的業務として手当をうけるが大きい校区では専任としての俸給をうけることがよくある。

(二) 委員会役員の職務

委員会が其の役員を選任することを認めてゐる。法律の常に定める処によれば役員選挙は委員の指名に基づき、大概の委員会では毎年委員長を交互に交代する慣習がある。然し委員長が立派な人であれば一年以上その任にあってもよいことになってゐる。委員会も多い。実際委員会は書記、会計又は書記兼会計を全部が全部五、六年留任せしめてゐる。

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委員会の役員の職務はそれぞれの州令によって定まってゐる、それ以外の職務は委員会々則と執行規則に依って定める。

委員会役員はそれぞれの職務に関する州令及び地方委員会の会則に従はねばならぬことになってゐる、委員長は常に主宰者の地位にあって委員会の日常の職務を遂行する、常に特別の専向委員会を任命し契約書に署名し更に徴税の認承、辯護、卒業式其他の儀式に委員会を代表して演説をなし州の法律並びに委員会法の命ずる職務を遂行する。主宰者としての委員長は委員の指導者であって獨裁者であってはならぬ、最上の指導有であるがためには委員長は議事進行の手続を知り寛容、公明正大時間の観念、其他良判断の諸徳を備いてゐなければならない又一委員である以上あらゆる動議に投票する権利を有すると共に当然その権利を行使すべきものと考へられる。

書記は委員会の議事録及び其他の記録を記録し州の法令、委員会法の定める職務を遂行する時に学校債の管理に当りその資格に於いて校費の受領、委員会の承認せる請求書を支拂ふと共に定期的に委員会に対し校費の状況を報告する。更に会計を兼務する時は「書記兼会計」と称する。

(三) 委員会には常任委員会をいくつ置くべきか

常任委員会とは恒久的な委員会を称する。この委員会の委員の任期は一年とあるが再任をさまたげない。

然し学校経営の学者は一致して委員会には常任委員会を設けるべきでないと意見をのべて居り

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更にあらゆる審議には教育委員会又定足数の出席をまってすべきであるとしてゐる常任委員会に対する反対の理由はかゝる委員会の委員はやゝもすれば教育委員会の権限を奪い自己を学校経営の専門家と見做し委員会の職員に委任すべき専門的職務を遂行しようとするからである、更に委員会を設けることにより及って教育委員の時間を奪うことになる、常任委員会を設けてさすべき仕事は教育長とその協力者の手によって行った方が能率的であるが、教育長はこれを教育委員に報告しこの特別委員会の報告助言に基づいて決定をなすよう教育委員に一任する、大方の権威者は常任委員会の設置にては反対ではあるが特別委員会を置くとすれば二つよりは一つ、三つよりは二つの方がよいと云ふ点に於ては意見の一致するところである、若し特別委員会を唯一つだけ設けるとするならば大概の学校組織では学校財政委員会にすべきだとは一般の意見の一致するところでもある外に時々に設けられる特別委員会には次のやうなものがある、「学習指導」要領教師、使丁、建築、校地、若し常任委員会を設置するならば教育長は必らず委員の一人となり発言の権利を持つが、票決する権利を持たないのをよしとされてゐる、更に如何なる特別委員会にも教育委員会体に代って執行する権利を教育長には与へらるべきものではない。委員長の職務は唯教育委員会に助言をするのみで、執行権は教育委員会に委ぬべきものである。

(四) 特別委員会を設置すべき時

教育委員会に常任委員会を設置すべきことはすゝむべきものではないけれども或る特殊の目的のために特別委員会を設けることには障はない、但しその深せられた仕事を終った時には直ち

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に廃止さるべきものである。専門家は特別委員会の必要がまれにしかないと信じ常任委員会設置反対と同じ理由からかゝる特別委員会の設置にも反対してゐる。

教育長は自己の俸給、契約の更新を特別委員会が審議する場合を除き他のすべての特別委員会の委員となり発言権を持つが、票決に加ける権利を持たないのが通当である。特別委員会は総てその処置意見を教育委員会全体に報告する、けだし教育委員会のみが最後の決定をなす権限を持ってゐるからである。特別委員会はその任務を終了した時その解散を教育委員会に請求するものとする。

四　教育委員会の会合の目的とその回数

"教育委員会の会は委員会の任務を法律的に執行するために開かれる、この任務は、委員の定足数の出席せる定例会臨時会に於てのみ法律的効果を持つものである、定足数とは職務を合法的に遂行するに出席をする委員数でその数は常に州令又は委員会々則に規定されてゐる、委員会の多数を以って常に定足数と定めてゐる。上述の規則を破る委員は若し一般公民が提訴するなら法廷判所によって不当となりその行為の判決を受ける。

は毎月の定例会で他の、特別委員会を設け必要はあまりないことになってゐる。委員会々則に多くの場合委員会の全議の回数は其他の事項と共に州令に定めてある、多くの委員会では議事定例会の時と場所、臨時会招集の手続が定められてある。委員会のとる処置は裁判所によって不法との判決をうける。

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定例会、休会、臨時会に関する規約は州令に従って如何なる教育委員会にも応用することが容易に出来る。

第一條　委員会の定例会は毎月某日、午後某時、某所に開会する。委員会は審議未了の議事を完了するために定められた日時まで定例会を延期することが出来る。延期になった定例会に対して委員会は定例会と同じ権限を持つものとする。

第二條　臨時会は委員の多数の要求書により、委員長又は書記が何時でも召集する。臨時会の開催に当っては総て少くとも二十四時間前に会開催の日時、審議すべき議事を文書によって各委員に通知し、召集した会議では召集状に述べた議事以外の議事は審議しない。但し全委員が文書を以て前記の通知を放棄するならば臨時会はいつ時でも開会することが出来る。

第三條　委員会の会議には過半数の委員の多数を以って議事審議の定数を構成する。

(六)　委員会々議開催の場所

委員会々議開催の場所は全委員の協賛を得て委員会規約に規定すべきである。会合の場所は常に当該地方の学校の一部であって、出来得くんば地方の人口からみて中心に位置する校舎を選ぶものとする若し学校組織に教育長がおるならば直ぐに記録等が利用出来るために教育長の執務するところで会を開くべきである。所用の乾物屋や委員の家庭では便宜を希望する一般人を入れる設備を得ることが出来ないから、会を開くことを避ける方が望ましい。

(七)　委員会の会議にはどんな準備するか。

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委員会は通信文書、支拂請求書、雇入れよりとする教職員の指名其他審議すべき議案を準備して適当な提出するやう用意するやうに注意する、出来得る限り通信文書、指名は文書を以て各委員に一部宛手渡するやうにする。委員会の職員は教師が投票の準備をするやうな心構で会議の準備をしなければならない。職員は委員会の議事に慎重な考慮を拂はねばならない。多くの学校組織では教育長又は書記は毎会議の数日前に前回の議事録と審議すべき議案の目録とを送つてゐる、かやうな方法によつて委員は時間を節約するとともに委員会のすべての議事を十分知ることができる。

八　委員会の会議は公開すべきか否か

多くの州では法律で委員会は公開しない会は開いてはならないと定めてゐる、法律に定めてあつてもなくともこの方針には従はねばならない、秘密主義は一般人の疑惑をひき起す可能性が多い。民主主義ではウッドロー・ウイルソンが述べてゐる通り「公開によつて結論に達する公開会議」を民衆は望んでゐる。委員会に出席する一般の人が少ないことは分つてゐるが、出席の機会は常に委員会は与えて置かねばならない、微妙な事態を考究するときには、予備会議を秘密或は執行会議の形式で開くことがある。然し窮極の決定、採決は必らず公開の席上で行はねばならない。事実会議が合法的であるがたのには是非とも公開でなければならない。仮令秘密会議が「微妙な問題の所謂「話合ひ」をするのに望ましい事ではあるとしてもかゝる会を開きすぎると一般の人々に所謂「一般を無視した」方針をとつてゐないにせよ「一般を避けてゐる」方針をとらうとしていると

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いう印象を与へる一般の人々は、自分達の代表者、自分達の職員の決定を知ることを念願すると共に又その決定の理由をも知らうとする。一般の人々のかやうな希望は正当なものであり当然その希望を果してやらねばならない。

(九) 委員会々議、その議事を一般に知らせるにはどうすればよいか。

委員会は傍聴希望者には法律上会議を公開するものであるから、会の日時、場所に就いては充分に一般人に告示する方法をとらねばならない。委員会には総て新聞記者を殊に招待するやうにする、更に会の後には必らず会の議事を新聞に発表する、この方法は特に都市にとっては適当であるけだし農村地方よりも新聞を購読するものが多いからである。

農村地方の学校には活字による或は陰写刷の学校新聞があるがこれは教育委員会の決定を一般に知らせるに適当な報道機関であろう。委員会は書記、教育長又は他の職員に各会議の委員会決定の記録を文書を以て地方の新聞其他の情報機関に提供するよう指導するこれは口頭で説明することは報道の不正確を来たす危険があるからである。

(一〇) 委員会の議事進行の方法

委員会はその議事進行の手続を定めてこれに従はねばならぬ、これを定めて置くとあらゆる議事は有效にしかも迅速に行はれる。迅速に開会を宣言しなければならない。議事審議の規法に従い正しい議事進行の順序に依らねばならない、かやうなことは委員会々則の中に定めて置か

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ねばならないのである。

ミツリ、セントルイス教育委員会則はかゝる問題に適切に触れて居り、他の教育委員会の手本となるであらうがこゝにあけてあるのはその内容を少し変へてある。

第一條　委員長は議長席に着き定刻が来た時定足数の着席をまつて開会を宣言する、議事進行の順序は左の通りである。

1　前日の議事録の朗読

2　役員の選任又は新委員の座席決定（法律、委員会々則の命ずる時）

3　書簡、其他の文書をその主題だけ読む。若し全文朗読の請求のあつたときは委員長はこれを新議事としてとりあげるやう命ずる。

4　動議決議を参考のため読むが討論しない

5　役員報告と委員会内の各特別委員会の報告

6　審議未了の議事

7　新議事

8　再審議を請求の動議

9　閉会

第二條　討議にかけずに参考として委員会に提出する書簡、文書決議又は委員長はこれを委員の異議がなければ適当な役員又は特別委員会に問合せる。

第三條　委員会々則にあけてゐない問題の議事の進行は「ロボアートの議事進行規則」と称する

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定党に依るべきものとする。

第四條　特別委員会は委員長の要求により報告をなすべき時に報告をなすか、ある時又は次回及び次々回と二回連続して報告をなし得ない特別委員会はその期間の延長を認められない限り解散されたものとみなす。

第五條　委員及び役員以外の者は何人も許可がなければ文書によらないで委員会と連絡することはできない。この許可は委員会の多数決によって

第六條　如何なる動議もこれを会に向って述べなければ討議することは出来ない。

委員の要求によっては、これを文書にする、動議が提出されこれに対する賛成のあって彼でも採決する前ならば動議提出者はいつでもこの動議を撤回することが出来る。

第七條　議題審議中は次の場合を除き動議を提出することは出来ない。

(一)閉会　(二)休憩閉始　(三)討論打切り　(四)照会　(五)無期延期　(六)有限延期　(七)補充又は修正、

この動議の順位は上述の順序に従って行ふものとする。

第八條　討論打切の動議が出た時はこの動議の提出者と又は報告の場合は報告をする特別委員会の委員長は委員会に発言する権利があるがその発言後は何人の討論も認めない。

第九條　委員は若し本人が許せばその質問の分割を求めることが出来る

第十條　動議の討論はその動議のみに関連しこの動議を附随なものとする他の動議には亘らざるならない。

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ること。

第十一條　委員会が討論打切を決定した時は先づ提案された修正を採決し次に本議案を採決する。

第十二條　委員長は委員の何人も委員会に提訴し得ることを條件として議事進行上の問題を決定する提訴の折りは「議長の決定を支持すべきか」と尋ね、これが決定するまで審議中の議案の審議は停止される。

然し議長の決定が委員会々則議事進行法に関する時は論議が許される賛否同数の時は、議長の決定は安緒されたものとする。

第十三條　投票の再考の動議は多数例に投票した委員に依り現に投票の行はれた会議中に行うことが出来る、然しかゝる動議はその会議又は次の直後定例会で決定すべきでかやうにして最後の決定を見た議案は委員の三分の二の同意がなければ三ヶ月以内に改訂することはできない。

第十四條　委員は委員会の免除がなければすべての議案に投票しなければならない。

第十五條　出席委員の多数決を要する議案や委員の要求のあった時は其の他の議案も賛否の数を発表してこれを議事録に記録する、委員は自己の要求に基づいてあらゆる議案に対し自己の推決を記録させる権利がある。

第十六條　議長が採決の結果を発表した後は全員一致の承認がなければ、どんな議案に対しても投票することは許されない、然し委員は議長による投票議案の結果の発表後と新議案の発表前に分割を求めることが出来る。

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第十七條　委員は発言しようとする時は起立して議長に向つて発言し論議中の問題のみにかたく限定して個人上のことに亘らないやうにする。

第十八條　委員は審議中の動議に就いて一回に五分間以上発言しないこと発言しようとする委員が全部発言を有すまでは一回以上発言しないこと、委員会の同意がなければ同じ議案に二度以上発言することは出来ないし又自分投票の弁明に二分以上を費してはならない。

第十九條　委員の発言は辞書の要求のあつた時を除いては何ものにもさまたげられない。委員は辞書を求められた時は議案が議長によつて決定されるまで直ちに着席するものとする。

第三十條　委員は閉会前に議長の許可がなければ退席することができない。

第三十一條　出来得る限り、提出議案はタイプにして二れを審議する、会議前に全委員に配布するものとする

（これには提出議案は勿論前回の議事録をも含むべきものとする）

一一　委員会々議に於ける教育長及び其他職員のなすべき職務

委員会は教育長に委員会々議に出席を求め更にあらゆる問題につき助言し推薦とを求める。教育長には発言権を与へてあるが投票権は与へてゐない、事実どの州令でもこの投票を禁じてゐ

四外

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る。多くの委員会や教育長は補助教育長（部・課長）を も遅んで会議に出席させてゐるが、この人々は教育長の又は一人以上の委員の要求があれば発言することができる。

教育長の出席してはならない会議は唯教育長の再選を審議する会議のみである。教育長は一切の利害に関することを審議する会には欠席の許可を委員会に求むる方が礼儀である、勿論委員会が教育長の欠席を主張する時はこれに従はねばならない。

一一二　委員会の歎願書、代表者其他による陳情を如何に処理するか

請願権は民主々義政治のもつとも重要なる礎石の一でもあるとも最も古いものであるから委員会既の陳情請願は丁重に取扱い同到に審議して適切な決定をせねばならない、若し一般の利害関係上直ちに決定を必要とないならば又委員会々則、慣習上延決することが出来なければ如何なる陳情要求もその場で直ちに処理すべきではない。

上述の例外を除いてあらゆる要求陳情に就いては委員会は教育長に命じて、次回までに適当な情報を集めて、報告せしめる。若し要求が学校政策に根本的変革を及ぼすものである時は特別委員会を設けて教育長と協力せしめて必要な情報を集めて委員会に報告を提出せしめることが出来る、委員は問題のあらゆる角度を充分に知るまでは如何なる要

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求請願にも口を出してはならない、この原則には常に従うようにせねばならないがこれは多くの要求請願は或る個人又は団体の利己的な利害のみを考えて生徒、一般大衆の利害を考へて居ないからである。

委員會議事録

一三　議事録の目的と保管方法

委員会の議事録は委員会のすべての決定決議を記録し、この記録に法的裁可を与えるたのに保管して置かねばならない。

委員会はその議事録を通じてのみ公式に発表するので裁判所は委員会に関する訴訟の起った場合は常にこの議事録のみを證拠と認めるのである、

議事録は如何なる政治団体にあっても最も重要な記録であってこれは教育委員会にありては特に然りである。

議事録は特に保管するたのに作成した箱内に保管して置く、その記録簿はタイプで記録することが出来るやうにルースリーフ式（頁の繰り合せて居ない）でなければならない、タイプでやると記録がはっきりとして読み易くてかさばらずカーボンで委員のたのにうつしとる事が容

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易である。ルーズリーフ式であると、報告書、通信文其他の資料をそのまゝ差入れて置くことが出来る、議事録は永久に保管して置く、これは数年後参考として見る必要があるからである。使用しない時は防火の設備のある金庫、地下室等に保管して置かねばならない、これは委員会の許可がないと持出すことが出来ない、議事録は毎会議直後書記が書かねばならない。正確、明瞭、首尾一貫してゐて便利なものでなければならない。

あらゆる動議を正確に表現し動議提出者の氏名、その賛成者並びに採決の賛否投票者の氏名をも記録するよう特に注意する必要がある。

一四　議事録の朗読と承認の方法

前の会議の議事録は次の会議で第一にこれを承認せねばならない　若し読むのに時間かゝるならばタイプに打ってこれを一部宛各委員に次の会議一両日前に配布することができる、次の会議で議事録は若し訂正すべき処がなければ「朗読通り承認する」ことが出来るこの議事録を読み承認する手続は時間の節約となるばかりでなく議事録が正確に記録される保證と更に一層なることが出来る。委員の中には資料を参照したいことがよくあるので議事録や其他重要な資料を全部自分で保存して置く委員が多い、多くの州では議事録にはそれぞれ

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委員長、書記の署名を必要としてゐる、これらや其他の法律の條項には從はねばならない。

一九五　書記の動議　票決の際、出席者氏名の点呼の順序

この順序は会則に明示しなければならない。

通例、同一の委員がいつでも第一番に投票することのないやうに順序を設けねばならない、或る会議で第一に投票する指名を受けた委員は次の会議では投票名等の最後に置かれなければならない、勿論委員会が若し出席者點呼の順序を別に決めるならば特に異存がない。

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教育長の選任と協力

(一) 教育長の選任は誰がするか、

すべての学校組織では非常に小さいものを除いて 教育長を置く、教育長を置かない組織はみな農村地方であつて かやうな地方には常に郡教育長の一般監督をうける。

地方教育長は地方の教育委員会又は理事会が常に選任するものである。ニウーイングランド以外の州の郡教育長は 特に西部諸州では人民の一般投票によつて選ばれてゐる。けだし一般の傾向は選任の方に向きつゝある。学校経営の専門家は委員会が選任すべきもので 一般投票によるべきものでないと言つてゐる。又委員は努めて州の法律を改正して委員会の選任を許すやうにすべきであると唱じてゐる。一般投票に依つて選挙すれば委員長の位置を 専門的資格を以て選任するといふ妥当な標準より考しろ 政治的し基盤の上に置かうとする 概して最も、そようのある学校職員は所謂 政治的運命の車輪 にその生涯を委ねやうとはしない、学校組織の運営は専門的訓練をうけた熟練々達の士のなすべき業であり 政治的基盤によつては全り得られない。

(二) 委員会が教育長の選任に留意する理由

教育委員会のもつとも重要な任務はその主な執行者即ちその教育長を選任することである。学校組織の功罪の決定は先ず何よりも教育長である。教育長は彼をやとう社会の教育上の指導者

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であるべきである。教育委員会に助言を與えてその正しい路をあやまることのないやうにする。あらゆる学校職員を激勵援助して彼等をしてあらゆる部門を指導してその協力一致を図る。学校と社会との協力を確保する助言をする。らば彼の俸給の数倍を節約の出来る。節約の助言とこれを助成することが出来る。特に学校組織が可成大きければ同様に学校組織の教育的計画の改善を助言し又これを実現することが出来る若し有能でなければ学校に量り知れぬ損害を與へ委員学校職員生徒社会全体に大きな悲みを與えるのである。

(三) 教育長には如何なる資格が必要か。

教育長の地位は公私を問はずあらゆるものの中で最も困難なると共に最も重要な位置であることはいたるところに於て認められてゐる點である。この事実は教育長を求めその候補者を考慮してゐる委員会の記憶せねばならぬ事実である。必要とする資格は一部は勿論学校組織の大きさと俸給の額によつて定まる。次に述べるものはあらゆる委員会の教育長に求められるべき主な資格である。徳性人に好感を與へる個性。敢性。融和力。優れた一般教育学校経営を専門的に準備してゐること。健全な進歩性の證左のあること健全な教育哲学一年以上教師指導又は経営の位置にあつて可成優秀な成績をあげたもの。

教育長に要する最小の大学的準備は認定された大学で四年間立派に研究すると共に一年間立派

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に大学院の課程を経ることを要する。大学の準備は、政治学　社会学　哲学　経済　心理学　生物学と種々の専門教育特に学校経営に重点を置いた、文化教養方面と専門方面との研究を含む。

学校経営の研究は教科課程　職員管理　教授法　公報其他重要な経営諸手続は勿論学校財政学校庶務を強調すべきである。教育長はあらゆる意味に於て社会に於ても最も教育のある人の一人でなければならない。

(四)　教育委員会は選任の範囲を志願者のみに限定すべきか。

支払ふべき俸給にふさはしい最も適任の教育長を選任するには、委員会は志願者も又志願しない者をも考へてこの地位に関心を持つてゐる有能な人ではあるが進んで志願しようとしない人に接触するやうに適切な処置をとらねばならない。委員会は教職にある者の中でもつとも有能な人は地位が彼等を求めして、彼等が自ら地位を求むることのなきことを記憶すべきである。假令昇進となるべき地位に就くことに関心を持つてゐるとしても、よき趣味　公明正大　倫理道徳の点れはてられてしまうやうな気狂沙汰の争の中には人は入らうとしない。

学校関係の役人は教職の「選ばれた精神」ともなるべき人を発見しこの人に報ゆる好力をしなければならない。「柔和なるものは幸ひなるかなし」と聖書にあるが彼らを「大地を継ぐ」べきものとして助けねばならない。有能な候補者に関する情報は大学の人事課特に優秀な教育学部を有する大学の人事課と連絡して得る。又地方の学校職員や其他教育に従事してゐる人からも得られる。委員会はあらゆる有能なるものから情報を受けるが最後決定の責任は委員会のみにあるのである。この責任を果すためには自ら利己的野心を持つた個人又は団体に支配されるや

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うなことがあつてはならぬ。委員会には最も重要にして困難な位置に人を置く責任があり、人に職を與へることに関心を持つてはならぬ。如何なる人、團体にも決してすべての人、團体にわたらぬやうな恩恵は施してはならぬ。

(五) 教育長の地位を定めるのに地方教職員とその他地方

居住者に如何なる考慮は払ふべきか

地方の教職員や其他の地方居住者はその地位の適任者であれば勿論考慮すべきであるが、その地方に居住してゐることを以つてその就任の決定力としてはならない。又その地方に居住しないことを以つて決定の力としてもならない。能力を以つてその採用の決定力とすべきものでこれに戻つてはならない。

有能な教師、校長、指導主事、助教育長や其他の地方職員にでも必ずしも有力な教育長となる資格があるわけのものではない。地方居住職員の中に外来者と同じ資格を持つてゐる人がゐる時若しその人が教育長に昇進すると地方の職員にとり一つのしげきとなる。然しその資格が外来者に劣る時昇進するならばこれは何らしげきとはならない。誰でも充分な資格があつてこそ公職につくべきもの　委員や他の公職に従ふ者が一この法則を破るとき彼は公平を失つて　公の信頼を無視するのである。

(六) 委員會はあらゆる候補者を如何に研究調査するか。

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教育長の地位に考慮されて居る候補者の資格は任用の決定前に十分研究しなければならない。
有能な教育長を任用することは照能な教育長を辞めさせることよりも容易である。候補者の情報を得るには次のやうな方法に依ることができる。

一、身元保証人に照会する　其他な身元保証人ではないが彼を知つてゐる確実な人に照会する。
「関係各位」式の推薦状や求めもしない手紙は誇張に陥りおそれがあるので余り重視してはならない。委員会宛の文書は厳密にして置き、候補者に閲覧を許したり與へたりしてはならぬ

二、候補者が他の学校組織又は教育的目的のためになした報告書を読むこと

三、出来るならば候補者が最近まで働いてゐた市町村に行き教育委員　学校教職員其他市町村民の代表と候補者に就いて話合ふ。

四、候補者に地方教育問題を質問してその答へ方に注意する。その答へ方に依つて判断力や全個性がよく分る。

五、若し候補者に配偶者があれば彼の配偶者の教育常識人格を調査する

委員会はこの重要な点に就いては十二分に注意しこれに役立つものと思はれる。あらゆる方法手段を盡くして遺憾のないやうにする。

(七)　教育長候補者と會見する條項

時間がかゝるけれども　各委員が各候補者と直接会見するがよろし、若し候補者が会見を求むるならば　若しこの会見の條項を設けて置かないと大賢人も忘れられて委員会は不公平のそしり

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りをまねかれない。会見の目的は委員会をして種々の候補者の資格をよく知らせることである。個人会見により又文書による志願書と他の情報により候補者を三、四或は五名の優秀者な人に減ずるそれから各候補者が委員と会見するやう取扱ふ。この会見で候補者がその資格を述べ、委員とお互いに話し合ふだけの時間を充分與える。この会見には委員と候補者のみが出席し他の同席を許さない。即ち会見は公開しない。候補者は個々面接する。又候補者が困らぬやうに面接の内容は委員は嚴秘にする。

(八) 委員会は教育長の選任に不当な圧力のくはわることを警戒する。

委員は候補者の資格以外には何ものの力にも影響されない。候補者又は友人が政治縁者学校の関係を利用しようとすることは許すべきでない。情報は候補者に就いて委員会の求めなかった如何なる情報も有、不利を問はず加減して聞かねばならない。一候補者が職員一人又はそれ以上の人又学校と関係のある会社により激しい支持をうけた時はあやしいと考えねばならないかゝる支持には利己的な意図があってはならぬのによくからした意図を持つ時がある。委員会は公の利害を犠牲にしても自己の利益を図らうとする人には常に警戒しなければならない。

(九) 教育長候補者に委員会にして連絡するか

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これにはとうしや刷の文書を使用せねばならぬが　志願書の受領の際は　直ちにこれを通知して充員の節は全候補者にその旨を通知する。志願書の返事には委員会はその求むる資格　俸給その競争に関する其他の條件を述べてやることは都合のよいことである。公正、礼儀の上から見て全候補者には充分事情を知らせて委員は　勿論候補者の時間をもろう費しないやうにする必要がある。

(一)　委員会は教育長候補者の氏名を発表すべきか。

公表すると選にもれた候補者には反つて迷惑となり　いたづらに好奇心を、満足させる以外には何ものもないから選にもれた候補者の氏名は公表すべきではない　選任される候補者のみを発表する。すべて学校教職員の任命についてはこれと同じ方法による　首尾一貫した方をとつてゆくならば一般の人もこれを拒否することはない。

(二)　委員は候補者に投票を約束すべきか

かやうな約束をすると更に情報を得る門をとざすとともに他の候補者の門戸をもとざすこととなるからいかなる候補者に対しても委員は約束すべきではない。　更に如何なる候補者もかゝる約束を求めたり期待などしてはいけない。

若し委員の中に全候補者を研究せずに或る特定の候補者を支持する委員があれば最適の候補者を得る障碍となる。　かゝる委員は心が狭量で、学校の福祉よりも特定の候補者の野望に関心を

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持つて居る証據である。教育長を選任すべき委員会會議こそ投票の最後決定をする適当な時、場所である。この方法によつて一般の利益をもつともよくはかることができるのである。

(二) 教育長の任期

大きい学校組織では大概二年から五年であるが通常三年である。小さいところでは一年契約のところもある。教育長が十分他の教育活動分野に於て発揮してゐるならば生ずるその真価を実証する時間を十分與へるために最初の契約には二年から五年の期間を與へることがよいと学校経営の専門家は述べてゐる。契約終了後も若し適任であれば留任せしめることに賛成する。勿論多くの州には学校教職員の任期及び其他を支配する法律があるがこれがある以上これに従はねばならない。若し契約が明確でなく州の法律に従つて居らぬならば委員会の許証の問題を惹き起し常に関係者に迷惑を及ぼしになるる。

(三) 委員会は教育長の俸給を如何にして定めるか

委員会が教育長を求めてゐる時は支払ふとする俸給を定めてからその俸給に最適の候補者をさがす。

候補者に俸給のせり上げさせるやうなことは求めてはならない。

事実、米國教育会規則（N.E.A）は教職にあるものがかゝる競爭にまきこまれることを禁

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じてゐる。俸給を定めるに当つては委員会は予算が充分あれば同じやうな学校組織との教育長の平均給だけは少くとも出すやうにする。若し委員会が同じやうな学校組織と俸給を競争する事が出来ず又競争しないと、委員会は斯等な教育長を得るやうなことなつたり 立派な教育長を高級を伸ふ他の市町村に奪はれる危険がある。低い俸給で貧弱な資格の教育長を選任することは委員会としては最も拙悪な投資である かやうな貧弱な人に払ふ俸給は無駄となり その やうな教育長がする決定又は決定し兼ねることのために俸給以上のものを失ふことがある。有能な教育長の数は決して多くはない。

教育長との協力

(四) 委員会は如何に教育長を協力して立派な学校経営を行ふか

教育長は委員会よりその権限 職務を事実うけてみる以上如何に優秀な教育長でも委員会の協力がなければ充分な成果をあげることは出来ない。州の法律は事実学校管理の権限 職務はすべて委員会に與へ 教育長には殆んど與へてゐない。それ故委員会は教育長を不具にすることも又教育長をして理想的な真の指導者として許し又はすることも出来る。教育長が適当な人であることを信ずれば委員が教育長をして成功せしめる援助をすることの出来る点は多い。先づ第一に委員会は教育長を市町村の学校方の指導者と見做し あらゆる問題に就き教育長の所見を求めなければならない。

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このことは委員会が決して教育長の「ゴム判」となる意味ではない。若しろ、委員会はかゝる助言をおめて、慎重に考慮すべきであるが、これを認め又は拒否する権利はあくまで保持すべきである。

(30)

総明にして公明正大な教育長は時は自己の助言が容れられなくとも異存をさしはさまない。若し事実反対されて異存を抱くとするならば、自己を過大視し、郷土社会の教育的運命を犠牲しようと欲してゐるものとして批判さるべきものがある。教育長は事実、委員は潔白で公共的精神に富み学校のために全力を盡くさうとしてゐるものであることを認識すべきである。教育長は委員会の一員であり自己の地位の保持を計らうとするならば委員と協力せねばならぬことを忘れてはならぬ。

第二に委員会は委員会の職務と教育長の職務とを教育長と早く協定しなければならない。この協定は委員会々則の一部としてのせて置かねばならない。

第三に委員会は教育長に委員会の決定を実施する任務を課し、その任務を有効適切に遂行する助力をなす。然し不当な決議事項の実施を要求してはならない。

(五) 学校組織は責任執行者を一名以上置くべきか。

多くの学校組織には一名の長　即ち教育長のみを置く大きい学校組織の中には二名以上の長を置くところが二、三ある。か、る際は常に指導面を取扱

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ふ教育長と財政　学校建築供給　其他の庶務を取扱庶務長とにする。長一名の經営方針を一元
案多数を長とする案はこれを多元案と称してゐる。
農村　小都市では教育長一名をその長としてゐる。大都市には長を二名以上置くところがある
が一名案をとりつゝある。即ち学校経営の庶務　財政面は教育面よりきりはなすことが出来な
い事実を益々理解しつゝあるのである。大きい学校組織では一名の教育長のもとに勤務する補
助教育長を二名又は以上置くことが出来る。事実学校経営の研究者は学校組織は一名の教育長
を置くべきものと信じてゐる　次のやうな理由から　一元案に賛成してゐる。

1、この案は中心的統制を與いこの統制はその他のあらゆる仕事にも立派な成績をあげつつあ
ることが分つて来てゐる。この案は責任の所在を定める。学校組織に一名の長のみを必要
とするのは一中隊に一名の隊長　一会社に社長は一名のみを必要とするのと同じである。
2、この案は学校組織に二名又は二名以上の長を置く場合よく起る摩擦　二重の干渉を防ぐこ
とができる。

委員は多頭案を廃止して一頭案をとることを政令長達が自らこの変更に反対しても主張すべき
である。

(六)　委員会は何時教育長を免職するか

教育長は有能錬達の士であり　高潔な人格を持ち　又その位置に留することを希望するならば
留任せしむべきである。　無能となり　学校の金を私し不徳を行ひ　其他学校の福祉の障碍とな

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る時は免職せしむべきである。不道徳な行為のやうな罰の重大なる時を除いて契約の終了の時に免職に附し　契約の中に免ずるやうなことはすべてはない少くとも一ケ月以前に契約を更新しない旨の予告しなければならない職員は契約、州の法律に規定してある原因以外は如何なる理由があつても契約期間中に退職せしめることはない。

かゝる原因は常に裁判所に訴願ある。訴願認められないことになつた時は免職職員は契約期間残余の俸給は勿論　免職期間中の俸給をさかのぼつてうけることが出来る。

教育長の免職は委員会が教育長の学校組織内に於ける業績に就き不満に感じ或は教育長の一身上の行動に不満を感じた時のみにするものであり、かゝる不満はうわさ、意見よりは若しろ事実に基づかねばならない。

決して委員会内外よりの教育長の個人的怨恨に基づいてはならない。かゝる怨恨は他に非凡な才能を持ちたらも教育長の缺点によることもよくある。教育長退職の決定する前に彼の長短を相量ると共に委員会に向つて自己辯護（釈明）の機会を與える。かゝる処置をとる際は委員会は学校の福祉と教育長の福祉とを念頭に置いて断手として決定をするべきである。

委員会の第一の忠節を盡す相手は教育長又は他の職員よりは若しろ学校でなければならない。教育長は重大な罰を犯したり或は甚だ無能振りを発揮したりしたのでなければ　学校組織より取除くよりは若しろ学校組織内の地位を別に與いる方がよろしい。多くの州の法律には前述の手続が必要である。教育長は教師　校長或は他の学務の職務を立派に果し得る力量があることがよくあるのではあるが教育長としての激務を遂行し得られないことがある　人情の厚い農夫が年老いた馬や其他の動物の負担を軽くするやうな仕事の計画を定めるやうに委員会は退職の

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期間に達するまで年老いた忠実な職員の負担を軽くするやうにする職員を早速退職せしめる事が時に必要であることがあらうがこれは最後の策として常にとらねばならない。学校と一般人の広い利益はさきに述べた人道主義的方針に従う委員会に依つてのみ最もよくはかられる。

(七) 教育長は契約更新を許さぬといふ委員会の決議と相闘うべきか。

委員会が教育長に対して 教育長として勤務を最早欲せずその契約を更新せぬといふ通知を出した時は教育長はこの決議を最後のものと受入れねばならぬ決意をせねばならない。勿論教育長にはこの決議に相闘うか友人に相闘はしめることを許す権利はあるが友人も彼も委員がその決議の変更を行はぬことを知るであらう。かゝる闘は常に学校の立場、教育長の威信を傷けるので賢明な教育長はかゝる争には加はらない。

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2. Make a factor comparison of jobs, which takes into account: mental requirements, skill requirements, physical requirements, responsibility, and working conditions. In comparing the work of a stenographer and a watchman, for example, factor comparison will show that the stenographer requires more skill and more mental ability than the watchman, but that the physical requirements of the job are lower. There still remains the problem of how to balance each of the five factors, one against the other, but this is a easier process than to try to estimate which of two jobs is worth more without any detailed comparison of factors.

3. Select a certain number of key jobs which have already been clearly defined as to duties, in which the wage rates are not subject to controversy, which are not seriously underpaid or overpaid, and which vary in salary from the lowest to nearly the highest. Tabulate these key jobs and the average monthly salary paid for them.

4. From the descriptions of the duties performed based on information received from the employees themselves and from supervisors, rank the jobs from lowest to highest, taking into account each of the five factors named in item 2.

5. Divide the salary as given for each key job into five parts, assigning one part to each of the five factors in accordance with its estimated importance. (These estimates should be the result of ranking by several persons, for example, four or five job analysts and the members of a representative rating committee, all working under the direction of a chief job analyst.)

6. Compare the results of step 5 and step 4 and eliminate any discrepancies. This gives a yardstick, or rating scale, in points for each of the five factors, and a composite point rating for each key job.

7. Compare all other jobs with the selected key jobs, placing the new ones in correct order of rank by comparing them with the appropriate key jobs and using the rating scale for each factor. In each case the composite value of all the factors gives the total point value for each job.

8. Finally, submit the results to the various departments or employee groups for criticism and approval.

9. Revise the analyses in the light of criticisms.

In step one of the job analysis, it is suggested that each employee be asked to write a description of his work, listing all the duties he performs. This statement is then studied by his supervisor, who discusses it with the employee and adds his own observations about the job. A committee then makes a composite of the individual descriptions covering the same position and refers this back to each employee concerned. In this manner an objective job description is developed. A typical scoring sheet for job evaluation appears on pp. 120-121.

2) Reasonable work loads: In the matter of teacher load many factors that enter into teaching load must be considered, such as number of teaching periods perw week, number of separate preparations required each day, committee assignments, extracurriculum duties, records of reports, conferences with pupils and with parents, and professional activities after school hours. A general guide in staff requirements is as follows:

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TYPICAL SCORING SHEET IN DETERMINING ELEMENTS OF A JOB

MENTAL REQUIREMENTS	Education	Grade School High school Trade training College
	Experience	Long Medium Short
	Cultural background	High Medium Low
	Native intelligence	High Medium Low
	Articulation	Good Fair Unimportant
	Expression	Good Fair Unimportant
SKILL REQUIREMENTS		Highly skilled Semiskilled Unskilled
PHYSICAL REQUIREMENTS		Rigorous work, such as hard sustained labor Medium: necessity to climb - intermittent hard labor Light labor Active -- foreman type work Sedentary office type
RESPONSIBILITY		For policy determination For organizing and planning For administering policies For direction of workers For guarding against legal error For errors which may cause monetary loss For decisions which may produce economies For care and protection of valuable property For incurring public good will For promoting safety

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Quiz for new School Board Members

Part I Circle the answer which you think is correct.

The number of Schools in _____ is.

_____ _____ _____ Elementary Schools

_____ _____ _____ Junior High Schools

_____ _____ _____ Senior High Schools

_____ _____ _____ Schools for Deaf, Blind and other handicapped children

The number of Junior High Schools still in elementary schools (where they do not belong) is _____ _____ _____.

The property value of all schools is _____ _____ _____.

The number of school children is

_____ _____ _____ Elementary pupils (Grades 1-6)

_____ _____ _____ Junior High pupils (Grades 7-9)

_____ _____ _____ Senior High pupils (Grades 10-11)

The officially desired ratio of teachers to pupils is _____.

In Aichi the actual ratio is_____ _____ _____.

The percent of the Prefecture budget devoted to education is

_____ _____ _____.

Part II Circle True (T) or False (F)

There are more boys than girls in the schools T F

Senior High Schools are now on a 3 year basis T F

The largest school is_____ T F

(8)

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Aichi Senior High Schools are now Coeducational and districted

.....,T F

The basic school law calls for 9 years of compulsory education

.....T F

Part III Complete by filling in the blanks with the right words.

The names of the new secondary schools are now _____

_____.

The average number of subjects taken by a Senior high school pupil

is _____.

The basic wage for an elementary school teacher is _____

(This compares with the national average which is)

In the U.S. 80% of all pupils go to Senior High Schools.

In Japan the percent is _____.

A new type of Senior High School which includes all types of courses

is called a _____ school.

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File
School Bd

SCHOOLS GIVEN FINANCIAL HELP

Postal Savings Utilized As Collateral for Loans in Construction Program

Cooperation among the Finance, Communications and Education Ministries in conducting the second postal savings campaign to finance the school building program was commended yesterday by Dr. A.K. Loomis, Education Division, CIE, SCAP.

With postal savings as collateral, the Finance Ministry will advance loans to local communities to finance bond issues for construction of Japan's vitally needed lower secondary schools. The project was adopted because the financial straits of local governments, and the fact that banks dislike to invest in such local bonds, made financing of the school building program difficult.

Under the plan, cities, towns and villages which met their postal savings goal will be given a priority—that is, they may receive loans immediately for the school bond issue, will be eligible for other short term loans, and will receive preference in bond issues for other purposes than school construction.

Communities which collected savings equal to at least 80 per cent of their goal will receive funds in the full amount of the bond issue. Cities, towns and villages which fell short of 80 per cent will receive funds equal to the amount collected, although they have the opportunity to continue voluntarily with the campaign in an effort to meet their quota.

The Finance Ministry expects to give special consideration to areas stricken by earthquakes and floods, and to areas which have displayed effort but failed to make a satisfactory showing due to limited economic resources.

Nippon Times. 9 Nov '48

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MinKi
CEO

Supplement to
BOARD OF EDUCATION INFORMATION PLAN

PHASE II

Note: This supplement should be used in conjunction with the formal plan issued 31 August 1948.

THEMES

1. Each citizen now controls the policies of schools through elected members of boards of education.

2. Now schools are controlled through deliberation of chosen representatives rather than by arbitrary command of a central agency.

3. Redistricting and consolidation are problems that should be solved by communities working together; then recommendations should be presented to the prefectural boards of education.

4. Make it a point to know what your board of education is doing; attend meetings and make your opinions known to the board.

5. Explanation of the new duties and responsibilities of boards.

6. Explanation of the duties and responsibilities of school superintendents.

METHODS

Press:

Friendly press relations are vital to the success of the school board system. Newspapers will probably become the most important medium through which the public is informed of board activities. At the same time, an alert and interested press could carry on the educational campaign to make the public aware of its responsibility to observe and control boards. Too, newspapers should champion popular movements to improve the education system.

Radio:

News of board activities should be broadcast over local stations, which should also take part in the program to inform the public of its new position in controlling schools. Occasional broadcasts of school board meetings would make clear the duties of members.

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Organizations:

Each board of education could appoint one member to be in charge of public information. His duties would be to make known important actions of the board and to advise the board on public sentiment.

Where no board of education exists, citizens committees could be organized to disentangle redistricting and consolidation problems, as well as other school matters, and make recommendations to prefectural boards. This would encourage interest in schools, promote local autonomy, and pave the way for local boards to be elected. Encourage democratic action at local level.

Organizations, such as PTAs and women's groups, should be encouraged to discuss activities of boards and to sponsor educational programs that would make memberships aware of school activities and the new role of citizens in supervising schools.

Pamphlet:

"School Boards in Action", which deals with the administration of public schools, is to be translated into Japanese and distributed to every new board member. This material would be of value to media as background material.

Visual material:

Posters and leaflets used during the first phase should be used on a continuing basis wherever they apply to duties of boards and responsibilities of the citizenry.

The movie and filmstrip program should be continued.

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DIVISION OF RESPONSIBILITIES BETWEEN MINISTER OF EDUCATION
PREFECTURAL BOARD OF EDUCATION AND LOCAL BOARD OF EDUCATION

ITEMS	MINISTER OF EDUCATION	PREFECTURAL BOARDS	LOCAL BOARDS
1. Establishment or abolishment of schools	Set the standard (A.3)	Establish or abolish prefectural schools (A.2, B.49-1) Must establish schools for blind and deaf, and nursing schools (A.74) Approve the establishment or abolishment etc. of local senior high and kindergarten (A.4, 106-2, B.93)[1]	Establish or abolish city, town or village schools (A.2, B.49-1) Must establish elementary and junior high schools (A.29,40)
2. Operation and control of schools		Operate and control prefectural schools (A.5, B.49-2)	Operate and control local schools (A.5, B.49-2)
3. Establishment, abolishment, operation and control of educational institute (other than school)	Set the standard		
4. Curriculum contents to be taught and their treatment	Set the standards (by Courses of Studies) (A.20,38,43)	Decide curriculum to be taught and their treatment of all schools under its control (B.49-3)	Decide curriculum to be taught and their treatment of all schools under its control (B.49-3)[2]
5. Textbook	Compile national textbooks (A.21) Set the standard concerning the authorization of textbook needed (C. 2,4,5,6,8,9,10,11,12,13,15,16,18) Set the standard concerning the publication, exhibition and determination	Approve textbooks for all schools within the prefecture (B.50-2)[3] Business concerning textbook exhibition (C.5)	Select the textbooks (B.49-4) Report to the prefectural board the number of textbooks needed (C.7)
6. Personnel affairs (appointment, dismissal etc.) of principals and teachers	Bear half of the teachers' salary of compulsory education (D.1)	Appoint or dismiss principals and teachers of prefectural school (B.49-5)[4] Pay teachers' salary of compulsory education (E.1)	Appoint or dismiss principals and teachers of local schools (B.49-5) Pay teachers' salary except that of compulsory education (A.5)
7. Personnel affairs (appointment, dismissal etc.) of educational officials other than teachers		Appoint or dismiss (B.49-6)	Appoint or dismiss (B.49-6)
8. Matters concerning labor union of teachers and other educational employees	Counterpart of the labor union (B.49-9)	Counterpart of the labor union (B.49-7)	Counterpart of the labor union (B.49-7)
9. Matters concerning educational	Set the standard (A.3), allocate	Establish school sites, repair and pre-	Establish school sites, repair and pre-

(3)

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facilities	the necessary materials	serve buildings, supervise construction work (B.49-8,9,53)	serve buildings, supervise construction work (B.49-8,9,53)
10. Regulations		Establish, amend and repeal regulations of the board of education (B.49-10)	Establish, amend and repeal regulations of the board of education (B.49-10)
11. Budgets of revenue and expenditure concerning education	Distribute national subsidies (B.6)	Prepare documents concerning the estimates of revenues and expenditures for the approval of the prefectural assembly. Issue orders to the treasurer to expend necessary money (B.5,49-11,56-60)	Prepare documents concerning the estimates of revenues and expenditures for the approval of the local assembly. Issue orders to the treasurer to expend necessary money (B.5,49-11,56-60)
12. Basic property and reserve fund for educational purposes		Control the property and reserve fund (B.49-12) with approv. of pref. ass. (B.61-1)	Control the property and reserve fund (B.49-12) with approv. of loc. ass. (B.61-1)
13. Contracts for educational affairs		Contracts with other board for educational affairs (B.49-13)	Contracts with other board for educational affairs (B.49-13)
14. Social education 5/	Plan and execute nation-wide social education Assign and maintain national treasures, natural sites and historical monuments	Plan and execute social education within the prefecture (B.49-14) Maintain national treasures, natural sites and historical monuments entrusted by Ministry of Education	Plan and execute social education within the local community (B.49-14)
15. In-service training of teachers	Plan and execute in-service training of teachers	Plan and execute in-service training of teachers	Plan and execute in-service training of teachers
16. Research and statistics	Make research and statistics concerning education	Make research and statistics concerning education	Make research and statistics concerning education (B.49-17)
17. Community educational affairs		Educational, scientific and cultural affairs in the prefecture	Educational, scientific and cultural affairs of the community
18. Certificate of teachers 6/		Issue teacher's certificate (B.50-1)	
19. Attendance district of senior high school		Establish and amend the attendance district of public high school (B.54)	
20. Technical and professional	Give technical and professional advice and assistance to prefectural and local boards	Give technical and professional advice and assistance to the local boards of education (B.50)	
21. Report	Report from prefectural and local board of education (B.55)	Report from local board of education (B.55)	Report to M/E and prefectural board of education (B.55)
22. Safeguarding records and official papers		Safeguard records and official papers (B.49-15)	Safeguard records and official papers (B.49-15)

A - School Education Law No. 26, 1947
B - Board of Education Law No. 170, 1948
C - Law of Provisional Measures concerning the Publication of Textbooks No. 132, 1948
D - Law concerning Treasurer's Share of Compulsory Education Expenses No. 133, 1948, revised
E - Law concerning Share by the Local Government of Pay of Municipal School Personnel

1/ Temporary measures up until the enforcement of national standard program law
2/ In case of special wards, a metropolitan board shall dispose of those matters (B.52)
3/ For the time being, prefectural board shall select textbooks from among those which have been approved by M/E or those published by M/E (B.86)
4/ Prefectural board appoint or dismiss principals and teachers of compulsory education up until public educators service law is established (B.95)
5/ Law concerning social education shall be ordained in near future
6/ Law concerning the certificate of teachers shall be ordained in near future

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SOME BASIC INFORMATION FOR BOARD OF EDUCATION MEMBERS

A Compilation of Some Information

That Will be Helpful to Board Members

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PART I. INTRODUCTION

Characteristics that are essential for board members:

1. School board members should have a deep and lasting faith in education.

2. School board members should be familiar with the educational needs of the community and understand the role of the schools in fulfilling those needs.

3. School board members should be devoted to the building of a real and permanent democratic society in Japan.

4. School board members should think of themselves as representative of the whole people of the community.

5. School board members should be competent and highly respected members of the community.

6. School board members should possess good judgment and be of sound moral character.

A review of the constitutional and legal provisions that reveal the importance of education and directly and indirectly the importance of the task delegated to board members, follows:

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"Translation from Japanese source"

I. Abstracts from The Constitution of Japan

A. "Government is a sacred trust of the people, the authority for which is derived from the people, the powers of which are exercised by the representatives of the people, and the benefits of which are enjoyed by the people." Preamble

B. "The people have the inalienable right to choose their public officials and to dismiss them." Art. 15 (1)

"All public officials are servants of the whole community and not of any group thereof." Art. 15 (2)

C. "All people shall have the right to receive an equal education correspondent to their ability, as provided by law."

"All people shall be obligated to have all boys and girls under their protection receive ordinary education as provided by law. Such compulsory education shall be free." Art. 26

D. "The Diet shall be the highest organ of state power, and shall be the sole law-making organ of the State." Art. 41

E. "Executive power shall be vested in the Cabinet." Art. 65

"The Cabinet shall consist of the Prime Minister, who shall be its head, and the other Ministers of State as provided for by law."

"The Prime Minister and other ministers of state must be civilians." "The Cabinet, in the exercise of executive power, shall be collectively responsible to the Diet." Art. 66

F. "The whole judicial power is vested in a Supreme Court and in such inferior courts as are established by law." Art. 76

"The Supreme Court is the court of last resort with power to determine the constitutionality of any law, order, regulation or official act." Art. 81

G. "The power to administer national finances shall be exercised as the Diet shall determine." Art. 83

"No money shall be expended, nor shall the State obligate itself, except as authorized by the Diet." Art. 85

"The Cabinet shall prepare and submit to the Diet for its consideration and decision a budget for each fiscal year." Art. 86

H. "This Constitution shall be the supreme law of the nation and no law, ordinance, imperial rescript or other act of government, or part thereof contrary to the provisions hereof, shall have legal force or validity." Art. 98

II. Abstracts from The Fundamental Law of Education

A. "Having established the Constitution of Japan, we have shown our resolution to contribute to the peace of the world and welfare of humanity by building a democratic and cultural state. The realization of this ideal shall depend fundamentally on the power of education."

"We shall esteem individual dignity and endeavor to bring up the people who love truth and peace, while education which aims at the creation of culture, general and rich in individuality, shall be spread far and wide."

"We hereby enact this law, in accordance with the spirit of the Constitution of Japan, with a view <u>to clarifing the aim of education</u> and establishing the foundation of education for new Japan." Introduction

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B. The Aim of Education. "Education shall aim at the full development of personality...."

"The aim of education shall be realized on all occasions and in all places...." Arts. 1, 2

C. Equal Opportunity in Education. "The people shall all be given equal opportunities of receiving education according to their ability, ...

"The state and local public corporations shall take measures to give financial assistance to those who have, in spite of their ability, difficulty in receiving education for economic reasons." Art. 3

D. Compulsory Education. "The people shall be obligated to have boys and girls under their protection receive 9 years' general education...." Art. 4

E. School Education and Teachers. "The schools prescribed by law shall be of public nature and, ...

"Teachers of the schools prescribed by law shall be servants of the whole community. They shall be conscious of their mission and endeavor to discharge their duties. For this purpose, the status of teachers shall be respected and their fair and appropriate treatment shall be secured." Art. 6

F. School Administration. "Education shall not be subject to improper control, but it shall be directly responsible to the whole people.

"School administration shall, on the basis of this realization, aim at the adjustment and establishment of the various conditions required for the pursuit of the aim of education." Art. 10

III. Abstracts from the School Education Law

A. Scope of the Law:

"The schools provided for in this law shall be primary schools, secondary schools, high schools, universities, schools for the blind, schools for the deaf, schools for the handicapped,and kindergartens." Art. 1

B. The purpose of the primary school:

"The primary school shall aim at giving children elementary general education according to the development of their minds and bodies." Art. XVII

"In primary school education efforts shall be made to attain the principles mentioned in each of the following items in order to effect the aim stated in the foregoing article:

1. To cultivate right understanding and the spirit of cooperation and independence in connection with relationships between human beings on the basis of children's experience in social life both inside and outside the school.
2. To develop a proper understanding of the actual conditions and traditions both of children's native communities and of the country, and further, to cultivate the spirit of international cooperation.
3. To cultivate basic understanding and skills on food, clothing, housing, industries, etc., needed in everyday life.
4. To cultivate ability to understand and use correctly words and expressions of the Japanese language needed in everyday life.
5. To cultivate ability to understand and manage correctly mathematical relations needed in everyday life.

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6. To cultivate ability to observe and dispose natural phenomena met with in everyday life in a scientific manner.
7. To cultivate habits needed for a sound, safe, and happy life and to effect a harmonious development of minds and bodies.
8. To cultivate basic understandings and skills in music, fine arts, literature, etc., which make life bright and rich." Art. XVIII

C. The purpose of the secondary school:

"The secondary school shall aim at giving the pupils secondary general education according to the development of their minds and bodies on the basis of the education given at the primary school." Art. XXXV

"In secondary school education efforts shall be made to attain the principles mentioned in each of the following items in order to realize the aim stated in the foregoing article:

1. To cultivate the qualities necessary as the members of a society and the State, securing the objectives of the primary school education more thoroughly.
2. To cultivate the fundamental knowledge and skill of the vocations required in society, the attitude to respect labor, and the ability to select their future course according to their individuality.
3. To promote their social activities in and out of school, to guide their sentiment rightly, and to cultivate their fair judgment." Art. XXXVI

D. The purpose of the high school:

"The high school shall aim at giving the students higher general and technical education according to the development of their mind and bodies on the basis of the education given at the secondary school." Art. XLI

"In high school education efforts shall be made to attain the principles in each of the following items in order to realize the aim stated in the foregoing article:

1. To cultivate the qualities necessary as able members of society and the state, developing the results of the secondary school education.
2. To make students decide on their future course according to their individuality on the basis of their consciousness of the mission they are to carry out in society, to cultivate the higher general culture, and to make them skilled in technical arts.
3. To cultivate broad and deep understanding and ability of sound judgment regarding society and to attempt the establishment of their individuality." Art. XLII

E. Education for the handicapped:

"The school for the blind, the school for the deaf, and the school for the handicapped shall aim at giving education respectively to the blind, the deaf, and the mentally and physically handicapped such as the mentally or physically weak, etc., on the same levels as the kindergarten, the primary school, the secondary school, or the high school, and at the same time, giving necessary knowledge and skill to supplement their infirmities." Art. LXXI

"A prefecture shall establish, with the approval of its assembly, schools for the blind, schools for the deaf, or school for the handicapped sufficient to accommodate the blind, the deaf, and the mentally and physically handicapped such as the mentally or physically weak, etc., of school-age children and pupils who live in the area under its jurisdiction." Art. LXXIV

"Translation from Japanese sources"

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"Translation from Japanese sources"

"The primary school, the secondary school, and the high school may provide special classes for the children and pupils who come under any of the following classes:

1. Those who have abnormal characters
2. The mentally weak
3. The deaf and those who have difficulty in hearing
4. The blind and the weak-sighted
5. Those who have difficulty in speaking
6. Other handicapped persons
7. Those who have weak constitutions.

The schools mentioned in the foregoing paragraph may give education to those children and pupils who are under medical care by providing special classes or by dispatching teachers to them." Art. LXXV

F. The kindergarten:

"The kindergarten shall aim at bringing up young children and developing their minds and bodies, providing suitable environment for them."

"In order to realize the aim in the foregoing article the kindergarten shall endeavor to attain the objective in each of the following items:

1. To cultivate everyday habits necessary for a sound, safe, and happy life and to effect a harmonious development of bodily functions.
2. To make children experience in the kindergarten a group life and cultivate willingness to take part in it as well as the germs of the spirit of cooperation and independence.
3. To cultivate the germ of the right understanding of and the right attitude towards surrounding social life and happenings.
4. To guide the right usage of the language and foster an interest in fairy tales and picture books.
5. To cultivate an interest in expression of their own through music, dances, pictures, and other means." Art. LXXVIII, Art. LXXVII

"Translation from Japanese sources"

"Comment by Educ. Div., CIE."

IV. A Discussion of The Board of Education Law

A. The Board of Education Law which passed the Diet on 5 July 1948 as Law No. 170, 1948, provided for two kinds of school boards; Prefectural Boards of Education and Local Boards of Education. The Prefectural Board will have control of all schools established by the prefecture. The Local Board will have control of all schools established by the local public body.

Prefectural Boards are delegated the same responsibilities for the schools under their control as those assigned to Local Boards for the schools under their control; and in addition, the responsibility for issuing certificates for educational personnel within the law, for approving textbooks for all schools within the prefecture, for giving advice to Local Boards, for establishing or revising the attendance districts for upper secondary schools, and for other responsibilities provided for by laws and regulations such as serving with the local Boards of Education within the prefecture as a Council. (Arts. 48-51)

The prefectural board of education has been delegated certain responsibilities that are concerned with all public schools in the prefecture. In addition, it has been granted the responsibilities of a local board of education for all schools established by the

References are to The Board of Education Law, No. 170, 1948

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prefecture. These two delegations of quite different responsibilities may cause endless confusion. It is therefore recommended that prefectural boards of education keep two complete sets of records, those which apply to its responsibilities for the entire prefecture and those which apply only to the schools that it has established.

This may easily be done by convening as a prefectural board of education. When all matters which concern all public schools of the prefecture have been considered, by motion, the board may go into a committee of the whole for the consideration of matters that apply only to the public schools that it has established. If this procedure is followed there will be no trouble in keeping the records clear.

The "procedure" of the two boards may be the same. The differences in them lie in the scope of their responsibilities. These differences will be discussed in Parts V, VI, and VII.

B. The Board of Education is a Legislative Body.
(The following discussion applies equally well to Local Boards and to Prefectural Boards)

The Board of Education is a legislative body and exerts its control over the educational affairs under its direction through Board regulations. This is one of the most essential features of local control. The law definitely uses the word "legislate" in the text. (Article 53) It specifies, however, that the Board regulations that are passed, i.e. legislated, may not be contrary to existing laws and ordinances. (Article 53)

The decisions of the Board become its policy and should be publicly announced. (Article 53) Determining these decisions, and recording them, represents the method of Board control by deliberation. All policy is made and all action is initiated only through the minutes. Minutes (or resolutions) (Article 40), then, represent the official source of policy.

Policy as defined above may be termed "Board policy" or Board of Education policy.

Policies are in reality plans of action and represent decisions of a board of education on how the schools shall be administered.

C. The Authority of The Board Member when the Board is not in Legal Session.

No member of the board of education shall have any authority as an individual by reason of his official position, for the action of the board of education is the result of the deliberation of members at a lawful meeting at which time a majority rules. A board may speak only through its official records. (Article 36)

D. The Conduct of the Meeting.

The procedure for the conduct of the Board of Education meeting definitely assures free and orderly discussion of the problems involved with decisions made by the rule of the majority. (Pr. 38) Regular or ordinary meetings of the Board are to be held once every month and members are to be notified before the date of the meeting. (Article 35) A quorum must be present at the roll call of the members if the meeting continues and official action is to be taken. (Article 36) All of these precautions that are written into the law are for the purpose of securing prompt attendance of members, orderly and business-like procedure and the prevention of control by a small part of the Board. (Article 40) Provision has also been made for special meeting (extra-ordinary meetings) for special purposes (Article 35) and for procedure when a quorum is not present. (Article 36)

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"Comment by Educ. Div., CIE."

The chairman of the Board, or the vice-chairman in his absence, presides over the meeting of the Board. (Article 33) In actual practice the Superintendent of Education should prepare for the chairman, the agenda of the important items to be considered. After the preliminaries of the meeting, which include "Call to order" by the chairman, "roll call" and the "establishment of a quorum" by the secretary, the Chairman calls on the Superintendent for a statement of the first item on the agenda and an explanation of the need for action. This should be done before the chairman and the members participate in its discussion.

The minutes of the Board of Education represent its "meeting by meeting" policy and usually can be amended, revised, striken out or superceded by minutes officially passed at the same or later meetings. However, most of the problems that are before the Board of Education for its consideration demand "long-time planning and thinking" and the development of comprehensive policy that will effect public education for a year, for ten years, for a century and possibly for always. For example, when the budget, proposed by the Superintendent of Education has been approved by the Assembly (Article 59) and officially adopted by the Board of Education by motion (or resolution) and recorded in the minutes of the Board, that entry is quite different in significance from a motion to adjourn. On the one hand, the budget covers a long period of time and the adjournment is an official action at one meeting, only. Another example will suffice. Suppose a Board of Education is considering the problem of a salary schedule for all teachers under it's jurisdiction. The passage of the minute or resolution is of significance now, tomorrow and possibly for years to come.

It should be subject to change, alteration, modification or elimination when some time in the future the conditions that prevailed when it was passed no longer maintain. But in the meantime, this long term policy of the Board is protected by making its amendment cover a period of two or more meetings with a larger number of the members of the Board voting affirmatively than is necessary to pass the usual motion. Such motions or resolutions that have long-time implication become a part of the regulations of the Board. They represent continuing or comprehensive policy. (Parlimentary Procedure is placed as part IV of this material)

E. The Superintendent of Education

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 Superintendent is the adviser of the Board and may make recommendations; in fact, the Board may require that his recommendations be given. (Article 49) It should be pointed out, however, that the Board is not compelled to accept the recommendation of the Superintendent of Education; neither is it compelled to ask his advice or his recommendation.

It is said by some authorities that the most important responsibility of the Board of Education is the selection of the Superintendent of Education. It is universally agreed, however, that his selection is one of its most important responsibilities. The Board of Education Law passed by the Diet definitely makes the appointment of the Superintendent of Education, the responsibility of the Board of Education on and after 31 March 1949. (Articles 41 & 77)

The position of superintendent of education is further clarified in the Cabinet Order concerning the Enforcement of the Board of Education Law in that the secretarial officials and officials of the secretariat operate under his direction. Cabinet Order, Arts. 16, 17, 22, 23. The above statements and Art. 42 of the Board of Education Law clearly reveal the superintendent of education as the chief executive officer of the board of education. (Art. 42)

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"Comments by Educ. Div., CIE."

PART II WHO MAY NOT SERVE

I. Who may not serve concurrently as a member of a board of education?

1. Teachers must retire from their teaching positions. (Letter from Dir. Re. Bur., M/E to Pref. Gov. and Mayors, Q2)

2. Members of Public Safety Committees cannot serve concurrently. (Letter from Dir. Re. Bur., M/E to Pref. Gov. and Mayors, Q6)

3. Diet members, members of assemblies of local public bodies, (excluding the member prescribed in par. 3 of Art. 7, of Board of Education Law), national public officials and paid employees of local public bodies cannot concurrently be members of any board of education. (Board of Education Law, Art. 10 (1))

4. Members of a prefectural board of education cannot concurrently be members of a local board of education. (Board of Education Law, Art. 10 (2))

II. What procedure is to be followed when a person is elected who cannot serve concurrently as a member of a board of education?

1. If such a person, for example a teacher, has been elected as a board member, he must file a notice with the electoral administrative committee that he has declined the office (teaching position) included in Art. 10 (1) of the Board of Education Law; then he may be a board member. (Cabinet Order No 239, Concerning the Enforcement of Board of Education Law, Art. 7) However, if he does not want to hold office as a board member he must file a notice to that effect with the above committee within 10 days from the day on which he received a notification of his having been duly elected. (Local Autonomy Law Art. 60 (1))

2. If he does not resign the position indicated in Part II, I, item 3 above and does not, within 10 days, file notice that he declines to accept membership on the board of education as indicated in Part II, II, paragraph 1 above, "he shall be deemed to decline to accept office." (Local Autonomy Law, Art. 60, par. 3)

III. What procedure must be followed in securing a board member when a person is elected who cannot serve?

1. <u>Before the expiration of the time limit.</u> (10 days from notification)

The election meeting shall determine the elected member from those who failed to be elected in the order of the number of votes received, in place of each of the following persons:

a. An elected person who declines to accept office or has died.
b. An elected person who ceases to be qualified.
c. An elected person whose election becomes null and void because of a suit concerning the election.
d. An elected person whose election becomes null and void because he has been sentenced to punishment for an offense concerned with the election.
e. An elected person whose election becomes null and void because his campaign director has been sentenced to punishment for an offense concerned with the election. (Board of Education Law, Art. 20, Local Autonomy Law, Arts. 57, 60)

2. <u>After the expiration of the time limit.</u>

a. In case of a tie vote, an election meeting shall determine the member by drawing lots. (Brd. of Ed. Law, Art. 21 (2))
b. Except for the above case, the board of education concerned shall appoint a recruiting member from among those who have eligibility as board members. (Brd. of Ed. Law, Art. 24)

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c. When all the elected members become vacant after the time limit (10 days), an election to fill the vacancies shall be held by the electoral administrative committee except when all the elected members become vacant within six months of the next election. (Brd. of Ed. Law, Art. 25) In latter case see BEL., Art. 24 (1).

"Translation from Japanese sources"

PART III THE BOARD MEMBER'S OBLIGATION

I. The Oath of Office

"Matters concerning the oath, duty to obey laws and the performance on duty of board members shall be ordained by the other law concerning the officials of local public bodies." (School Board Law, Art. 32)

II. The Recall of Board Member

"Those having the suffrage for members of a board of education may request the dismissal of its members." (School Board Law, Art. 29)

PART IV SUGGESTED PARLIAMENTARY PROCEDURE

1. Parliamentary Procedure.

The board of education is a legislative body. The policies that it formulates represent its most important function. The business that it transacts, within the framework of its own policies should be conducted efficiently with no loss of time or undue expenditure of energy. Every well organized board of education has, or should have, a definite parliamentary procedure for the conduct of its meeting.

The suggested procedure given here may be adapted to the needs of a particular board of education. They represent a code of everyday good manners that are democratic and efficient. With no standards of procedure the work of the board of education may be time consuming and wasteful of board energy. With a definite procedure to follow the work of the board of education is a formal gathering of the members whose purpose it is to solve common problems that will reflect in the lives of the boys and girls of the community. It should be a "meeting of minds" rather than a casual meeting of individuals. The "meeting of minds" is best attained if the rights and the duties of each individual are agreed to and adhered to in the conduct of the meeting.

2. Procedure for Addressing the Chair and Making a Motion.

Any member of the board who wishes to make a statement addresses the chairman and says, "Mr. Chairman." The chairman recognizes the board member (if no one else has the right of the floor) by saying: "Mr. _____," (using the name of the board member he is recognizing.) When this board member is thus recognized, he makes his statement. The only time a member need not address and receive recognition from the chair is when he is seconding a motion.

1. Introducing the Motion: Any member of the board may make a motion after being recognized by the chairman. The introductory statement of a motion is: "Mr. Chairman, I move that ...."

2. Seconding the Motion: The main motion must then be seconded by another member of the board who says: "I second the motion." If the motion is not seconded, it is lost.

3. Withdrawing the Motion: After a motion is made the maker may change his mind about it or wish to prevent action upon the motion in order that more urgent business be acted upon. In case a member desires to withdraw a motion, he says: "Mr. Chairman, I ask permission to withdraw my motion, ..." Ordinarily the request need not be seconded. The Chairman then puts the request to a vote.

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4. Discussing the Motion: After a motion is made and seconded, the chairman says: "You have heard the motion which has been seconded. Is there any discussion?" Discussion may follow. Each member who wishes to take part in the discussion must be recognized by the chair before he participates in the discussion.

5. Amending the Motion: When it is necessary to amend a motion, the amendment is presented and seconded in the same way as the original motion. The amendment of a motion may be made in any of the following four ways or forms:

   a. Addition — When a member wishes to add to a motion he says: "Mr. Chairman, I move the motion be amended by adding (or inserting) the words ...."

   b. Elimination — When a member wishes to eliminate some part of a motion, he says: "Mr. Chairman, I move the motion be amended by striking out the words...."

   c. Substitution — When a member wishes to substitute one or more words for words already in the motion he says: "Mr. Chairman, I move that the motion be amended by substituting the word.... for the word...."

   d. Division — When a member wishes to divide the original motion into two or more motions, he says: "Mr. Chairman, I move that the motion be divided and that the board consider first .... and second...."

6. Tabling the Motion: The purpose of this motion is to delay action on a question until some future time, either in the same meeting or some future meeting. When a member wishes to table a motion, he says: "Mr. Chairman, I move to lay on the table a motion to ...." To remove the motion from the table at some later time, a member says: "Mr. Chairman, I move to take from the table the motion ...."

7. Voting on the Motion: After the discussion on the motion seems to be finished, the chairman says: "Are you ready for the question?" If this question receives a general chorus of "Question " and no one rises to speak, the chairman concludes consideration of the motion by "putting the question." When he "puts the question" he repeats the motion (or asks the secretary to read it) by saying — "The question is whether the board wishes to adopt the motion that ...." After the question has been stated, the chairman says: "You have heard the question. Those who favor the motion answer AYE, those against the motion NAY, as the roll is called." The secretary then calls the roll and records by name the individual votes on the motion, for the minutes.

8. Reconsidering the Motion: It is sometimes necessary to reconsider an action taken at a former board meeting. If this is desirable the form of the motion is: "Mr. Chairman, I move to reconsider the action of .... taken at the meeting of ...." (the minutes of the board may be amended during the time members are in office and before the rights of a third party are involved.) Motion to reconsider may be made only by a member who voted in the affirmative on the original motion.

2. The Conduct of the Meeting

   1. Preliminaries to the Meeting

      a. Call to Order — When members of the board are assembled and the appointed time has arrived, the chairman of the board calls the meeting to order by saying: "Will the meeting please come to order?" If the chairman and vice-chairman are both absent from a meeting, the members present may select any one of their number to act as chairman.

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"Comments by Educ. Div., CIE"

b. Roll Call -- The secretary of the board calls the roll. The chairman's name is the last of the board members called followed by the name of the superintendent. The secretary records the presence and absence of members and reports same to the president.

c. Establishment of a Quorum — A quorum is necessary to transact business. If the attendance reported by the secretary constitutes a quorum, the chairman declares a quorum established and the meeting open for business.

d. Absence of Quorum — In case less than a quorum is present at a legally called meeting, the chairman, vice-chairman, or acting chairman may declare such meeting adjourned until a future date. If a meeting is adjourned because of lack of a quorum, it shall be entered accordingly on the minutes and read at the next meeting.

2. Approval of Minutes of Preceding Meeting

a. Reading of the Minutes — Following the establishment of a quorum the first item of business is the reading of the minutes of the previous meeting by the secretary. (The secretary may have previously mailed a copy of the minutes of the last meeting to each board member. If this has been done, the minutes need not be read. The chairman merely ascertains that each member has received a copy.)

b. Correcting the Minutes -- After the minutes are read, the chairman asks: "Are there any corrections or additions to the minutes as read?" If so, such changes will be in the form of a motion. The chairman asks:

"Are there any objections to the alteration of the minutes?"
If there is none, he orders the secretary to make the necessary change.
If there is an objection, the suggested change must be presented as a motion.
The minutes of the board may be amended during the time members are in office and before the rights of a third party are involved.

c. Approving the Minutes -- When and if alterations are completed, the chairman says: "If there are no (other) objections, the minute stand approved as read, or as corrected," and the secretary writes the word APPROVED and the date of approval at the end of the minutes.

A vote of the board is not necessary for the approval of the minutes, but one may be taken if desired.

3. Report of the Superintendent

Following the approval of the minutes, the chairman calls on the superintendent (the chief executive officer) for his report of the unfinished business, new business, and communications and petitions. The items presented by the superintendent in this report make up the actual business of the board meeting. The superintendent presents one item at a time which is dealt with by the board members with the chairman continuing to function as the presiding officer. The order of presentation is as follows:

a. Unfinished business
b. New business
c. Communications and Petitions.

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"Comments by Educ. Div., CIE"

a. Unfinished Business

(1) The superintendent calls the attention of the board to each item of the unfinished business left from a previous meeting and makes such comments on each as he may wish. If the superintendent is directed by the board at a previous meeting to present additional data, it is desirable that each board member be furnished a typewritten copy of such information.

(2) The chairman presides over the board discussion as each particular issue is settled, discussed, or again postponed in the form of a motion.

b. New Business

(1) After the board has disposed of "unfinished business," the superintendent presents new business, one item at a time.

(2) General discussion follows the superintendent's presentation of new business with the chairman acting as the presiding officer

(3) After discussion each item of business should be accepted, rejected, or postponed through a motion.

c. Communications and Petitions

(1) After the board has disposed of "new business," the superintendent presents any communications or petitions that have been received by him.

(2) All communications and petitions to the board should be sent to the superintendent for presentation to the board. At this time representative of organization or groups of citizens who have registered with the superintendent 24 hours before the meeting, may be permitted to speak for or against a communication or petition, provided however that the board shall decide the amount of time that can be used by each speaker. Such speakers will address their remarks to the chair except when permission is granted by the chair for questions to be directed to a member of the board. The member of the board may request permission of the chair to question the speaker. The official decision of the board shall not be taken until the visitors have retired from the meeting.

(3) Any discussion or action by the board on such items should be conducted in the same manner as described under "new business".

4. Miscellaneous

Problems or proposals may be introduced at this time by board members and delegated to proper authorities for future study. These ordinarily are items which do not require definite actions at this meeting. At this time the chairman calls for any matters that do not properly fall within the scope of preceding business, such as announcements.

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"Comments by Educ. Div. CIE"

5. Adjournment

a. When business is concluded, a member moves to adjourn by saying, "Mr. Chairman, I move we adjourn," or the chairman calls for a motion for adjournment.

b. A motion to adjourn must be made, seconded, and put to immediate vote before actual adjournment takes place.

c. The presiding officer must declare the meeting adjourned and this fact must be recorded by the secretary.

d. After the meeting is declared adjourned, the meeting is officially closed, and no business can be conducted until the next meeting of the board.

e. Three special rules apply to the motion for adjournment:

(1) It may not interrupt a speaker or the process of voting on a motion, but it is in order at any other time.

(2) It is not debatable.

(3) It may not be amended.

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SUGGESTIONS RELATIVE TO THE ADOPTION OF A TEMPORARY ORGANIZATION

The intention of those who prepared the organization charts was to make available suggested plans of organization, none of which should be adopted without careful study and modification to suit a particular situation. In addition, it should be recognized that the plan adopted should be subject to change.

The organization of the secretariat of a local board of education as well as the secretariat of a prefectural board of education should be very carefully considered. It should be based upon a number of factors such as: economy in the assignment of personnel; economy in the allocation of responsibility to personnel; designation of all lines in the administration of responsibility extending through the office of the Superintendent of Education and through him to the staff; and preservation of all lines of responsibility from all employed members of secretariat to the board of education through the superintendent of education. In addition, the organization should be based upon the legal structure, the interpretation of the courts, and the rules and regulations of the various boards of education as well as Government Ordinances. The rules and regulations of the board of education must in turn be built within the framework of the law and should be based on careful studies of the division of responsibility between the M/Education, the prefectural board of education, the prefectural superintendent of education, and the prefectural professional staff, as well as the ~~divisi-~~ division of responsibility between the local board of education, the local superintendent of education and the members of the local professional staff. Since the divisions of responsibilities mentioned above have not yet been completed, and rules and regulations have not as yet been written, any organization of a board of education at this time should be tentative and subject to change.

The large chart "Division of Responsibilities Between Minister of Education, Prefectural Board of Education, and Local Board of Education" will be suggestive but some time in the future, it is hoped to have available a detailed analysis for each of these items, since any plan of organization should take into account the responsibility to be performed. It seems evident there, that final organization can not be made at this time.

The first chart, entitled, "Suggested Organization of a Prefecture" has been "streamlined" by placing the functions under each major heading on a separate sheet entitled "A Suggested Distribution of Functions." This same chart can be adapted to a large city by removing those functions that are included in Art. 50 of the Board of Education Law. The other charts that are presented may be adapted for a prefectural or a local board of education, as indicated.

These charts will offer suggestions as to ways in which the major functions may be grouped into organizational units for administrative purposes. It is suggested that those who are working out organization charts attempt, first, to determine, as nearly as possible, the functions that are to be performed; second, that they work out the major divisions of the scheme of organization and place in each division the groups of relevant functions. It seems quite clear that there may be great variations in the organization plans.

The chart entitled "The Suggested Organization of a City, Town, or Village" represents the lines of responsibility that must run to and from each principal of a school. To the left of the diagram will be placed the staff organization found necessary in the light of the size of the community. The size of this staff may vary from one very small division with only one person, to three or more divisions with several persons assigned to each division. After the number of divisions to be included in the staff have been determined, then the groups of relevant functions should be placed within each division.

It is hoped that these charts will be helpful to those who are organizing the secretariats of both the local and prefectural boards of education.

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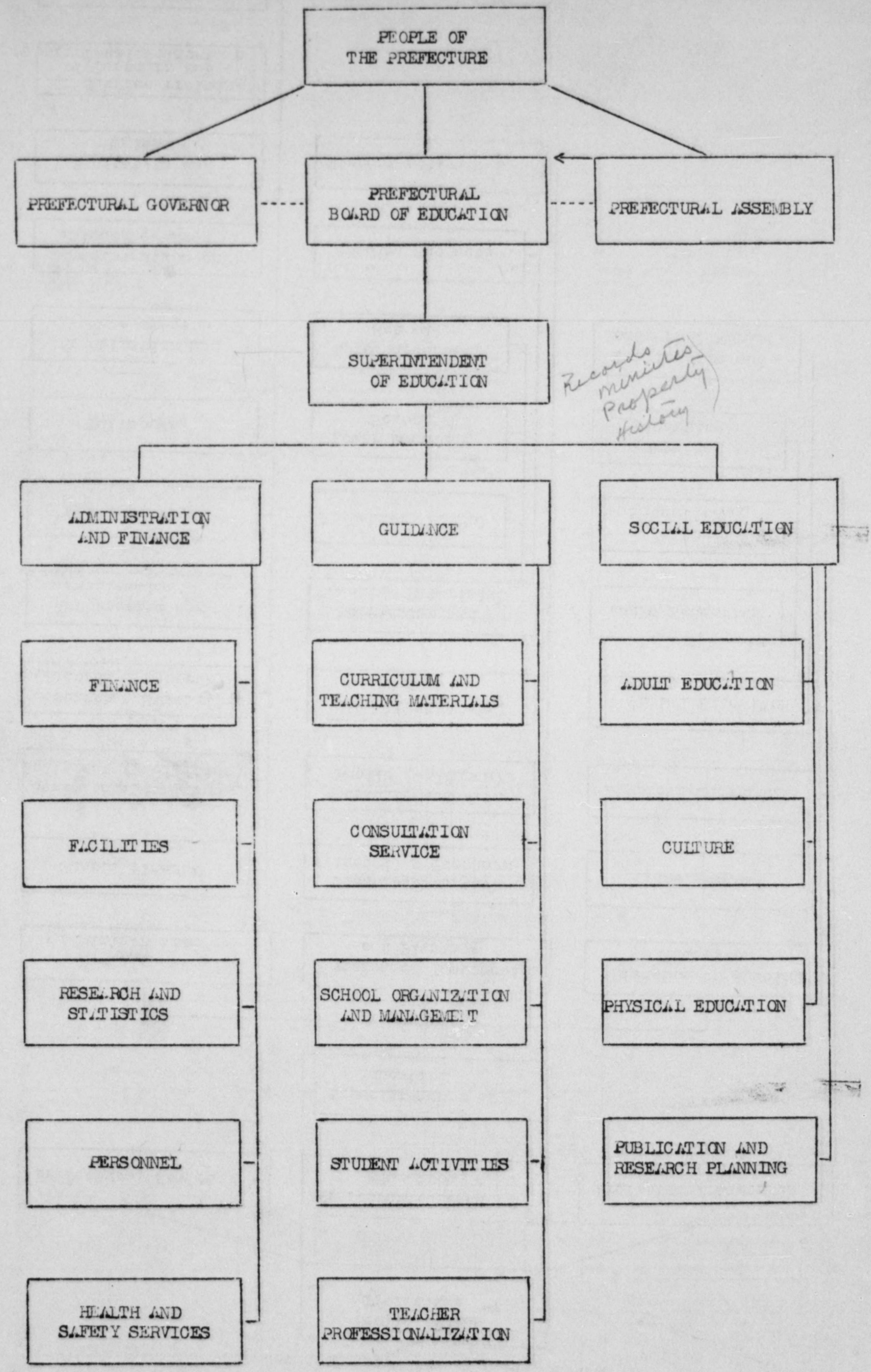
Suggested Organization of a Prefecture



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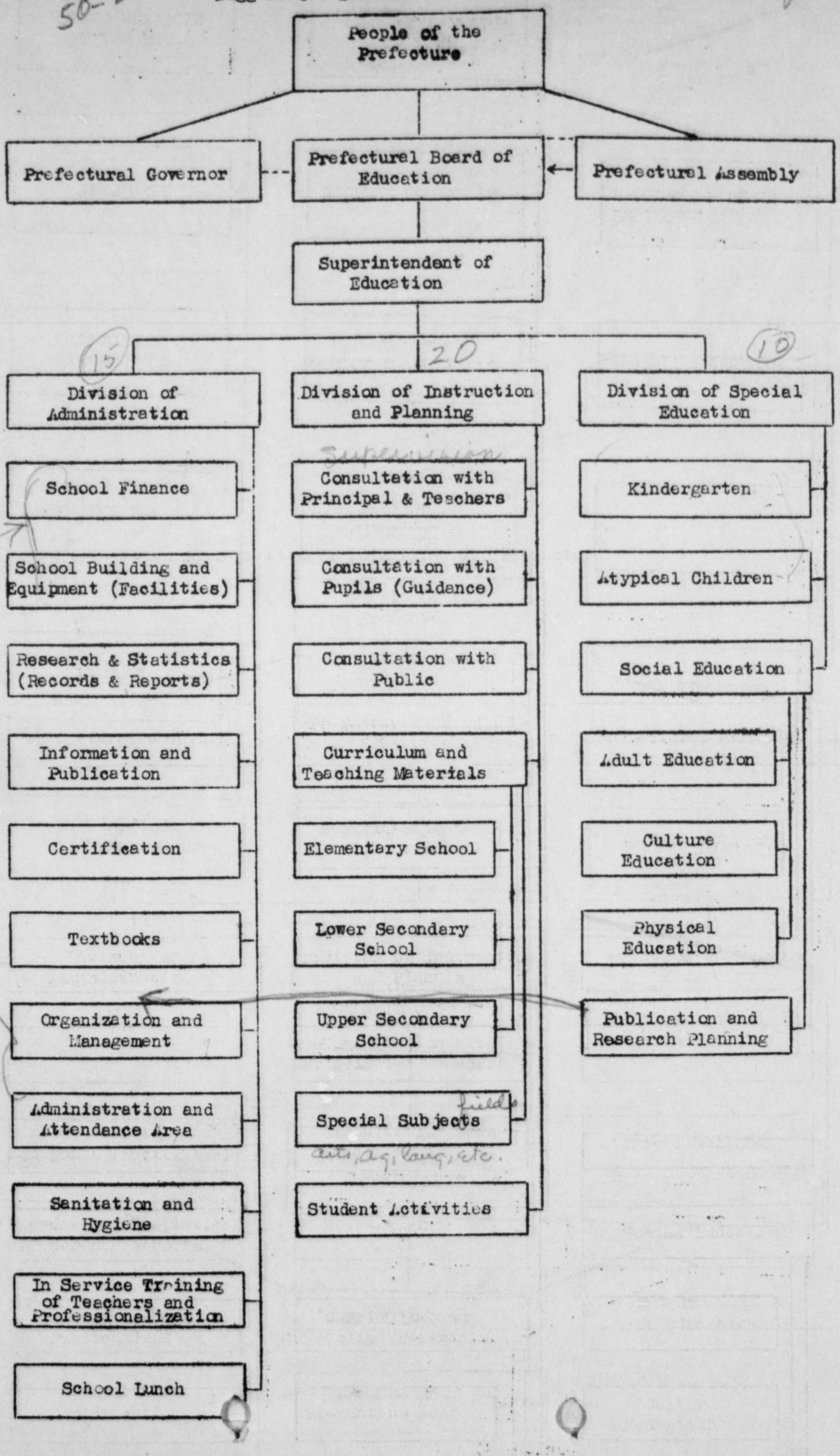
Missouri Plan modified

50-25

Suggested Organization of a Prefecture



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A SUGGESTED DISTRIBUTION OF FUNCTIONS
(Prefectural Boards of Education)

FINANCE

Finance:
- Accounting
  - Capital outlays
  - Current expense
  - Debt service
  - Fixed charges
- Audit
- Budgeting
- Insurance
- Pay-roll procedures
- Reserve funds
- Taxation

RESEARCH & STATISTICS

- Research & Statistics
- Records keeping and safeguarding all permanent, cumulative records except the records of Board of Education, finance and teachers
- Reports to M/Ed
- School administrative & attendance area

CONSULTANT SERVICE

Consultation with principal and teachers of
- elementary
- lower secondary
- upper secondary
- correspondence
- evening & part-time

Consultation with pupils:
- educational guidance
- vocational guidance

-Consultation with the public
- -public relations
  - bulletins
  - open house
  - press
  - model home
  - radio
  - speeches

FACILITIES

-Buildings & grounds
- equipment
- supplies
- operation
- maintenance
- removal of hazards
- space provisions
  - for curriculum
  - for activities
  - for offices
  - for storages
  - for contests

-Building programs. Planning:
- -the needs in the light of curriculum
- -the space provisions
- -the materials
- -the finance
- -the construction

CURRICULUM & TEACHING MATERIALS

-Curriculum
- elementary
- lower secondary
- upper secondary
- handicapped
- kindergargarten
- vocational

-Textbooks
-Teaching-materials
-Auditory aids
-Visual aids

PERSONNEL

-Certification
-Housing, retirement & pensions
-Permanent cumulative records of certified employees
- experience
- health
- personal data
- public addresses
- publications
- research projects
- training

-Permanent cumulative records of non-certified employees
- experience
- health
- personal data
- training

SCHOOL ORGANIZATIONS & MANAGEMENT

-Organization
- Principal
- Asst. principal
- Secretaries
- Caretakers of
  - elementary
  - lower secondary
  - upper secondary

-Management
- Housekeeping
- School records
- Internal finance
- Principal
- Teacher
- Pupil
- Custodian
- Space utilization
- Use of library

ADULT EDUCATION

-Adult education for workers
-Community education
-Extension education
-Libraries
-Room for listening to the public
-Women's education
-Youth education

CULTURE

-Art & drama
-Education juridical persons
-Historical site & places of scenic beauty
-Museums
-Music
-Natural monuments
-Science

HEALTH & SAFETY SERVICES

-School lunch
-School sanitation & hygiene
-School safety
- pupils
- patrons
- teachers:
  - on bleachers
  - in classroom
  - in corridors
  - on playgrounds
  - enroute to & from school

-Physical examinations & follow-up
-Cumulative health records
-Dental examinations
-Immunization

STUDENT ACTIVITIES

-Clubs
-Home rooms
-Organizations
-Sports
- inter-mural
- inter-scholastic

TEACHER PROFESSIONALIZATION

-Inservice training of teachers
- correspondence
- extension
- leave of absence for study or travel
- reading circle
- summer school

-Professional organization

PHYSICAL EDUCATION

-Community recreation
-Competitive athletics
-Equipment.
-Industrial recreation
-Playgrounds

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Mr. Morgan

BOARD OF EDUCATION

SUPERINTENDENT OF EDUCATION

INTERNAL ADMINISTRATION

- PERSONNEL
- PAYROLL
- ACCOUNTING
- PROPERTY

LEGAL COUNSEL

DIVISION OF GENERAL AFFAIRS

- Administrative Affairs
- Educational Affairs
- Commission of Local Units
- Textbook Committee
- Local Board of Education
- Curriculum Commission
- Research & Statistics
- Libraries & Teaching Aids
- Finance & Accounting
- Special Education Commission
- Certification Committee
- Social Education Council
- Administrative Conference
- Vocational Education Commission
- School Planning
- Student Guidance Council
- Procurement
- Teacher Education
- Personnel Council
- Teacher Consultants
- Legal Interpretation
- Art, Science, and Culture Institutions
- Publications

DIVISION OF PREFECTURAL INSTITUTIONS

- Administration and Finance
- Instruction
- Educational Administration
- Curriculum and Textbooks
- Research and Statistics
- Teaching Methods and Aids
- Publications
- Supervision
- Public Relations
- Students Guidance
- School Planning
- Vocational Education
- Construction and Repairs
- Social Education
- Plant Operation
- Special Education
- Personnel & Organizations
- Special Services
- Budgets and Accounts
- Supervision of Attendance
- Payroll
- Student Welfare
- Supplies
- Teacher Welfare
- Museums, Exhibits, Etc.
- Community Service

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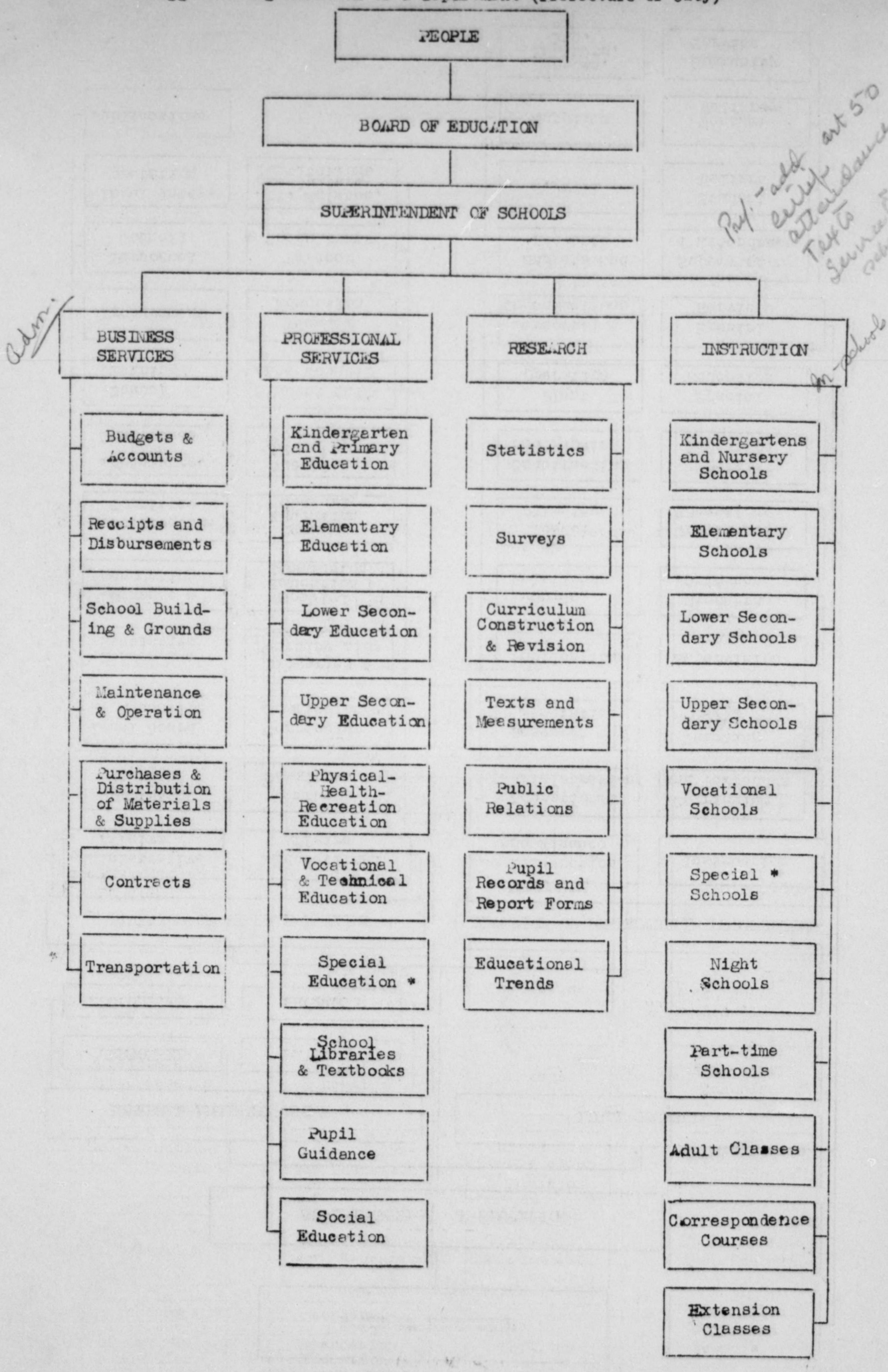
Suggested Organization of a Department (Prefecture or City)



* Physically and Mentally Handicapped, etc.

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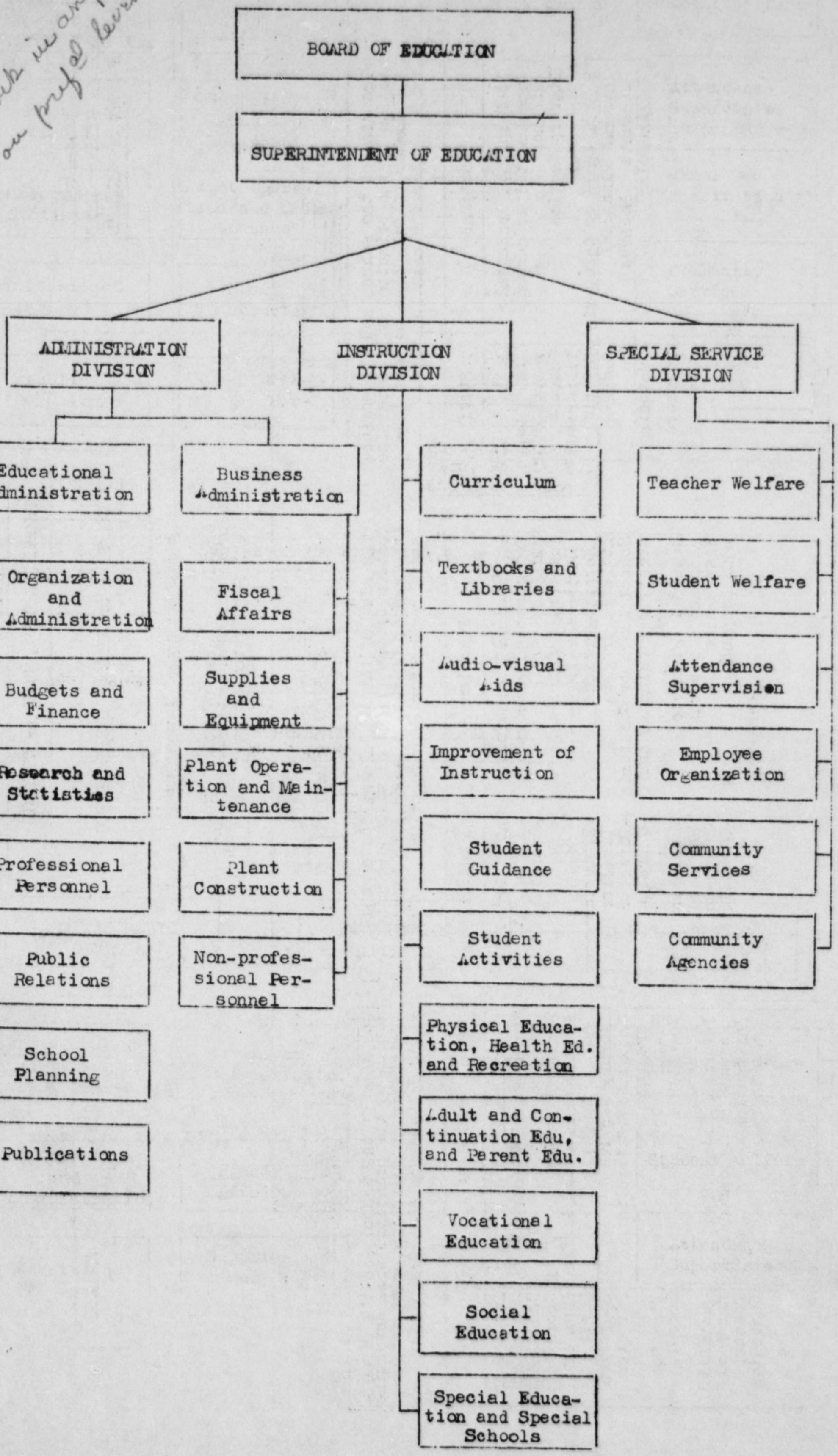
Will work in any city or our prof'l level

Mr. Morgan

Suggested Organization of a Large City



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Suggested Organization of a City, Town, or Village

PEOPLE OF CITY, TOWN or VILLAGE

MAYOR OF CITY or HEAD-MAN OF TOWN or VILLAGE

CITY, TOWN or VILLAGE BOARD OF EDU.

CITY, TOWN or VILLAGE ASSEMBLY

SUPERINTENDENT OF EDUCATION

Executive Officer of Board, Board Records; Minutes, Motions—History, and Regulations

ELEMENTARY PRINCIPAL

The size of the school and its organization by the principal will determine the number of full time or part time staff members for each function

Functions	Staff
Professional leadership	-Asst. Prin.
Departmental leadership	-Hds. of Dept
Guidance	-Coordinator
Library Service	-Teacher librarian
School lunch or Cafeteria	-Director
Internal Financial Account & Records	-Clerk
Housekeeping	-Custodian
Instruction	-Teachers
-Pupils	

LOWER SECONDARY PRINCIPAL

The size of the school and its organization by the principal will determine the number of full time or part time staff members for each function

Functions	Staff
Professional leadership	-Asst.Prin.
Departmental leadership	-Hds of Dept
Guidance	-Coordinator
Personal & Scholastic Advise to girls	- Dean of Girls
Library service	-Librarian
Athletic program	-Director
School lunch or Cafeteria	-Director
Vocational Guidance and Placement	-Coordinator
Internal Financial Account & records	-Business Mgr & clks
Instruction	-Teachers
Housekeeping	-Custodian
-Pupils	

UPPER SECONDARY PRINCIPAL

The size of the school and its organization by the principal will determine the number of full time or part time staff members for each function

Functions	Staff
Professional leadership	Asst. Prin.
Departmental leadership	Hds of Dept
Guidance	Coordinator
Health Services	Coordinator
Professional & Scholastic advise to girls	Dean of Girls
Library service	Librarian
Competitive athletic program	Director
School lunch or Cafeteria	Director
Vocational Guidance and Placement	Coordinator
Internal Financial Account and records	Business Mgr & cl.
Instruction	Teachers
Housekeeping	Custodian