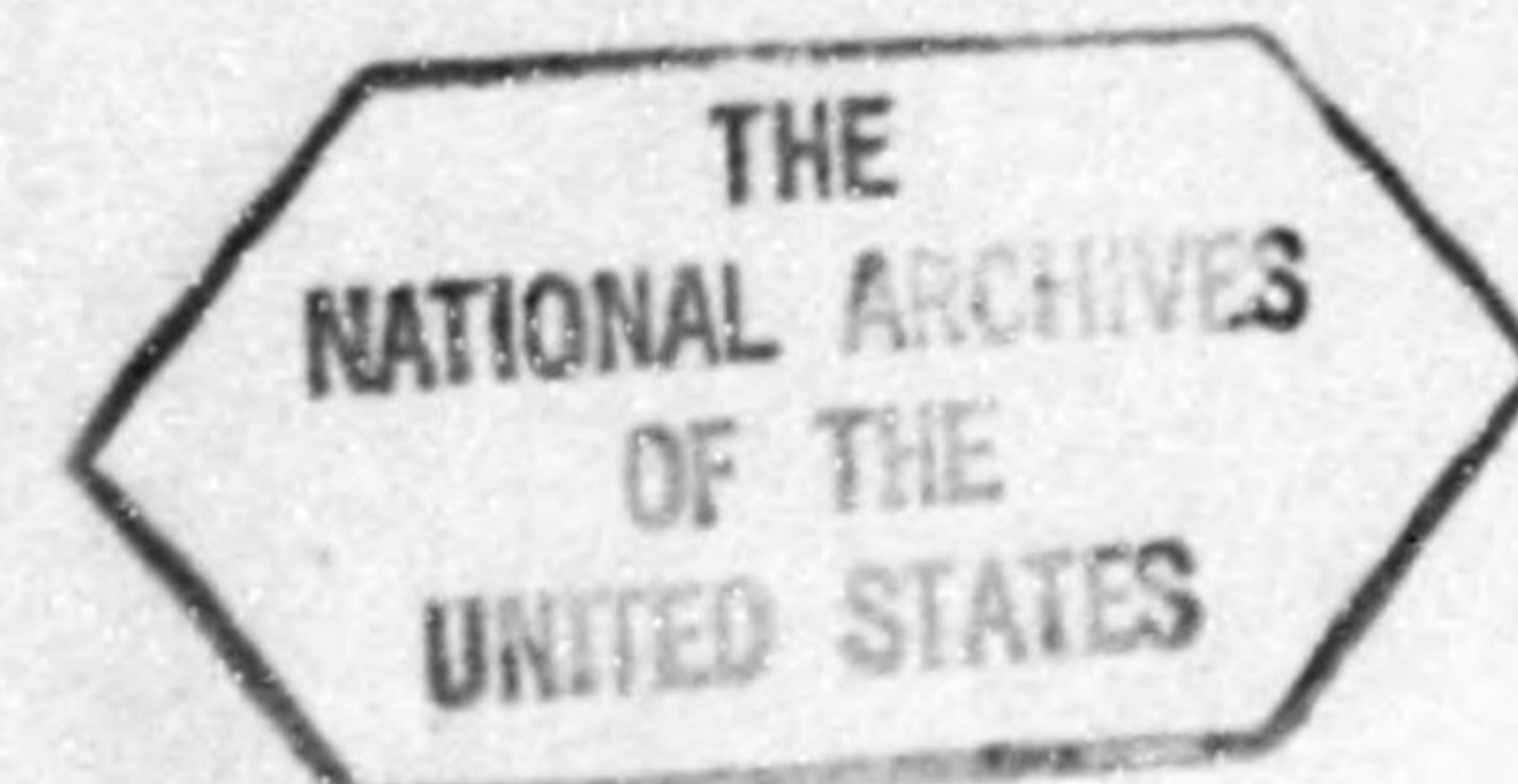


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GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS  
Government Section

4 December 1947

MEMORANDUM FOR THE CHIEF, GOVERNMENT SECTION

SUBJECT: Decentralization of the School System

Although cordial, the relationship between the Education Division, CI & E and Local Government Division, GS, has not been extensive in regard to CI & E program for the decentralization of the school system. The working level contacts between the two divisions is given below for the years 1946 and 1947 in summary form. The chronological character is given in detail in a Memorandum for the Record of the same title and date as is this Memorandum.

1. During 1946 no Check Sheet or formal papers for official concurrence were ever sent by CI & E to GS. The year's work of CI & E is characterized by (1) numerous telephone conversations of an informal nature of what had or was occurring in CI & E, (2) some informal visits to GS, especially in October and November, by Cmdr. Nichols who felt repressed in "the progress" of his work, and (3) one formal conference held to develop some plans for field work on the school system and to coordinate a resulting plan from such research with the expanding structure of local autonomy.

2. During 1947, although again no completed staff action was completed, closer relations and more recognizable progress have been made. The year's work can be tabulated in (1) some eight formal conferences in only the last two of which have a series of coordinated factors been put forward to call a plan, (2) many telephone calls of a working level agreeing though mostly informative nature, (3) the presentation of a "Bill for Local Board of Education" of 10 June 1947 which is a second draft rejected by CI & E because only a part could be used, (4) the giving to LGD of three sets of working papers the latter set of which was a completed set of thoughts re a plan for decentralization, and (5) a formal lecture by Colonel Filton to the Education Division, CI & E Staff Conference.

3. The four most important events of those listed in paragraph two are:

- a. The 13 January conference which concerned (1) the oral presentation by the Education Division Chief and three assistants of the CI & E plans for decentralization, (2) report of the satisfactory status of the Japanese Education Conference Council, and (3) the law for Local Autonomy.

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- b. 27 June Education Division staff conference addressed by Colonel Tilton on structure of local governments into which the educational plan could be coordinated. Advice was given also that dealing with the Diet Committee on Education would be fruitful rather than concentrating on the Ministry of Education.
- c. 3 July conference with Dr. Loomis in which most of the aspects of the second draft "Bill for Local Board of Education" rejected by CI & E were discussed. This Bill, CI & E told the Ministry of Education, although rejected would be the basis from which the new and final draft would be made for the Diet. The main features are regionalism, separate boards of education with defined powers at each level, and adequate budgets and financing. Dr. Loomis stated that CI & E did not intend to introduce legislation into this Diet Session.
- d. 15 November and 2 December conferences concern the completed thinking of Dr. Loomis for Education Division embodied in an inter-divisional memorandum. Specific points for working level concurrence were given to LGD orally from this memorandum. Dr. Loomis stated in the 2 December meeting that LGD had delayed his bill 4½ months and that working with GS was always a one way road; see Memo for Record. Although working level was reached on some issues, Dr. Loomis was informed after his leaving a revised five paged memo with LGD that some five issues might be raised at a later date.

4. The present status of the Education Division's plan is that Dr. Loomis will give the issues to the Ministry of Education this week for study and answer, that the drafted bill will then be sent by Check Sheet for official comment and concurrence, and that following such it will be submitted to the Diet early in 1948. LGD informed Dr. Loomis that it would be ready at any time to confer.

OSGIL G. TILTON  
Chief, Local Government Division

EX-120

GENERAL HEADQUARTERS  
SUPREME COMMANDER FOR THE ALLIED POWERS  
Government Section  
Local Government Division

4 December, 1947.

MEMORANDUM FOR THE CHIEF, GOVERNMENT SECTION

SUBJECT: Decentralization of the School System

As a result of an hour conference today with Dr. A.K. Loomis, School Administration and Finance Division, CI & E, it is well to set forth the past relations between that Division and in particular himself, and the LGD with whom he has had the most contact in GS in dealing with the drafting of plans for a specific law which provides for the decentralization of school administration, that is, a plan which will (1) divorce some policy control and all operational control from the Ministry of Education, place them in local governments, and (2) set up boards of education "in cities and other prefectural subdivisions" as separate authorities from either the executive or legislative branches within the local entities.

It should be clear at the outset that while the Education Mission was brought to Japan to advise on educational problems, its findings as stated by Colonel Nugent are in no way binding upon that Section, but that they would be a definite guide. He has stated to his staff, I am told; that there are no "musts" in his program except those derived wholly from directives coming from PFC, JCS or other occupational directives.

This memorandum is divided into two parts, one dealing with the relationships with CI & E in 1946 and the other for the same in 1947.

1. Relations in 1946:

Cmdr. Nichols for some time less than a year, had the assignment of working on a particular plan for decentralization of the school system which would result in a partial compliance at least with the report of the Education Mission. Cmdr. Nichols, in a long conference with me recited that when he was given the assignment there was absolutely nothing in the files nor was any material given to him that would show results of study having been made on the school program. Only two conferences had been held during 1946 between either Mr. Trainer and Col. Orr on the one hand and LGD on the other, on this matter.

During the latter part of 1946 an informal conference was held in GS with four members from CI & E in which preliminary plans were laid out orally as to how to go about the whole problem in the field of education

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to get the facts not only as to direct administration and the separation of the lines of authority, but also and very important, as to the various financial problems of separate taxes for school funds and budgets.

During the same period of 1946 Cmdr. Nichols came either to our office or else telephoned re some developments in their program; nothing approaching a real plan developed. His most serious trouble, he stated to me privately, was getting a clearance on such points which he could develop into "a plan". As a result of an outright entreaty on his part, in late November 1946 I stated that I would ask both Orr and Trainor under whom he worked, how their Division's plans had developed in getting a school bill into the Diet. Their reaction to my telephone conversation was to have a real conference in which a coordinated job could be done -- CI & E get the developments in Local Autonomy Law and LGD obtain the same from CI & E. This extended conference did not mature. Because of no results as contemplated, one evening at the Dai Iti Hotel in December, I twitted Colonel Nugent re the whole matter and the next day Trainor telephoned that because of "our work load and Christmas at hand, why not wait until the beginning of the year", to which I agreed.

Thus during 1946 with the exceptions of the conversations with Nichols, Trainor and the conference with the four men from CI & E of which Col. Orr was the spokesman, and the twitting on my part of Colonel Nugent, no written plans of any kind -- working level -- were submitted to LGD by CI & E. Moreover, no Check Sheets have ever come through to GS on any related matters.

## 2. Relations in 1947:

On 13 January 1947 a two hour conference was held in GS with members of the Education Division, CI & E Section, the detailed Minutes of which are in LGD files. At this conference Col. Orr, generally assisted by Trainor and Nichols, led the discussion and outlined a plan of what they had in mind. This formal conference was a result of my having talked with Colonel Nugent as referred to above. Cmdr. Reid and Dr. Grajdansov took part in the discussion. The position in the LGD at that time re CI & E's oral plans was in no way in opposition; its main interest in their proposals was an administrative and financial one mainly because the boards would be separate authorities from the executive in each level but without financial independence because such had to be obtained by a separate tax plan to give educational bodies their own separate funds. The issue therefore was: what would be the relation between either the governors or the mayors on the one hand and the local boards of education and their immediate deputies, the superintendents on the other. It was at this time that the LGD made the strong suggestion that it would be well to have representation on the school boards from the various assemblies although no figure was set as to the approximate number who would compose the prefectural or city boards or how many assemblymen should be seated on the boards.

In the conference Col. Orr discussed the work and nature of the Japanese Educational Conference Council made of liberals which was set up at the time the American Mission was making its findings. He stated that working with the chairman, Dr. Nanbara, President of Tokyo Imperial, was most satisfactory.

On 11 February, Cmdr. Trainor called re LGD's plans for further amendments to the Local Autonomy Law which would in any way effect the structure of education. At this time he stated that if LGD was planning anything of a legal nature in the Local Autonomy Law on education, that he would spur the Ministry of Education to complete a law. He was told that the primary responsibility for the education system was with GI & E and not LGD and that LGD was not making any provisions in the Local Autonomy Law re education. I advised that further conferences should continue in order to complete the work. On 13 February further telephone conversations merely repeated what had already taken place.

On 4 March another telephone conversation was held between Cmdr. Trainor, Cmdr. Nichols and myself re the Fundamental Law of Education which is merely a summary of platitudes as to what the whole educational system in Japan will be and is in no way even an indirect plan for decentralization of the educational system. It was at this time that LGD was informed that the whole educational reform for Japan encompassed five laws.

Sometime after this Nichols telephoned that he had a draft of a school bill -- that it was hopelessly inadequate and badly drafted and because of this he was not coming over with it. After this telephone conversation, LGD was not contacted by GI & E nor did LGD contact GI & E until late in July when in a telephone conversation Cmdr. Trainor invited LGD to come to an Education Division staff meeting and there to outline the structure of Local Autonomy Law, as well as to answer any questions which the Section Chiefs and their professional staff might have. This staff meeting was held early in the morning of 27 June and I took up in detail, after sketching the general background of the Local Autonomy Law, the structure of government at each of the local levels. The only general questions at the 1 1/2 hours session to which I did not make definite reply were those on finance and I remarked that whoever in Education Division was going to work on a real plan which would have to be supported by special taxes, would have to be worked out with Mr. Reid and Mr. Middleton of Finance Division, ESS. Immediately following this staff conference, Orr introduced Dr. Loomis, whom I was told had been given the assignment which Cmdr. Nichols had had.

After the staff meeting was over I accompanied Dr. Loomis to his office. He set forth to me orally the plans which he had recently formulated in his mind as to how he would approach the whole problem. These plans were the result of his having studied the second draft of the

outline for the bill for local education which had been in his hands a little over two weeks. It was dated 10 June and he stated that in some respects it was acceptable to CI & E, that it was a vast improvement apparently over the first draft (on which he had never worked but had only seen in Cmdr. Nichols' files) but that the Japanese had been told that this would not be acceptable and that it would have to be re-drafted. He gave a copy of this bill to me which on return to the Section I gave to Mr. Van Benschoten who with others in the Division had been holding the conferences with the Vice Ministers and Administrative Bureau Chiefs of each of the ministries re its series of laws giving it authority to operate in prefectures. Dr. Loomis then remarked again about the Council and Dr. Nambara referred to in the 13 January conference above and expressed the opinion that whatever liberal and acceptable elements there were in the bill were a result of the Council's position and not that of the Ministry of Education.

At our parting he asked if he might not come over immediately to discuss some of these points and I told him that he would be most welcome, and that a specific project in education would be welcome and that a member of my Division would work with him constantly on this.

On 3 July Dr. Loomis came for his first discussion with LGD. The issues for discussion at this meeting and for those to follow for some time were given on one page and are the following:

- "1. What comments by Government Section?
- "2. Use of gun as local unit to include all machi and mura. (Law No. 67, Article 284, 287).
- "3. Board of Education of gun, being the assembly of the association, to have power to determine budget for education and to make binding recommendations (gushin-ken) to assemblies of constituent machi and mura. (Article 287, clause 5).
- "4. Conferences of local boards of education, including prefectural boards of education to have limited powers, mainly "exchange of views". (Article 298, 299). No secretariat to be permitted. (Article 302). Expenses to be charged on member boards of education. (Article 303).
- "5. Petitions for candidates for boards of education - no money deposits required. (Article 54, last paragraph, Law No. 67). "

Dr. Loomis wanted to know the Local Government Division's position as to utilising the gun as the local unit to form a school district -- including all machi and mura. It was immediately pointed out that it would be an undesirable feature of the Japanese government system to revive the gun, in any way, as an administrative unit, on approximately the same reasoning for not desiring the reestablishment of regions abolished through a SCAPIN.

LGD raised the issue of the tax problem and suggested that separate financing would have to be drafted if he had in mind having the educational system in Japan as nearly non-political as possible. I called Mr. Middleton and informed him of our very pleasant conference and of the problem and he stated that he would like to see Dr. Loomis very much and from then on Dr. Loomis on various occasions has had conferences with ESS/FI. It was also the understanding at this conference that as Dr. Loomis developed various points he would bring them over; working level coordination would then be carried out. The list of factors given above is indicative of the kind of issues which have come up one conference at a time.

Apparently the only main point for divergence of opinion concerned Article 5 of the 10 June draft wherein a certain number of members of the local boards of education were popularly elected and a certain number nominated from local assemblies. Dr. Loomis was opposed at first to having "politicians" on the local boards of education in light of experience and the current practice in the United States. However, Dr. Loomis appeared freely to accept the principle when the viewpoint of the Division was set forth, i.e., that it was generally desirable that the power, responsibility and prestige of the assemblies of local public bodies be increased (or at least not decreased) to achieve democratization and decentralization of Japan. Moreover, it was deemed desirable from budgetary needs to have assemblymen on the boards. Both Dr. Loomis and the LGD agreed without question that the number of elected members should exceed the number nominated by the Assembly concerned.

Another very important factor raised with regard to the bill itself was the matter of regional levels of administration for the Ministry of Education as well as the establishment and extension of further branch offices of the Ministry of Education in prefectures. Dr. Loomis felt quite in sympathy with our stand that no more of these offices should be established and he readily agreed after an explanation about the original problems and SCAP's directives to the Japanese to abolish Regional Governments General.

The main point of the conference, however, was that Dr. Loomis stated that he did not intend to try to get the Education Bill in the present session of the Diet because he thought he would not have time in the short space of 2½ months to do the necessary research work and the holding of conferences with the Japanese and securing staff approval. The session of the Diet at that time was extended to 31 August; in other words, the CI & E thinking in July and August was that no action would be taken in the Diet but that if a bill were drafted it would be submitted to a later Fall session.

On 9 September in a full afternoon discussion with LGD, (Van Benschoten, Bieber, Nolan; and Tilton part of the time) Dr. Loomis at some length



outlined his ideas which he had developed. There were no major points of disagreement expressed on any of his suggestions. LGD pointed out that to effect decentralization in school structure, direct line control by the Ministry of Education must be avoided and Loomis agreed. LGD again stated that members of the assemblies should be put on the local school boards ex officio at least -- perhaps two out of the six or some such ratio because this would further local autonomy and insure to a practical degree the board's voice in the assembly for finances until such time as an adequate financial plan could be developed.

The next paper of importance submitted by Dr. Loomis was dated 22 September 1947 on the subject, "Suggestions for Redrafting the Bill for Local and Prefectural Boards of Education". It was a memo from him to Col. Orr, his chief. At the time of this conference all major details (except finance) appeared to be satisfactorily settled both to Dr. Loomis and the LGD. Dr. Loomis was informed that the LGD was prepared to go along with most any plan as to financing education worked out by him and the Public Finance Branch of ESS. He is also aware that a revision of the Local Tax Law is to be completed. At the end of the last conference with Dr. Loomis, Van Benschoten expressed the thought that Dr. Loomis and the LGD had reached a satisfactory agreement on all working points put down on paper to date. Dr. Loomis indicated a like opinion and in a friendly manner. At no other time than today has he indicated otherwise. At no time did Dr. Loomis indicate any dissatisfaction with the handling of his problems by any member of the LGD.

LGD, in completing its sessions with the Diet Committee, the Ministry of Home Affairs and the Bureau of Legislation with regard to the amendments for the Local Autonomy Law, in particular Article 158, telephoned Dr. Loomis on the matter of having a statutory department of education retained in prefectural administration. Coordination for this function was necessary in terms of the points submitted by Dr. Loomis, as has been indicated before in piecemeal fashion. It was desired to know what was being planned specifically in the new law with regard to this function.

On 13 November Dr. Loomis came to LGD and reported with regard to the Department of Education that his suggestion was that it be retained in the prefectural structure as set forth in Article 158, due to the fact that the reorganization of the educational system in regards to decentralization could not become effective for at least six months from date; therefore, it would be necessary to retain such a department at prefectural level during the interim. At that point he gave a detailed oral outline of the plan of decentralization. He was speaking from some six pages of data which represented his completed thinking on this program.

He stated that if working level agreement could be reached on these plans, that he would then through a series of conferences give them to

the Ministry of Education as final suggestions for them to bring in a draft bill which would then be sent here by Check Sheet for formal action and its consequent introduction into the Diet for passage. Immediate action was not taken by LGD on these points because of being engrossed in the preliminary conferences leading to the continuous week's session 17 November to 22 November, as well as the next week from 24 November to 27th. During this period Dr. Loomis returned at various times inquiring on the status of his suggestions and reiterated his position on the status of the Department of Education and some further details on decentralization.

On 2 December a conference was held with Dr. Loomis and LGD with Porter, Van Benschoten and Tilton present. He stated that he desired most of all to have working level clearance on his suggestions, that actually "this bill" had been "held up for 4½ months right on this desk", that "Government Section had always been a one way road", that many things to which he had agreed, he had been forced to accept, and that as to forcing a time limit on the Japanese as suggested by LGD in which to study his proposals for final conference, he did not like because he had never worked in time limits as he had obtained good results otherwise.

After a discussion, Dr. Loomis stated that he would take the papers which he had with him and would then give us a copy. He asked definitely whether he had to send the pages by Check Sheet or wait for these points to be incorporated in a draft bill by the Japanese and then send that formally by Check Sheet. He was advised by LGD to do both with the exception that the first did not require a Check Sheet, because this would keep it on a working level. LGD asked for a list of the specific points on which CI & E had been forced to yield to which he replied, "I will not do that now -- all that is a dead horse so let us start afresh."

On the matter of having Advisory Committees without power in towns and villages, LGD was opposed for the reason they felt the Parents & Teachers Association and the local board could act in the capacity of Advisory Committee and a separate committee would be a duplication of their work. Dr. Loomis agreed to this reluctantly. Again, as has been his custom, he left giving LGD the impression that he was satisfied with what action had been taken.

It must be stated here that Dr. Loomis' direct mentioning of Check Sheets for a completed staff action is the first in LGD dealings with CI & E.

On 2 December in the afternoon Mr. Porter called Dr. Loomis and stated that the issue with regard to towns and villages having local boards of education of their own might be raised, although we were giving working level concurrence with the present arrangement.

On 3 December Dr. Loomis returned and left with LGD the five page statement as he had agreed to do the day before, which would become the basis for his conferences with the Ministry of Education. Immediate status of this situation is that LGD is to wait for the results of Dr. Loomis' conferences with the Japanese which will be embodied in a draft bill to come to GS formally by Check Sheet.

On afternoon of 4 December, Mr. Porter telephoned Dr. Loomis and stated that several major matters might be subject of controversy, namely:

1. Direct control by Ministry of Education of national universities, academic institutes and libraries; (a National Government Division problem other than our own.)
2. Failure to provide for Boards of Education at town and village level;
3. Issuance of certificates to city Boards of Education by the Prefectural Board of Education;
4. Type of reports to the Ministry of Education;
5. Financial provisions.

Dr. Loomis stated that he at this time was in conference with representatives from the Ministry of Education and would call us after consideration of the above.

LGD recognizes and appreciates the careful, precise and logical treatment which Dr. Loomis has exhibited in working out the draft for decentralization of the school structure; CI & E has moved materially since his arrival in May 1947 and particularly since 3 July in his relationship with LGD. With little doubt had he or a man of his energy been in CI & E in 1946, this program would have been completed.

*Cecil G. Tilton*  
CECIL G. TILTON  
Chief, Local Government Division