DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775013

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"Boards of Education"

I Corps Report

1 June 1949

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HEADQUARTERS I CORPS
APO 301 (Kyoto, Honshu)

GHM/mmk/mt

AG 000.8 - BA

SUBJECT: Boards of Education
(Headquarters I Corps, Military Government Nine-Point ESP Study #8)

TO : Commanding General
Eighth Army
APO 343

1. SUBJECT: Boards of Education and Their Secretariats.

2. PURPOSE: The purpose of this study is a determination of the present status of Boards of Education in I Corps Z/R and the trends of their current activities so that recommendations may be made towards local and national improvement and towards furtherance of the Nine-Point Economic Stabilization Program.

3. SCOPE: Board of Education methods and results, organization and procedures, remuneration and relationships, variant interpretations of the law, organization of the secretariat, and development of policies set the limits of this study. All are essential in approaching an understanding of the present status of the Board of Education and its relationship to the Economic Stabilization Program.

3. Election and Membership:

Prefectural Boards of 7 members were elected October 5, 1948, along with city Boards of 5 members each. Of 97 Boards elected in Japan at this time, I Corps had 28 prefectural Boards and 10 city or town Boards. The election was preceded by clear, detailed, well organized, and intensive information campaigns concerning responsibilities of School Boards and the qualifications and attributes of good candidates who should be considered for election. Particular emphasis was given the honorary and public-service nature of the position. Newspaper articles, radio discussions, and public forums stressed the necessity of representation from all segments of the community and from both sexes.

Incl 1

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Of two regions studied in great detail, the following figures are of interest:

	Kinki Totals	Hyogo	Kyoto	Nara	Osaka	Shiga	Wakayama
No. of Town & Village Boards	14	7	1	0	3	3	0
Total No. of Bd Members Elected	92	34	10	6	18	18	6
No. of Teachers Union & Professional Education Personnel Elected	15	3	3	2	2	3	2
% of Eligible Voters who voted	58.65	57.3	52.5	69.6	49.8	68.7	54
No. of Women Total	16	6	4	0	2	3	1

	Kyushu Totals	Fukuoka	Kagoshima	Kumamoto	Miyazaki	Nagasaki	Oita	Saga
No. of Town & Village Boards	0	0	0	0	0	0	0	0
Total No. of Board Members Elected	42	6	6	6	6	6	6	6
No. of Teachers Union & Professional Personnel Elected	16**	5	1	3	0	5	0	2
% of Eligible Voters who Voted	60	60	61	59	72	57	66	77
No. of Women Total	5	0	1	1	0	1	1	1

** - 2 Kumamoto teacher representatives resigned and were later replaced by non-teachers.

In Kyushu, of the 16 educators, 11 were principals or teachers and members of the Japan Teachers Unions.

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5. By-Laws and Resolutions:

The Board of Education Law sets relationships, patterns for organization, and methods of procedure for prefectural and local Boards. The by-laws of the Boards are similar in content, varying chiefly in length and specificity. A model of by-laws and resolutions is being developed at this headquarters as suggestive for prefectural and local Boards. This model should clarify the lack of realism evidenced in current by-laws. Topics included in Kyushu are as follows:

By-Law Topics:

	Fukuoka	Nagasaki	Kagoshima	Kumamoto	Oita	Miyazaki	Saga
Assembling & Seating Order.	X	X	X	X	X	X	X
Term of Session.....	3 da	5 da	1 da	X	3da	1 da	2 da
Meetings: Opening & Close..	X	X	X	X	X	X	X
Agenda.....	X	X	X	X	X	X	X
Debate & Motion..	X	X	X		X	X	
Voting.....	X	X	X	X	X	X	
Inquiry & Info...	X	X			X	X	X
Minutes:.....	X	X	X	X	X	X	
Discipline of Members.....	X	X	X		X		
Chief Clerk & Clerks.....	X						
Miscellaneous.....1.....	X				X		

The topics in Kinki follow:

By-Law Topics:

	Osaka	Kyoto	Hyogo	Shiga	Nara	Wakayama
Assembling & Seating Order....	X	X	X	X	X	X
Term of Session.....	1 da	3 da	1 da	1 da	1 da	1 da
Meetings: Opening & Close....	X	X	X	X	X	X
Agenda.....	X	X	X	X	X	X
Debate & Motion....	X	X	X	X	X	X
Voting.....	X	X	X	X	X	X
Inquiry & Information	X					
Minutes.....	X	X	X	X	X	X
Discipline of members.....		X	X	X	X	X
Chief Clerk & Clerks.....			(X)	(X)	(X)	X
(Duty of Superintendent).....			X	X	X	X
Miscellaneous....						

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Fukuoka, Oita, Wakayama, and Hyogo have the best and the most detailed by-laws and resolutions. Saga, Kumamoto, and Osaka have the briefest and the most ambiguous.

All prefectures include in their by-laws the following items:

Assembling and seating order
Opening and closing of sessions
Length of sessions

The length of sessions varies among prefectures. Nagasaki has the longest term - 5 days per month. Fukuoka, Oita, and Kyoto sessions each last 3 days. Saga provides for a 2 -day session. Kumamoto does not specify, and other prefectures in these two regions provide for one-day sessions. All Boards except Saga include in their by-laws details concerning agenda, methods of voting, and keeping of minutes.

Kumamoto and Saga omit any reference to methods of debate and to amendments of bills, while several have no references to the requesting of the presence of the superintendent or other agents to answer inquiries on proposed matters. Osaka, Kumamoto, Miyazaki, and Saga provide no regulations for discipline among members. Few of the prefectures indicate the part the superintendent should play in preparing the agenda, providing basic facts for consideration and evaluation, demonstrating need for forming policy, and participating actively in Board meetings.

6. Minutes of Meetings:

The minutes of Board meetings follow the regulations established in by-laws. In Shikoku, as in most prefectures of other regions, no motions and no votes are taken. The Suisen, Sansei, Iginashi (recommendation-agreement-no objection) system is used by most Boards. Hand votes are asked infrequently and then only on insistence by a member.

Minutes in Kyushu prefectures fall into two general patterns: a. detailed minutes which include the actual statements and comments made by each speaker; b. a brief outline of the items covered with a few necessary explanatory notes. Both patterns have distinct advantages and disadvantages. The detailed minutes which include comments of each speaker enable the reader to observe the trend of thinking of Board members, but do not achieve coherence. For official purpose the brief outline form with a short explanation of the content of the bills discussed and arguments offered provides a better permanent record. Pertinent opinions and proposals by individual speakers need be included.

The range of topics discussed in one meeting in each Kyushu prefecture varies widely. 4 topics, however, are repeated in more than one set of minutes:

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a. districting - 5 prefectures

b. organization of the Secretariat - 3 prefectures

c. school fees - 2 prefectures

d. budgets - 2 prefectures

Other topics discussed in sample minutes were: Homemaking course in upper-secondary schools, political activities in schools, qualifications for English teachers, consolidation of lower-secondary schools, entrance examinations for prefectural schools, PTA federation, school-board prizes, 5-day school week, placement of new teachers, tests for principals, enforcement of 45-hour teaching week, travel expenses for teachers, and rents for playgrounds.

The Kinki and Shikoku prefectures indicate in these minutes the need of better understanding of parliamentary procedures and of their own by-laws. Development of new by-laws in each prefecture, or of a model set among prefectures, might be essential in-service training for boards. The tendency in most prefectures is toward wandering away from the subject and accepting as complete items either on the agenda or not included but about which some comment has been made. Minutes and observations indicate that in many boards members talk continuously across the table with the board appearing at a loss as to what to do next. Many items seem trivial as though the board knows nothing better to discuss, with the discussion wandering off the subject on to topics which the superintendent and Secretariat could better handle. The minutes also indicate a tendency for meetings to run several days instead of the 2 to 5 hours customary in American boards. The law says "ordinary sessions shall be convened once in every month," and "extraordinary sessions shall be convened only for particular emergency problems." The minutes show that some meetings last for days and that emergency meetings are called with little or no notice to treat many topics.

7. Remuneration for Board Members:

The Board of Education Law, Article 31, is as follows:

"1. The local public bodies shall pay remuneration to the members of the Board concerned, but shall pay no salary. 2. The members of the Board shall be entitled to reimbursement of expenses required for the execution of their functions. 3. The amount of remuneration and reimbursement for expenses and their method of payment shall be ordained by the by-law of the local public body concerned."

In Kinki Region the Boards are obtaining the following high amounts as remuneration:

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Kinki Region	Members	Travel and Expense
Hyogo	¥6,000	Best available transportation, ¥240 per diem, ¥1200 lodging.
Kyoto	¥6,000	¥6,000 per person per month requested.
Nara	¥3,000	None.
Osaka	¥10,000	Special requisition.
Shiga	¥3,000	¥1500 per month per person.
Wakayama	¥3,000 (not over three meetings at ¥1,000 each)	¥5 per Ken; 200Yen per diem ¥820 - 1020 for lodging.

In Kyushu, where expenses are not indicated, remuneration for chairman and members varies according to pay for assembly members. Precedent is thus set for city and local boards as they come into existence.

Kyushu Region	Chairman	Members	Study Expense
Fukuoka	¥6,000	¥4,000	?
Kagoshima	4,500	3,000	¥2,000
Kumamoto	6,000	5,000	2,000
Miyazaki	3,000	3,000	0
Nagasaki	3,000	2,000	1,000
Oita	6,000	5,000	4,000
Saga	3,000	3,000	1,000

Other regions are indicating similar requested payments and most of them receive remuneration equivalent to the salaries of assembly members. Hidden items are not shown, but admittedly are larger than evident ones.

3. Relationship of Board to Governor, Superintendent and Others:

The law establishes relationships to Secretariat, districts, assembly, and other agencies. Inherent in the law are indications of need for excellent relations with the general public as well as with other governmental agencies.

Superintendents and Board members are generally agreed that prefectural governors are less interested in supporting large educational budgets since they no longer control education. Evidence of this comes from prefectures which are supporting smaller education budgets in proportion to total budgets. Fukuoka is an exception, in that it has gone from 50 to 59% of total budget for education, the 9% addition being intended for a 9th year of compulsory education.

Boards feel that the assemblies will try to exert control by

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minute examination of the budget, striking out items they do not like, with school boards having no recourse over elimination of such items, Boards would prefer to present a total or general budgetary figure for education based on actual needs which the assemblies could accept or cut without decisions as to which sections of the budget are to be affected. On this basis the Board could readjust its schedules to provide the best overall program. Such procedure would tend to lessen any fear of undue control by the governor or the assembly. Such procedure would also necessitate a more accurate accounting and a truer picture than the present one in which the budget is heavily padded beforehand in anticipation of cuts by the prefectural assembly.

Relationship to the superintendent needs be clarified. Some superintendents express concern over the official status of Board members when the Board is not is session. Frequently members are asked to attend and address PTA meetings, school dedications, graduation ceremonies, athletic meets, etc. It hasbeen pointed out to Board members and superintendents that the Board acts as a whole an no member may act officially outside board meetings. When he attends such ceremonies, he attends as a private citizen. Normal procedure would be for the superintendent or members of his Secretariat to represent the Board officially.

The average man is still little aware of the existence of a School Board and what it will do for him. There is scant attendance at meetings, except by petitioners with special requests. Without constant surveillance by the public the Boards are encouraged to act arbitrarily or to grant the request of special interests. A continuous information program on the purpose and functions of a good School Board should be started. Ample public notice of meetings and topics to be discussed should be given and the public welcomed at meetings. Each Board has been concerned about public behavior at meetings lest trouble makers gain entrance, but no disturbance has so far been reported. The Osaka School Board is improving such relations by sending groups of Board members to hold meetings in rural areas; it has thereby educated the members on local problems and has enabled the rural people to become acquainted with the workings of the Board and with its members. When the public becomes educated to the purposes of the School Board, it will support the activities of the Board and be more vigilant about electing desirable members in the future.

Regional meetings of School Board Chairmen have been held throughout I Corps, usually on the suggestion of military government. They have been so successful that regular meetings are being held to discuss mutual problems and effect an interchange of ideas. In Kyushu all Board members of all prefectures are planning an annual meeting for the same purpose. In Kyushu, also, the superintendents of the seven prefectures have likewise agreed to meet once every 3 months; such conferences to take place in a different area from that where the Board Chairmen are meeting, with each prefecture rotating as host. Here, too, ideas will be exchanged and common problems discussed.

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Relationships defined by Board Law and established in by-laws and resolutions are the basis for improved understanding by the public of the actions taken by the Board.

Certain Articles of the Board of Education Law need modification and clarification if essential money for reorganization of the school system is to be saved, if education in general is to be improved, and if limitation is paced on establishing bureaucracies, payment of salaries to Board members, and control of social-education agencies and religion. If present practices are allowed to develop and are repeated with the introduction of more local Boards, there may not be money enough to run 6 years of compulsory education, let alone 9. Upper-secondary schools, which are considered by the Japanese a reincarnation of the old middle schools, are receiving a lion's share of the budget by way of teachers, buildings, and equipment. Attention is directed, therefore, to the need by all occupation personnel of budgetary advice. Japanese education budget practices are bad. Little responsibility is shown by officials who draw up budgets and agencies who pass budgets. They feel that they are spending their money and not the people's money. There is little evidence of careful survey of actual needs, of per pupil costs, and of planning for the future. Great reliance is placed on the supplementary budget. They need specific help at prefectural and local level on how to make up and follow budgets. If budget experts could be made available to work with the Japanese on their own national, prefectural, and local budgets, they could teach them principles while working on actual budgets. In doing this, the expert would try to make clear why such a practice is necessary and desirable.

These also SLGPL recommendations))

All of these suggestions for relationships of the Board are in keeping with the first point of the Economic Stabilization Program. They work in the directions of simplification, of practicality, of efficient use of facilities and personnel, and of including more people in planning for their own schools for all children.

9. Organization of the Secretariat:

a. Articles 43 through 47 of the Board of Education Law deal with the organization and personnel of the Secretariat. Misunderstandings have occurred because of wording of these sections. Article 44 says there will be no accounting and construction sections. Each function must be carried out in part within the Secretariat at the same time basic official work in each is done by prefectural employees. Article 44 says that there will be a department or section for Research and Statistics and one for Education Guidance, though later interpretation has been to the effect that sub-sections in these fields are satisfactory.

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The Kyushu Secretariats are organized as follows:

Composition:

Sections	Fukuoka	Nagasaki	Kagoshima	Kumamoto	Oita	Miyazaki	Saga	Total
Superintendent Bureau		X		X	X	X		4
General Affairs	X	X	X	X	X	X	X	7
School Education	X	X	X	X	X	X	X	7
Social Education	X	X	X	X	X	X	X	7
Physical Education	X	X	X	X	X		X	6
Research & Statistics	X	X	X	X	X		X	6
Guidance	X		X	X			X	4
Equipment				X				1
Total	6	6	6	8	6	4	6	

All prefectures except Miyazaki conform to a general pattern of about 6 sections. Of these 5 are standard throughout -- General Affairs, School Education, Social Education, Physical Education, and Statistics; guidance follows next in frequency, guidance meaning teacher consultants who are strangely kept separate from School Education. Miyazaki limits its organization to General Affairs, School Education, Social Education, and a Superintendent's Chamber for public information, secretarial work for Superintendent and Board, and keeping of records and history, with research limited to a sub-section under General Affairs, guidance a sub-section under School Education, and physical education functions divided among Administration, School Education, and Social Education.

The Kinki Secretariat organization follows:

Kinki

	Hyogo	Kyoto	Nara	Osaka	Shiga	Wakayama	Total
Secretarial and Public Info Office	X	X	X	X		X	5
Administration	X	X	X	X		X	5
Guidance	X	X		X		X	4
General Affairs					X		1
School Ed.			X		X		2
Social Ed.			X		X		2
Res & Statistics					X		1
Special Educ. (Social & Ph. Ed.)				X			1
Personnel					X		1
Total	3	3	4	4	5	3	

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The two-division organization plus secretarial room is basic in Kinki, Nara and Osaka divide guidance into two parts. Only Shiga approaches the Kyushu average organization.

In Tokai-Hokuriku Region an approach is being made in each prefecture to a simple organizational structure for the Secretariat. Ishikawa has 2 divisions, one of administration and one of education. Toyama, Mie, Aichi and Fukui have 3 divisions, adding social education and school education as separate divisions instead of the one education division. Gifu has also added a division of research and statistics which may later be combined with administration. In all prefectures the Social Education Section will include 2 parts: one for organizations, and one for facilities. Arts and Monuments will, in this region, be a functional responsibility of the Facilities Section, a most desirable placement.

Several prefectures have a special section for teacher consultants separate from school guidance, an anomaly. Others retain religion as a section or sub-section in social education, although national law separates religion from government. At least two prefectures have sections for Arts and Monuments, one of them attached directly to the superintendent, in a way apparently parallel with administration or guidance. Recommendations have been made that this section should actually be part of Facilities and Equipment under Administration, since its functions are entirely maintenance and repair.

b. Size: The Secretariats in the two regions under study vary widely in size and in total attempt at reorganization on a functional basis. Comparative sizes shown on these charts, with professional and non-professional workers indicated separately and branch offices listed as distinct from the central Secretariat even though the branch office workers are part of the Secretariat for the time being:

Kyushu	Fukuoka	Nagasaki	Kagoshima	Kumamoto	Oita	Miyazaki	Saga
Secretariat							
Professional	86	71	70	46	39	43	81
Non-professional	51	31	86	54	90	44	42
Total	137	102	156	100	129	87	123
Branch Offices							
Professional	72	31	43	22	24	42	36
Non-professional	19	12	76	33	73	49	8
Total	91	43	119	55	97	91	44
Grand Total.....	228	145	275	155	266	178	167

(Our average: about 115 ?)

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Kinki	Hyogo	Kyoto	Nara	Osaka	Shiga	Wakayama Auth.	Wakayama Employed
Secretariat							
Professional	77	44	42	111	51		
Non-professional	67	34	28	41	37		
Total	144	78	70	152	88	-	72
Branch Offices							
Profes ional	-	24	48	28	11	-	-
Non-professional	-	59	8	53	19		
Total	50	83	56	81	30	-	56
Number of branch offices	16	11	10	7	8	7	7
Grand Total	194	161	126	233	118	201	128

There is a wide disparity between the numerical size of the Secretariats, ranging from a consistant high for Kagoshima to a low for Shiga, Nara, and Wakayama (Wakayama's authorized strength is high, employed low) among minor prefectures and Nagasaki, Kumamoto, and Kyoto among larger ones. Adjustments in number seem easiest to make throughout in non-professional personnel and in the large si e of many of the branch offices. Certainly Kagoshima, Oita, and Saga seem to have too much personnel, especially non-professional, as Kumamoto, Miyazaki, Kyoto, and Osaka are heavy on non-professional personnel in the branches.

The large number of personnel in some of the Secretariats is a carry-over from pre fectural education sections and departments which were taken over in their entirety by new Boards of Education. Many have in no way been screened as to ability or necessity for their services, economy not having been a problem considered to date.

The Kyoto City Secretariat chart following has been used by I Corps as a model organization. For evaluation of smaller prefectures this chart with few changes can serve well. For prefectural use divisions of accreditation and Arts and Monuments would necessarily be included in the Personnel and Maintenance and Supply Sections, and a realignment of numbers would be indicated for the Guidance and Administration Departments with the increasing number going to school guidance as specialists become available.

realignment

CITY OF KYOTO
EDUCATIONAL ORGANIZATION

Superintendent 90

Clerical Room 11

School Board	Secretarial
Secretary for Board	Official Documents
Minutes	Mail
Rules & Regulations	Translation & Typing
Study of Law	Evaluation of Business
General Planning	Personnel of Secretariat

Department of Guidance 35

Adult Education Sec. 10

- Adult Education 5
  - Organizations
  - Women, Youth, Laborers
  - Libraries, Social Recreation
- Audio-Visual Education
- Physical Education 5
- Recreation

School Education Sec. 25

- Method of Teaching for Each subject 25
- Curriculum Making
- Vocational Educ.
- Audio-Visual Educ
- Student Activities
- Dean for Girls; Co-Educ.
- Inservice Training
- PTA
- Text Book
- School Library
- Intelligence Test
- Measurement and Evaluation
- Physical Ed. & Guidance
- School Hygiene & Sanitation
- Physical Examination
- Nutrition of School Lunch Program 25

Department of Administration 44

Personnel Sec. 14

- Personnel & Certification 8
  - Interviews of Teachers, Janitors
  - Evaluation
  - Permanent Cumulative Records
  - Documents of Appointment, Retirement, Transferring, Discharge
- Allowance 6
  - Accounting of Teachers' Salary & Allowance
  - Pension & Retirement Allowance
  - Welfare of Teachers
  - Business about Teachers' Union

Maintenance & Supply Sec. 18

- Maintenance 8
  - Establishment & Abolishment of Schools
  - Decision of School Sites
  - Purchasing of School Sites
  - Official Approval of Building
  - Arrangement of Attendance Area
  - Arts and Monuments
- Supply 10
  - Supply of School Facilities
  - Distribution of Designated Material
  - Distribution of Food for School Lunches
  - Distribution of Medicine

Finance and Research Sec. 12

- Research and Statistics 6
  - Ed. & Social Research
  - Statistics
  - Permanent Acumulative Records
  - Reports to other Boards & Ministry of Education
- Finance 6
  - Budgeting
  - Settlement of Accounting
  - Aduiting of Sch. Finance
  - Tuition for High School

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In General, with MG guidance the old education sections and departments have been streamlined in structure, if not often enough in personnel, by the change to Secretariats under the Board. Hyogo, Ishikawa, Kyoto, and Wakayama with two major sections -- Administration and Guidance -- have been most thoroughly reorganized. Miyazaki, Nara, and Osaka and social education as a third major section as do most prefectures in Tokai-Hokuriku Region. However, the Nara plan gives the appearance of reorganization in name only, having provided for all personnel of the former education section in many small and overlapping sub-sections. Osaka's sub-sections are even more confusing in their variety, including two-sub-sections on health and physical education- one for schools and one for social education, all in a special-education division. Shiga has given major importance to the Teacher-personnel and Research and Statistics sections, functions of the Secretariat which should be carried out within the Administrative Section.

Physical Education, though no longer a separate section in any Kinki prefecture, has retained much of its personnel and budget allotment. In Hyogo it receives 8 million yen for administrative expenses as compared to 11 million yen for promoting school education. This would seem to be a disproportionate allotment of funds, for the important responsibility of the Board is the day-by-day total schooling of the children of the prefecture.

As in the areas of Board remuneration, budgeting, and other direct relationships of Board and Secretariat, fitting secretariat organization into the Economic Stabilization Program is essential. Too little attention to efficient, professional organization and operation has been evident so far, except in scattered prefectures. In size, in transfer of personnel from the old education department without job analysis and evaluation of individuals for jobs, and in operational techniques little curtailing of expenditures or working towards efficiency is noted. The Secretariat can be simplified, be made efficient, and become essential and acceptable in its activities to the people of Japan if wisdom is shown in its early, logical reorganization on a functional basis, with resulting cuts in number and cost.

10. Discussion:

The basic aim of the occupation is to make Japan peaceful, democratic, self-sustaining, friendly, and a bulwark to communism. Boards of Education are largely an American institution. They were recommended for Japan by the United States Education Mission in the spring of 1946 to counteract the highly centralized Ministry of Education of pre-occupation Japan that had become such a convenient tool for the control and manipulation of the minds of the people by the military clique. The Education Mission felt that the responsibility for the administration of public primary and secondary education rested with the prefecture and its local sub-divisions. They recommended, therefore, that at both these levels

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"there be established an educational committee or agency, which shall be politically independent and composed of representative citizens elected by popular vote. This agency should have general charge of public schools in accordance with statute." October 5, 1948, marked the first election in Japan after the passage of the law in July. It is generally felt that the first Board of Education elections were held prematurely, with insufficient time allotted to allow the public to become acquainted with the significance of the elections and the duties of the Boards. However, regardless of the results of the election, all Boards have taken their jobs seriously and are endeavoring to carry out their duties to the best of their collective abilities. Boards are not equally good: most are poor in procedure, in records, and in insistence on doing the operational and administrative work which is actually the responsibility of the superintendent and the Secretariat.

The institution of Boards of Education has achieved the partial break-up of the tight control of the Ministry of Education and has thereby reduced its usefulness to any possible future dictator as a tool for indoctrination. While power has been subtracted from Tokyo, it has not completely flowed down to the local levels. The localities are still dependent on Tokyo for more than half of the funds necessary to run the schools. This limits the power of the local Board. The remedy here lies in the setting up of a more efficient tax structure nationally, a move which is contemplated but which will probably not be a reality for some time.

Because habits of long standing are hard to break, superintendents and Boards still look to the Ministry of Education (and to SCAP, CI&E) for interpretations of law and decisions on all important matters. For example, when there was a dispute between the Osaka city and the prefectural School Boards over the control of prefectural upper-secondary schools within Osaka city, the prefectural Board sent a representative to Tokyo and secured a judgment favorable to its point of view from an official of the Ministry of Education. The remedy here is partly in the experience of Boards in making independent decisions and finding that they are acceptable locally; and partly in the limiting of the powers of the Ministry of Education, a move which is in process of being cast into law at the present time.

The principle of service on the Board of Education as a public duty for which no compensation is paid is not accepted by the Japanese. Board members point out that they had to invest large sums of money in their election campaigns and that they should therefore be recompensed now. They consider their status to be equal in importance to that of an assembly member so they demand equal compensation (in this they were encouraged by a Ministry of Education letter to the prefectures). In addition, ample provision for travel expenses and slush funds for entertainment are demanded. As a result, in the educational budget of a prefecture like Hyogo, the administration expenses of the School Board are more than

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twice as great as the expenses for "promoting school education." This is out of all proportion and constitutes a completely unjustifiable drain on the moneys properly allocated to education. It also justifies making a fulltime job out of membership on the Board and encourages frequent meetings as is the common practice of most Boards at present. The ambiguity of the School Board Law regarding remuneration should be cleared up by amendment to the law and a strong stand taken against payment of any remuneration other than reasonable travel expenses. A system of vouchers should also be instituted by law to provide a proper accounting for each expenditure by a Board member. Such action, taken immediately, seems advisable under requirements of the economic recovery program.

Many questions have arisen in connection with occupation of Board members. The law stated that teachers as government workers could not concurrently be Board members. Many teachers were elected, however, and dropped out of teaching. The Japanese feel that teachers are the only ones who understand school problems and act intelligently in the field. Osaka's all-teacher-board is working hard and earnestly on major changes in the educational system; for example, they have agreed to a genuine districting of upper-secondary schools. In addition, they backed the superintendent in his demand for the largest budget in the history of Osaka, comprising about 42% of the entire prefectural budget, approaching for the first time a national average. On the Hyogo Board 4 out of the 5 teachers have been satisfactory and 2 of them have been outstanding. This situation is general throughout I Corps for only the occasional teacher member is reactionary or stolid. Teacher-Union representatives have not as frequently as was expected been special pleaders for their pressure groups. Kyushu, which originally feared union domination of the Board, has found little real difficulty with union representatives and the tendency to subsidize former union members. In Kinki Region the 3 minor prefectures complain of the activities of Teachers-Union members, though the former president of the Teachers' Union in Shiga is most cooperative with military government, progressive, and a good leader. In Nara, the two union representatives have pushed through a six-million-yen appropriation for apartment houses for teachers, a fact not self-condemnatory. Hyogo says the Teachers Union has been restricted from attempting to use the Boards as its own agent. Osaka claims that the presence of a former union official has put the Board in an excellent bargaining position with the union. With the changing nature of the Teachers-Union organization, under General MacArthur's directive on union activities of government employees, the union becomes a professional organization with no powers to bargain collectively or to strike. It may, therefore, be unnecessary for military government to worry about Teachers-Union members of the Boards.

With military government guidance the old education sections have been streamlined in structure, if not in personnel, by the change to Secretariats. Moving toward 2 or 3 sections in the Secretariat, each section with its own functional responsibilities through its chief to the

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superintendent, has been a logical development. Elimination or subordination of such old sections as Physical Education, Arts & Monuments, and Religion has had a salutary effect. Pruning of surplus personnel remains a problem and will continue until the Economic Stabilization program is applied by the Board directly to education or until adequately trained professional people are available and hangers-on eliminated.

The necessity of revising the Board of Education Law and of clarifying interpretations of the law has been demonstrated throughout this study. Specific recommendations for change will be made in a later section.

The Boards have become reasonably effective in most of I Corps. In Kinki with Military Government guidance through in-service training programs, the organization has been especially effective. In the major metropolitan areas with more informed and better educated citizens the Boards have been more successful than in conservative rural prefectures such as Wakayama and Nara. It will take much experience and continued education to prepare the Japanese public to demand and elect good Boards. In Japan today the Board of Education has little relation to its American counterpart. It is in reality a professional or semi-professional education commission performing sometimes useful service in assisting the superintendent in his administrative duties. It presents the case of education to the prefectural assembly and works for an adequate budget. As the financial structure of the country is improved and the laws amended, it may come to have a direct financial responsibility to the schools. As the Secretariat and superintendent become better organized, the Board may be persuaded to restrict its present activity in the field of administration and return to a strictly policy-making, legislative function.

A thorough-going information program which makes the Board and its activities attractive and acceptable to the general public is indicated. Such a program is essential in each field of education activity, especially as changes come for institutions or methods which have become traditional. Insufficient attention to such an information program has been evident in the reorganization of schools and in changing curricula during recent months. A Board and Secretariat approach through all regular news channels, through PTA, CPH, Women's and Youth organizations, and meetings of cooperatives should precede even minor changes which may be disturbing to students and families.

Branch offices which have been referred to in previous sections become increasingly an organizational problem. In Kochi and one or two other prefectures the branch or district office was attached to the Board rather than the Secretariat, and served as a political organ for the Board. The need of branch or district offices is not clear even for the personnel records which might better be kept only in the central office. The relationship of these offices to district representatives of the prefectural

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government has not been legally defined. Their responsibility still seems closer to the Governor than to the Secretariat or the Board.

Education officers are not trained workers in budgets. They have each year scanned education budgets in their relationship to prefectural budgets for obvious defects and waste of money. In 1948 their fight was against entertainment funds and for growing reality in allocation of money. In this they were largely defeated by the habit of hidden items. No specific expert help has been available below the SCAP level on budget making or interpretation. It should be. Japanese educators, not trained as financial experts, are farther away from expert help than they were under the Governor. Simplified procedures and guidance would be most helpful.

11. Conclusions:

The necessity or desirability of revising or modifying Japanese laws is obvious in the case of the Board of Education Law. Some of the most pressing amendments include:

a. Prohibiting paying of salaries or remuneration of any kind to Board members. Allow expenses for reasonable purposes only upon submission of a voucher.

b. Limit the number of meetings a Board can hold to 12 - 30 a year, and limit the length of meetings.

c. Provide for future local Boards to be set up on a district or gun basis, rather than permitting Boards for smaller units of towns and villages and thus draining off money which should be spent on schooling.

d. Prohibit an elected member of the Board of Education from being under obligation to any outside pressure group or individual by accepting a salary or "orei" from them while serving on the Board. Example: the Teachers' Union has paid the salary of some Board members, or made up the difference between what they receive from the Board and what they received as former teachers.

e. Give Boards the power to reduce education personnel numerically in the Secretariat.

Don't they have this power now?

f. Change Article 44 so that statistics and guidance may be included as functions in departments or sections of the Secretariat. In many Boards it was considered mandatory to set up these departments and thus add more personnel.

g. Clarify the position of the Board in its relation with the superintendent so that the Board does not interfere with the proper

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administrative function of the school head. Inclusion of the superintendent as ex-officio board member with legal responsibilities might well be the way, with the Board's position as policy-maker rather than executive made explicit.

h. Clarify the relationship between the prefectural and local Boards so that the prefectural Board will not control local schools and defeat the purpose of decentralization.

i. Give prefectural and local Boards some control over education taxes, so they are not in the position of beggars.

j. State specifically that all property in school buildings and buildings themselves regardless of original source become public property subject to the control and disposition of the Board of Education.

Existing difficulties and obstacles include:

a. Unfamiliarity of Board members with parliamentary procedure and with proper keeping of minutes.

b. The failure of the Board to arouse public interest in meetings and actions.

c. The Board considering itself as an executive and administrative body and taking over the proper function of the superintendent.

d. Board members functioning as individuals, receiving petitions, hearing complaints, making public appearances.

e. The Board unduly influenced by the Governor who frequently appears before it or calls in individual members and states his case for the disposition of school properties and other matters in strong terms.

f. The School Board meeting many times a month and making membership a full-time paid job.

These obstacles can be overcome by:

a. An in-service training program which will give them practice in efficiency and orderly procedure. Excellent programs of this sort were developed separately at Hyogo and Kinki Region. Both are available for use elsewhere.

b. Public interest in the Board can be aroused by adequate publicity of Board meetings sufficiently far in advance of the meeting to allow people to plan to attend and be prepared with recommendations. The publicity should be widely disseminated by prefectural newspapers.

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radio, and bulletin boards.

c. Through an in-service training program sponsored by Military Government the Board can come to learn of its true functions and its relationship to the superintendent. These functions and relationships should be more clearly defined in the Board of Education Law. A national school-board periodical should be published jointly by the Boards or by the Ministry and used as a means of orienting Boards as to their proper functions and at the same time serving as a clearing house for current educational information.

d. As authority rests with the Board in legal session, not in individual members, it should be clearly pointed out to members that they are wasting their energy and subverting the purpose of the law if they listen to petitioners in their homes or outside of meetings. To accommodate the public one Board keeps one member in turn in the Board room to listen to and report on complaints.

e. The Governor should be strictly limited in his relations with the Board, even to the extent of prohibiting his facing them officially, through a national Ministry of Education policy statement.

f. The number of Board meetings should be limited to the legal one a month with not more than two special sessions when matters are extremely urgent. The Wakayama limit of one regular and two special meetings a month might be a model for national legislation or recommendation, especially as the Wakayama Board receives Yen 1,000 expenses per meeting, with the monthly limit set at Yen 3,000. The time limit on each meeting should also be set to assure the Board's remaining a policy group rather than an administrative one.

The Secretariat organization in various prefectures under study is tending toward simplicity. Ministry of Education suggestions to prefectural officials that there be 7 divisions has made for complexity and for continuation of the status quo. SCAP, CI&E, and Military Government recommendations have been toward specific responsibilities to a few officials in a carefully organized staff. The general pattern of 2 or 3 divisions may well be recommended to the Ministry, if it must offer patterns to follow. This pattern lends itself most efficiently to economy at the Secretariat level, and to responsible future functional operation of the Secretariat and the schools. Religion should not be one of the functions of the Board or its Secretariat. Arts and Monuments should not play a major role since maintenance is its chief job. Teacher consultants should be in the school guidance program, not apart from it.

Branch offices need fuller study before they are allowed to continue without direct control by the Secretariat. They should be an essential part of the Secretariat with specified functions. Elimination

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Should be eliminated entirely

of the branch offices might be most desirable, if their functions can be more economically handled by the Administrative and Guidance Sections at a prefectural level.

The one major criticism of the method of election, a criticism which also exists in the method of election of members to the various legislative bodies, is that of allowing the voters to vote for only one candidate despite the fact that 6 candidates were to be elected in each prefecture, and 4 in each city. Had each voter been allowed to vote for each of the 6 prefectural Board offices, and 4 local Board offices, members more truly representative of the electorate would have been chosen. As long as the present system remains in force, it will be easier for such undesirable elements as the Communist party and the Teachers' Union to obtain representation on the Boards of Education.

Personnel reduction in the Secretariat should be recommended for most prefectures on the basis of functional job analyses and the placement of most capable people in each job. Sharp cuts in branch offices are indicated universally.

The availability of SCAP, CI&E experts for giving guidance in the field would make budgeting more understandable and more practical to education officers and Board and Secretariat members throughout the year and should help adjust education more effectively into the Economic Stabilization Program.

12. Recommendations:

It is recommended that:

a. 10 changes in the Board of Education Law suggested in paragraph 11 be acted upon;

b. national tax structure and distribution of tax sources to prefectural and local bodies be revised so that the Boards can assume their proper role;

c. a continuous in-service training program for Board members be carried out at local levels, the materials provided by Military Government and prefectural Secretariats;

d. an information program on the functions and purposes of School Boards be sponsored on a national scale;

e. a relationship between other elected officials and school boards be clarified so that there is no conflict of jurisdiction;

f. personnel requirements of the Secretariats be made to determine the most economical use of personnel and the securing of qualified

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personnel to fill these positions:

6. higher headquarters and or Ministry of Education furnish guidance in budgetary matters so that the provisions of the Economic Stabilization Program may become realities.

13. This headquarters is putting as many of these recommendations into effect as is possible under current directives.

FOR THE COMMANDING GENERAL:

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I

SCAPIN

Civil Education - Ltr 5 May 49

HEADQUARTERS I CORPS
APO 301 (Kyoto, Honshu)

JJB/ay

AG 091.3 - BA

1 April 1949

SUBJECT: Economic Stabilization Program

TO : See Distribution

1. References:

a. Letter Headquarters I Corps, file AG 014 - BA, subject: "Japanese Economic Recovery", dated 10 February 1949.

b. Letter, Headquarters I Corps, file AG 091.3 - BA, subject: "Economic Stabilization", dated 23 February 1949.

2. Reports received by this headquarters indicate that the nine point recovery program has received preliminary implementation by military government regions and teams throughout the I Corps area. Recovery commissions have been established and committees appointed to explore local possibilities for implementation of each of the points contained in the SCAP interim directive. A weakness noted in their composition is that large worker segments of the population, such as labor, farmers, and fishermen have not received adequate representation on the commissions.

3. The economic recovery program is of interest to and must be implemented not only by the economic section of military government units, but by all sections. Team commanders will scrutinize the activities and plans of all of their sections to insure conformity with the objectives of the Economic Stabilization Program.

4. In the development of the Economic Stabilization Program due consideration must be given to its political and social aspects. Dissident groups must not be permitted to obstruct the attainment of the nine point objective. Any such obstruction constitutes a violation of a SCAP directive, and consequently is punishable in Japanese courts. A Japanese official who willfully fails to support the Economic Stabilization Program should be reported to his local superior for appropriate action. If an erring official can not be properly disciplined locally, he should be reported through military channels for removal by direction of SCAP. Adequate documentary evidence, including sworn statements of witnesses to support all charges, must be included in the report. Publicizing of one or two successfully prosecuted important cases in a region should attain the necessary cooperation. From the social aspect, employment in projects contributing to the stabilization of Japan for those workers who are discharged as surplus by government and industry must be provided. To this end projects

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which can be started on short notice should be sought as well as those of a long range nature. Some short-notice projects are:

a. Salvaging materials of war damaged installations.

b. Constructing earth dams for irrigation and power purposes. Developing local housing, warehousing, canning, food preservation, rat extermination, etc., projects.

5. In view of the importance of Japanese economic recovery, it is imperative that encouragement be given to all program and projects that will assist in the achievement of this goal. Economic recovery commissions should be assisted in their deliberations and efforts by military government. Occupation personnel should constantly be alert to means of implementing this program. Pending the issuance of implementing directives by SCAP and higher headquarters, it is desired that all military government units in the I Corps Zone of Responsibility use their imagination and facilities to attain as early as possible, an economically independent and self-sustaining Japan.

The following are a few of the principles which are elemental to economic recovery. They can be put into effect now at regional and prefectural levels by the Japanese.

a. Scrutinization of Budgets

(1) Prefectural and local budgets should be carefully screened to eliminate items which are not immediately essential or do not contribute to economic stabilization.

(2) The services of qualified, trained specialists should be secured to make an impartial study of the items contained in the budget.

(3) A budget committee should be formed to study all requests for appropriations with a view to their reduction or elimination.

(4) Each department of government should be required to justify the amount asked as the irreducible minimum. The inclusion of an item in the budget does not make it mandatory that the money be spent, if need for expenditure does not arise. The budget should require all departments to live within authorized appropriations and to turn back unexpended funds at the end of the fiscal year.

(5) Once established, budgets should be strictly adhered to and additional allocations made only in exceptional circumstances.

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(6) Appropriations for "entertainment" and "miscellaneous items" should be eliminated.

(7) The proposed budget should be published well in advance so as to allow public discussion prior to adoption.

(8) Budgets which have been already legislated and which had not been carefully scrutinized should be subjected to a careful revision downwards.

b. Taxation.

(1) Encourage and educate Japanese citizens to pay their taxes.

(2) Encourage Japanese individuals and business workers to adopt an honest, reliable bookkeeping system so that costs and profits will be established as a matter of fact, rather than conjecture.

(3) Insist that organizations such as the Livelihood Protective League, which encourage false income tax reporting, be prosecuted.

(4) Publicize the importance to each individual of keeping an accurate account of income received and of his deductible expenditures for presentation to tax officials if called for.

(5) Point out that a reduction of local expenditures will result in a lighter tax load and that each individual is a watchdog of the public treasury.

(6) Emphasize through in adult educational program the need for collection, use, and proper expenditure of taxes.

c. Development of New Industries

(1) Review local industries which were in successful operation in the pre-war period. Determine which can be revived.

(2) Encourage development of local industries based on materials indigenous to the area.

(3) Analyze the skill of local labor and see if it can be combined with the available local material for establishment of a new industry.

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(4) Considering transportation, material, and production costs determine what new industries using imported materials can be expanded or created to manufacture profitable exports.

(5) Develop industries which will directly contribute to the needs of the area. Deposits of limestone or pyrite might well serve as the basis for a commercial fertilizer industry. Lumber secured from local forests might be used for exportable furniture.

(6) Develop new mines.

d. Planning.

(1) Emphasize the importance of foresight and planning as an effective means of eliminating waste.

(2) Prepare a list of public work projects which can be financed locally. Wherever possible, the projects should be productive of food, shelter, or exportable items, and be self liquidating.

(3) Encourage projects that can be quickly undertaken and will serve to allay anxiety or unrest, and absorb displaced labor.

(4) Scrutinize war damaged factories and buildings for salvage value, or as a possible site for a new industry, and as a project which can be immediately undertaken to absorb displaced labor.

e. Conservation.

(1) Postpone all new projects which do not contribute to economic stabilization.

(2) Utilize existing personnel, buildings, and equipment to the fullest extent before expanding. For example, in education this might be accomplished by consolidation of schools, transfer of teachers and equipment, and elimination of "dead-wood" from overhead.

(3) Make maximum use of indigenous resources and available materials. Wherever possible, use wood and stone and other indigenous materials, for building purposes in place of iron, steel or other materials which must be imported.

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(4) Develop and utilize hydro-electric power as a substitute for coal.

(5) Eliminate food spoilage by proper preservation and storage. Encourage development of food canning, desicating, and preserving plants, ice plants, and dry and cold storage warehouses. Speed up transportation of perishable food and provide icing enroute.

(6) Conduct local campaigns aimed at conservation of heat, light, power, and salvageable materials.

f. Foreign Trade.

(1) Imports should be limited to those items which are necessary to feed the Japanese people and to provide materials and equipment needed for production of export items. They should be used only for such purposes.

(2) Encourage development of industries which are able to compete successfully on the world market. Some items suited for competitive export are those which require dexterity, painstaking care, and lots of labor in their manufacture. Most products of this nature require little material and find a ready market abroad. Examples are: bamboo fishing poles, fine woven cloth, fine furniture, toys, and scientific and musical instruments.

(3) Manufacture souvenir items which are not only unique and attractive but practical.

(4) Encourage display of manufactured articles at major display centers visited by foreign traders.

(5) Urge the Chamber of Commerce to prepare pamphlets and publicity media for items manufactured locally which are available for export.

(6) Develop tourist trade.

g. Increased Food Production

(1) Analyze existing food collection, storage, and distribution facilities with thought of improving the efficiency of present procedures and facilities.

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(2) Utilize excess labor for construction of small reservoirs. The impounded water can be used both for irrigation and as a possible source of power.

(3) Use excess labor to clean, repair, and provide adequate safeguards for all food warehouses.

h. Labor

(1) Carefully screen the number of workers employed both by private industry and by the government, with a view to their reduction and placement in work contributing to economic stabilization.

(2) If labor is in short supply then encourage the transfer of workers from service categories to occupations which contribute directly or indirectly to economic stabilization.

(3) Establish vocational schools which will train unemployed labor in skills and trades which are in demand.

(4) Secure the cooperation of labor during the critical period of growth of a new industry. Explain the interest of labor in the manner in which labor is effected by industrial recovery. Educate labor in the full import of the program.

(5) Insure that Japanese employees of the Occupation Forces who are discharged for cause do not receive termination allowance.

(6) Encourage the gradual withdrawal by Labor Ministry agencies from the field of labor education, and the separate conduct by trade unions and managements of their own program and schools for labor and management education.

i. Cooperation.

(1) Assist the planning activities of all economic agencies of the local government. This involves close cooperation with the Economic Investigation Board, Shokuryo Kodan, Economic Stabilization Board, Maritime Ministry, and Japanese agencies for land, forestry and fishing.

(2) Sponsor community forests, in which public lands are planted to trees by local excess or displaced labor.

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(3) Emphasize efficiency and contraction in all projects instead of expansion in both material aspects and in number of personnel employed. New buildings should not be constructed nor new equipment purchased when the old will temporarily suffice, but plant expansion should take place if it will increase the amount of exportable items produced.

j. Financing.

(1) Insure that essential industries receive funds necessary for proper development.

(2) Study potentialities of small streams as means of irrigation or as a possible source of power for local usage. Funds for development might be raised by public subscription or subscribed by farmer cooperatives.

(3) Encourage projects such as cooperative housing, that are locally financed, rather than continue dependance on the Central Government for subsidies to pay for local enterprises.

(4) Direct attention of cooperative organizations to advantages of initiating projects for their own benefit.

k. Effective use of Existing Facilities.

(1) Have local Japanese officials trace disposition and utilization of all buildings and supplies returned to the Japanese by the Occupation Forces.

(2) Study possible voluntary transfer or sales of land between private individuals, in order to provide for more efficient utilization.

(3) Eliminate all "frills" from programs and provide for essentials only.

l. Publicity

(1) Conduct contests in which the public is invited to contribute ideas and suggestions on conservation measures and economic recovery that might prove effective.

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(2) Suggest formation of a speakers' bureau composed of local economic, tax, educational, and industrial officials to educate the masses with importance of economic recovery.

(3) Develop a locally significant eye-catching design or insignia which will indicate participation in the economic recovery program.

(4) Suggest a series of movie lecture meetings (sponsored by agricultural cooperatives) on the role of the farmer in the nine-point economic recovery program.

(5) Develop public scrap collecting programs.

n. Economic Control Laws.

(1) Intensify the compaign against the blackmarket in all its forms.

(2) Prompt the investigation, prosecution, and trial of all violators of economic control laws.

(3) Eliminate ghost population in allocation of food. Encourage spot check by police of food issuing points. Check ration cards against actual recipients of food.

(4) Have investigation and adjucating authorities insure that violations of laws implementing the nine-point directive have priority in disposal.

(5) Insist on prompt and effective action against United Nations people where law violations are at variance with the nine-point program.

(6) Advise careful review of relief roles, to determine whether recipients are qualified for assistance. Court action, with accompanying publicity to punish malefactors should be initiated.

6. The above principles and suggestions are not all inclusive. They should be augmented as practical. In order that the best thought and ideas of the whole corps may be available to all teams, a consolidated regional list of new ideas developed in the regions will be submitted to this headquarters by 10 May 1948. A corps consolidated list will be then issued.

BY COMMAND OF MAJOR GENERAL COULTER:

/s/ C. C. Carter
/t/ C. C. CARTER
Colonel, AGD
Adjutant General

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HEADQUARTERS I CORPS
APO 301 (Kyoto, Honshu)

AG 310.1 - BA

9 February 1948

SUBJECT: I Corps Military Government Plan for 15 February - 30 June 1948

TO : See Distribution

1. References;

a. Letter, Headquarters Eighth Army, file AG 300.1 (MG-X), subject: "Priority of Military Government Activities", dated 9 December 1947.

b. Letter, Headquarters I Corps, file AG 310.1 - BA, subject: "I Corps Military Government Plan for the Period 15 November 1947 - 15 February 1948", dated 7 November 1947.

2. The vigor and imagination with which military government teams responded to the first of this headquartors' military government plans have resulted in progress -- definite and measurable achievements. The varying excellence of programs and results, however, indicates a need for more detailed planning on region and team level to develop powerful, coordinated attacks on specific prefectural problems. The vital inter-dependence of all military government activities and the steady rise of local autonomy make it essential that each team commander, rather than tolerating a group of disparate pregrams, however superior individually, build a unified plan fashioned for his particular prefecture.

3. It is necessary to remember that this plan has been prepared to guide twenty military government teams whose prefictures differ significantly in climate, culture and economic character. Obviously then, as these many teams construct their plans, the differing intensity and nature of preblems will result in emphases that are not uniform from prefecture to prefecture.

4. The objectives stated in this plan represent a movement forward by the Japanese in reconstructing and remodelling their own nation and way of life. It is military government's job to elicit from the Japanese that genuinely self-reliant, progressive attitude which will result in discerning and striving for these goals without dependence upon outside guidance. Success of this plan, then will be measured rather in terms of Japanese than military government activity.

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5. This plan covers a considerable period and has its basis in the directives of higher headquarters. Changing situations may bring directives that will alter this plan(such as a successor document to reference 1 a, above). Military government teams will make necessary readjustments in their plans as such new directives are published by this or higher headquarters.

6. A rigid routine for implementing this plan is not desirable, but the following steps are urged:

a. Upon receipt, make the complete plan available to all team members for careful study.

b. Hold an early staff conference to discuss the plan and the status of programs in the prefecture.

c. Decide upon methods of coordination and appoint committee groups to formulate, in writing, detailed plans, tailored to specific prefectural situations.

d. At the next conference present the section plans and develop the team program.

e. Prepare work schedules that will make possible regular progress on the plan.

f. At weekly staff meetings review work accomplished, discuss future steps, make necessary modifications in the plan.

g. Report progress and findings under appropriate headings in the Monthly Military Government Activities Report.

H. Submit special reports when indicated.

BY COMMAND OF MAJOR GENERAL SWING:

8 Incls:
Annexes A, B, C, D-1, D-2, D-3, E, F.

W. N. HORNISH
Lt. Col., AGD
Asst Adj Gen

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ANNEX E

To I Corps Military Government Plan for 15 February - 30 June 1948.

CIVIL EDUCATION

1. Critique of Action on Previous Corps Plan: The civil education sections of all teams have made some progress on most items of the first Corps plan. They have in addition carried on a multitude of other activities, but they have not always given the plan priority attention. As a consequence, uniform progress has not been made on all fronts. Teams have developed specialities, which are in themselves commendable, but which should be secondary to the main effort of implementing the plan. The responsibility of regional officers is:

a. To insure that the teams move forward simultaneously on all priority projects in education.

b. To give the projects the regional slant which will adapt them to the particular regional situation.

Such uniform coverage of priority programs in a region will reinforce the development of these projects in each individual prefecture. During the period 15 February - 30 June 1948, military government civil education officers will exert every effort to insure that the following objectives are accomplished:

2. Priority No. 1 - School Inspections:

a. The first responsibility of CE officers remains the same, that of inspection of schools. A minimum of 5 institutions will be inspected monthly with emphasis on primary and secondary schools. Additional schools may be revisited, especially those that evidenced trouble spots in the initial visit, but reports on them need not be made to higher headquarters unless the problems remain unsolved and higher headquarters should know about them. The school inspection should require from one-half to a full day and will cover all aspects of the school: administration, staff, pupils, curriculum, school plant, and community relations. It should culminate at the end of the inspection with a constructive critique given by the CE officer before the entire faculty, emphasizing the aims and methods of democratic education. One team has worked out a very successful inspection plan whereby the school is notified of the visit and given time to prepare for it. The form for notifying the schools is now in the hands of each team. This headquarters recommends that the method be used, but not exclusively.

b. During the current priority program effort should be made to achieve as complete a coverage as possible of the schools of the prefecture. Since all cannot be inspected, plan in advance to reach representative schools in all parts of the prefecture. Special effort should be made to

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reach those <u>gun</u> heretofore neglected. Priority should be given in school inspections to try-out schools, so that they can thereafter be used as demonstration schools and centers for conferences.

3. <u>Priority No. 2 - Reorganization and Decentralization of the School System</u>:

a. Surveillance over new secondary schools, lower and higher: The new upper secondary schools must be established, according to Hatsugaku 534, on 1 April 1948. Most old middle schools wish to raise their status and become upper secondary schools, but priority should be given to lower secondary schools, since they must provide for the newly-expanded compulsory education. The decision as to what type of school an old middle school is to become rests in the hands of the governor and his responsible school officials. He should consider the recommendations of the Temporary Conference Groups in this matter. The CE officer will request from the prefectural officials their plans for the reorganization of secondary education and insure that:

(1) Minimum standards as set up by law are met by the new secondary schools.

(2) Co-education is effected wherever possible.

(3) Equal educational opportunities are provided in all parts of the prefecture.

(4) A comprehensive curriculum is offered in the new higher secondary schools rather than a specialized one, as was the case in the old higher schools. (This does not preclude specialized schools in urban areas).

(5) An in-service training program for teachers is set up. Suggest that schools use the "Handbook on In-Service Training of Teachers" (available in March).

b. Temporary Conference Groups and Boards of Education:

(1) Temporary Conference Groups, the forerunners of Boards of Education, should now be operating in each prefecture, as provided by Hatsugaku No. 63. They should be planning bodies for long-range programs and should serve as advisors to local government in the field of education. Their immediate responsibility is to recommend which of the old middle schools should become lower secondary schools and which higher secondary schools. But the major purpose of the TCG is to prove the way for the new school boards. They should, therefore, have the responsibility for planning

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and executing a prefecture-wide information program on school decentralization based on the provisions of the new law establishing Boards of Education.

(2) At the prefectural level the TCG set up by Hatsugaku No. 63, has been found to be too large and unwieldly for practical purposes. It is suggested that the CE officer recommend to the prefecture TCG that they nominate from among their members a half-dozen representatives who will serve on a working committee, and who will hold regularly scheduled meetings with military government until the ken school board is set up. The CE officer will request from this committee plans and blueprints for the long-range expansion of school plants necessary to provide for the compulsory years of education throughout the entire prefecture. This will require surveys at local levels which should be carried on by the local TCG in cooperation with the ken education officials.

(3) To assist in the effective decentralization of school control and the transition from TCG to school boards, the CE officer, coordinating with the team information officer, will:

(a) Aid and assist the TCG in planning an information program as soon as the school board law is passed.

(b) Discuss with the ken TCG standards for the selection of candidates on the new school boards, and encourage them to circulate petitions nominating worthy candidates.

4. Priority No. 3 - Teacher Reeducation:

a. In order to improve the quality of teaching in Japan and insure that the best practices of the new democratic education are substituted for the old authoritarian teaching, the CE officer will aid the school authorities to organize a continuing program of reeducation of all teachers whereby they will meet regularly in faculty study groups in their respective schools.

b. The beginning course should equip the teachers with a greater mastery over the tools of their profession, such as subject matter, educational psychology, and scientific teaching methods. Later units of study should make them aware of their responsibility to participate actively in community affairs through membership in such organizations as democratic teachers unions and parent-teacher associations. The goal of any effective in-service training program is to instill in the teachers the habit of professional improvement and a pride in their profession, and give them a chance to improve their status by promotion to more important jobs.

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c. At the end of the first phase, which covered "The Tentative Sugested Course of Study, General, 1947", required in the first Corps plan, a committee of teachers in each school should plan the continuing course, using the experience gained during the past semester, and such advice as the prefectural education section can give them. It is particularly urged that the in-service training program be keyed to that broadcast by the national radio program on the Teachers Hour, Mondays, Wednesdays and Fridays, 1530-1600.

d. Principals should participate democratically in such training courses. In addition, they should organize regular city, gun, and ken meetings of principals to consider the principal's place as a teacher-supervisor and guide rather than dictator and to study the problems of democratic school administration.

5. Priority No. 4 - The Budget:

a. All prefectures are now preparing budgets for the fiscal year 1948. The CE officer in cooperation with the other officers on his team and under direction of the team commander should examine the budget and insure its adequacy and accuracy. The following suggestions given at the recent CI&E conference should be considered:

(1) Have the prefecture anticipate the total needs for the year as far as possible, taking inflation into account, so that supplementary budgets will not be necessary every few months.

(2) Watch for misleading items such as "miscellaneous expenses". Insist that the budget headings be itemized in detail so as to indicate exactly the nature of each expenditure.

(3) In listing the revenues the budget should distinguish clearly the amounts received from national, prefectural and local sources. The prefecture should not count upon voluntary contributions, such as collections from the PTA, to eke out the needs of the schools. Such a practice is prohibited by the Ministry of Education.

(4) Draw together from all parts of the education budget operating expenses, and distinguish them from capital outlay. Among operating expenses separate cost of personnel from all other costs. There is a shortage of materials, but not of personal services in Japan.

(5) Figure out the unit (per capita) cost for primary, junior high, senior high, and university education. Insist that the governor or school officials explain any remarkable difference between schools primary schols, and take action where are desirable.

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6. Priority No. 5 - Health and Safety Curriculum:

a. Plan a prefecture-wide health campaign, in coordination with the team public health officer and prefecture health department, which will introduce units of health in each of the compulsory grades. Suggest to them the use of the T.E. material provided at the Kyoto conference, and get them to work out units of study on specifically local health problems. With the civil information officer plan an information program through press and radio, publicizing the same materials being taught in the schools. Also hit such habits as spitting, urinating, and defecating in the streets. Have the health campaign culminate in a prefecture-wide "Health Week".

b. On the basis of the I Corps safety plan, plan a prefecture-wide safety campaign to coincide with the opening month of school. Introduce units on safety in each of the compulsory grades and with the civil information officer plan an information campaign for the public, culminating in a prefecture-wide "Safety Week", and wherever necessary organize a school safety patrol.

7. Priority No. 6 - Parent-Teacher Associations: The CE officer has the responsibility of spreading the idea of democratic Parent-Teacher Associations by conferring with the Citizens Public Hall officials, Teachers Union officials, and Social Education officials to publicize the new type PTAs and enlist their aid in introducing the I Corps PTA pamphlets into each school in the prefecture. Conferences will be held to which the public is invited and the purposes and programs of the new-type PTA are explained. Only when there is a sufficient number of grass roots organizations, encourage a prefecture-wide federation which will become a planning body that will turn out monthly programs and educational material.

8. Priority No. 7. - Student Body Self-Government for New Junior and Senior High Schools: (See I Corps Military Government Plan for 15 November 1947 - 15 February 1948, annex E).

9. Priority No. 8 - Youth Groups:

a. Youth groups are floundering for want of definite direction and adequate leadership. The responsibility of CE for this period is to:

(1) Encourage the organization of at least one gun-wide leadership training course for youth group leaders. Materials for guiding the Japanese in setting up a leadership training course will be forthcoming from I Corps.

(2) Encourage the organization of a prefecture-wide Boy Scout Committee and a separate Girl Scout Committee which will set up a scout leader training course which may be held jointly.. Boy Scout materials for this course are available

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from the chairman of the national committee, Mr. Tsuyo Mishima, 477 Yoyogi Hatsudai, Shibuya-ku, Tokyo. (See also document on "Japanese Boy Scout Movement", sent out by CI&E SCAP, last year). Girl Scout materials will be sent out from I Corps Headquarters.

(3) Help the youth groups find an adequate place to meet and have their offices. Suggested sites are the Citizens Public Hall, YMCA, CI&E Reading-Room, or any other available non-government building.

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HEADQUARTERS I CORPS
APO 301 (Kyoto, Honshu)

PSA/mth

20 December 1948

MEMORANDUM

FOR: Region Commanding Officers

SUBJECT: Activities in Civil Education in I Corps

I Corps has, in the past, taken the Eighth Army priority program and developed it in great detail into a 3-months plan. Following this the region Civil Education Officers have taken the Corps plan and with team officers spelled out the priority jobs to be done in civil education into a region plan which provided specific guidance to the team officers. Hereafter Corps will not provide any policy making functions of this Govt Regions should, therefore, be responsible for taking the priority program from Eighth Army and preparing in detail a regional priority program based upon regional needs.

School Reorganization

School reorganization and decentralization are first priority on the new Eighth Army priority list which is effective January 1, 1949. I Corps has carried on, during the past year, a very intensive campaign to insure that the Japanese live up strictly to the requirements of Hatsugaku 63 and Hatsugaku 534. Emphsis has been placed in carrying out Hatsugaku 63 on the provision of separate buildings as fast as possible in sufficient number to supply the total needs of the lower secondary schools. These buildings came as much as was possible from old middle school and primary school buildings, with planning being done before any new construction was undertaken. It was discovered in every instance that if the Japanese were left to their own devices they would convert the middle schools into upper secondary schools. This produced more upper secondary schools than the community could afford or needed and resulted in an unwise and wasteful use of the present school plants.

Throughout I Corps encouragement was given to turn over at least half of the old middle school buildings to lower secondary schools which had to be accommodated according to the basic school law. Most prefectures have accomplished this and find that they are still able through proper utilization of building space to handle more upper secondary school pupils than they did in the past. This has not been true in other parts of Japan as witness the report on reorganization in northern Japanese prefectures of the most recent CI&E Bulletin. (CI&E Bulletin, 8 December 1948, Supplement).

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This headquarters recommends that immediately every prefecture resurvey its distribution of buildings, equipment, and teachers among lower and upper secondary schools and if serious unbalance is discovered, that priority be given to lower secondary school in an immediate reorganization. As an example of what can be done, Nara prefecture went from 31 old middle schools to 16 upper secondary schools, all comprehensive in curriculum (which means that they offer more than two major fields of study, e.g., agriculture, commercial and college preparatory, home economics, technical, fishing), all co-educational, (which means that boys and girls study in the same classrooms the same subjects) and all districted (which means that instead of traveling long distances to favored schools, children must attend the school nearest their homes). Shiga which accomplished equally good reorganization is now planning to reduce its present 18 upper secondary schools to 10 as of 1 April 1949, caring for 15% more pupils than in parallel years of old middle schools.

School Boards

The next major responsiblility of I Corps is the guidance of Boards of Education and superintendents of education towards their proper functions. Ten lessons based on the texbook, "School Boards in Action" have been presented to the boards in Kinki Region and in the Tokai-Hokuriku Region a skit was presented in which a model school board demonstrated how to operate. The team officers are attending many meetings of the school boards and are asking for copies of all minutes for study and evaluation and are in general, lending useful guidance to these pioneer boards. The knottiest problem regarding the school boards is the question of pay. Military government should not set any fixed sum, nor may MG deny the right of a prefecture or locality to pay a salary but MG should bring to the Japanese the strong recommendation based upon American experience that no salary be granted since this is a part-time community service.

A second knotty problem is the assumption by the school boards of responsibilities beyond their just powers or abilities such as school inspections, and decisions on curriculum, which are the rightful responsibility of the superintendent and his professional Secretariat.

The Try-Out School

One of the most successful devices developed by I Corps to extend the educational leadership of the military government CE Officers widely has been in the establi shment of try-out schools, and the setting up of regional associations for the study and sharing of new educational paychology, procedure, and materials. One of the troublesome problems is the fact that in many places prefectures have nominated their own try-out schools or model schools (a name which can very easily be a disadvantage to a school) or in some cases schools have nominated themselves model schools without proper justification. The problem is to keep the standards high and to include in the try-out

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school associations all schools that have demonstrated a genuine desire to reform and improve their programs without, at the same time, having too many for the education officer to supervise properly. Later, prefectural associations might wisely be set up to include a larger number of schools, all those that meet the stiff requirements of entrance to the association, and which subscribe to the purpose of the experimentation and constant improvement.

In-Service Training of Teachers

I Corps has carried out during the last 15 months a concentrated, systematic in-service training of teachers in every school, reaching every teacher. Kyoto prefecture was the first to work out a simple series of lessons which were published by the prefecture and distributed to all schools. The pattern of the course has been to utilize the handbooks prepared by SCAP and Mombusho starting with the Tentative Suggested Courses of Study and working up through the Handbook on Psychology, I and II, and such new Handbooks as Teacher Consultants. Outlines for discussion have been prepared in as great detail as is necessary for handling by unskilled discussion leaders in each school. In each prefecture, committees including prefectural officials and inspectors, union members, teachers associations, and any other interested group have cooperated to build the in-service training course. These courses have been shared among prefectures and between regions.

Adult Education Course

The final item is a project in the field of adult education which has often been slighted in favor of formal education. This project was conceived by Colonel Burns during an inspection of one of the regional headquarters. It was his feeling that the lower 70% of the population had not yet been reached with a living message for democracy, and that it was high time military government stated its case strongly. Indidentally, higher headquarters has also finally realized the utter necessity of "selling" the Japanese public on democracy as a means of competition with other alien and dangerous philosophies, and has now approved a book called "Primer for Democracy" which will be published in as many as five million copies and spread, broadcast throughout the country. I Corps is prepared to use this primer in a course which had already been developed to reach the little man. The purpose of this course is to give a frank explanation in simplest, possible terms, pegged at 14 or 15 year intelligence, of the reasons for all the democratic reforms instituted by the occupation. The light should be on evening in all secondary schools from now on, and MG may have to make arrangements for electricity to be turned on at the time that the course is to be given. In order to ease the burden on the teams which will be responsible for hundreds of courses going on simultaneously throughout their prefectures, I Corps is providing detailed lesson plans for the complete 19-lesson course. These will be coming to you before the month is out.

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Recd. from I Corps, Jan 49
Extract from I Corps CI&E News Digest No. 5

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(I Corps material)
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TECHNIQUES OF TEACHING AND PUBLIC DISCUSSION

PANEL AND GROUP DISCUSSIONS

This headquarters has during the past year experimented in the use of the panel discussion as a teaching device. It is a democratic way of handling a discussion as opposed to the more formal, didactic methods of debate which were common in our own high school experience. In Kyoto, as reported in an earlier issue of the News Digest, middle school students have been organized under the guidance of military government into panel discussion teams and have stumped the middle schools of the Kyoto area on the subject of:

1. How can this school be made more democratic?
2. Why student-body self-government?
3. Should the class monitor system be reformed?
4. Should uniforms and insignia be required of middle school students?

It is recommended that you stimulate this sort of discussion device in your own prefecture and that you branch out as soon as possible into adult panels which can move around the prefecture possibly utilizing Citizens' Public Halls, discussing problems of public interest and enlightening the people on current issues. Possible topics for your adult discussion groups can be:

1. The new land reform act: is it a success?
2. The food distribution system.
3. Government by bureaucrats.
4. Entrance examinations to schools.
5. Should Japan join the United Nations when it has the opportunity to do so?
6. Can Japan become a true democracy?
7. Are women ready for the rights granted them in the new Constitution?

These subjects are highly controversial and the discussion could easily get out of hand if the members of the panel were not sober, thoughtful men and women. Military government in stimulating such panel discussions should warn them that in their conclusions, measures of extremism should be avoided. All sides of the discussion should be stated and freedom allowed the audience to participate, but the chairman should be instructed that in his concluding remarks he should urge reasonable conclusions which are practicable and which are in accordance with the policies laid down for Japan in the Potsdam Declaration. The following suggestions for panel discussions have been translated at I Corps and are included as Inclosure 1.

(Heavy borrowing from Chi Kokka publications)

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TYPE I

SUGGESTIONS FOR PANEL DISCUSSIONS

WHAT IS A PANEL DISCUSSION?

1. Its Meaning: A panel discussion is a discussion among a selected group of persons, under a leader and in front of an audience which joins in later. The form is informal and conversational - no speeches by members or by leader, no oratory.

2. Its Place: Panel discussion is a good plan when the audience is too big for all to take part. For smaller groups, there is no substitute for round table discussion (see other sheets) but with groups larger than 40 or 50, panels have definite advantages.

3. Its Composition: Good panels may number from 4 to 10 persons: 6 or 8, in addition to the leader, is ideal -- large enough for variety, small enough for genuine conversation.

4. Its Purpose: To get important facts and different viewpoints out into the open, stimulate audience, thinking, and lay a basis for wide participation later.

PREPARATION FOR THE PANEL

THE PROGRAM COMMITTEE'S PREPARATORY JOB:

1. Select a Timely and Significant Topic: State it clearly, and, generally in question form.

2. Select Members with Care: People with different backgrounds, willing to re-examine their convictions, ready to give and take. A good voice and a clear and concise manner of speaking help.

3. Select Leader and Members Early: Give them a chance for study and thought beforehand.

4. Allow Enough Time: Panels should never be rushed. Those shorter than an hour seldom succeed. But bring discussion to a close while audience interest is still high.

THE PANEL LEADER'S PREPARATORY JOB:

1. Meet in Advance with Panel Members: To get acquainted and to reach a common understanding on topic and method.

2. Discover Major Points to be Discussed: In preliminary conference, frame an over-all pattern a few principal questions to be raised. But discourage lengthy advance discussion, for you settle issues before you begin. Agree about the beginning -- one member to open the discussion and perhaps a second to carry on. From then on let it be free, spontaneous, unrehearsed.

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3. Look to the Seating Plan: "Set the stage" with an arc of chairs and tables on a slightly raised platform close to audience. Do not seat members with similar viewpoints together; mix them up. Seat lively talkers on the ends, quieter ones near the center so you can encourage them.

CONDUCTING THE PANEL

AS LEADER OF THE PANEL

1. Make your Introduction Short: Introduce panel members in a few words. Speak of general plan for panel and audience participation. Then say just enough to define the problem, and throw out your first question; 5 or 10 minutes is enough for this. After introduction, remain seated throughout.

2. Keep Your Own View Out of It: Enter the discussion only to (1) ask clarifying questions, (2) interpret uncertain meaning, (3) bring discussion back to the track, (4) summarize, (5) ask "next step" questions, (6) interrupt speech makers. Be the strictly impartial "moderator".

3. Address Questions to the Panel as a Whole or to a Part of It: Don't question individual members, as a rule. Let participation be as free and spontaneous as possible.

4. Ask Challenging Questions: Not the "Yes" and "No" kind, but "Why?" and "How?".

5. Dig out Points of Difference: Not as in debate, but in friendly united pursuit of the truth. Work toward understanding, reconciliation. Strive to find the "common meeting ground".

6. Take Time for Occasional Summaries, especially at the end. People like to know that progress has been made. Point out "loose-end" questions.

7. Invite Audience Participation somewhere around the half-way mark statements of experience and opinion as well as questions.

AS MEMBER OF THE PANEL

1. Be Alive to Your Opportunities: A discussion is a cooperative venture. Always watch for the right moment to speak your own viewpoint -- Vigorously, clearly, concisely. Help the leader keep the discussion balanced, lively, forward moving.

2. Remain seated throughout discussion, but remember your audience. "Speak to the back row".

3. Set an Example to Careful Reflective Thinking: Listen thoughtfully to others. Strive to get their viewpoints and what lies back of them. Try your own ideas in the court of public review, and join in a common quest of truth.

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TYPE II

SUGGESTIONS FOR ROUND TABLE DISCUSSION LEADERS

GETTING READY

1. Invite all interested persons, the best number being from about 10 - 20 people stressing informality of meeting.

2. Arrange group in circle, so each person can see every other person.

3. Provide table space, if convenient, for leader and entire group.

4. Let all stay seated during discussion, including leader. Keep it informal.

5. Start by making everybody comfortable. See that temperature and lighting are as good as possible.

6. See that everybody knows everybody else. At the first gathering go around the circle, each person introducing himself. As a newcomer joins the group later, introduce yourself to him and him to the group.

7. Learn names of all as soon as you can.

8. Have blackboard, chalk, and eraser ready for use in case of need. Appoint a "blackboard secretary" if the subject matter and occasion make it desirable.

9. Start on time, and close at prearranged time.

10. In opening, emphasize: Everyone is to take part. If one single member's view fails to get out in the open to that extent the discussion falls short.

11. Toward this emphasize: No speeches, by leader or group member. After opening statement, limit individual contributions to a minute or so.

CARRYING ON

1. Make your own preparation for the discussion. Think the question through in advance. Aim to establish connections between ideas of background materials.

2. Aim at outset to get a sharply defined question before the group. Have three or four alternatives put on the board if you think this will help: "Which do you want to start with?" "Is this question clear?"

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3. In general, don't put questions to particular group members, unless you see that an idea is trying to find words there anyway: "Mrs. Suzuki, you were about to say something". Otherwise: "Let's have some discussion on this question ...." "What do some of the rest of you think about this?" "We've been hearing from the men. Now, how do you women feel about this?" "What's been the experience of you folks up in the northern part of Ken in this connection?" and similar questions.

4. Interrupt the "speech maker" as tactfully as possible: "While we're on this point, let's hear from some of the others". "Can we save your other point till later?"

5. Keep discussion on the Tracks: Keep it always directed, but let the group lay its own track to a large extent. Don't groove it narrowly yourself.

6. Remember: The leader's opinion doesn't count in the discussion. Keep your own view out of it. Your job is to get the ideas of others out for an airing.

7. If you see that some important angle is being neglected, point it out: "Tanaka-san was telling me last week that he thinks ..... What do you think of that?"

8. Keep the spirits high. Encourage ease, informality, good humor. Let everybody have a good time. Foster friendly disagreement. Listen with respect and appreciation to all ideas, but stress what is important, and turn discussion away from what is not.

9. Take time every 10 minutes or so to draw the loose ends together: "Let's see where we've been going". Be as fair and accurate in summary as possible. Close discussion with summary -- your own or the secretary's.

10. Call attention to unanswered questions for future study or for reference back to speakers. Nourish a desire among group members for continuing study and discussion through a skillful closing summary.

SUGGESTIONS FOR ROUND TABLE DISCUSSION GROUP MEMBERS

1. Speak your mind freely: The discussion meeting is yours -- a chance for you to say what you think. Say it. Your ideas count. Here "everyone's idea is worth just as much as everyone else's, and a good bit more than some".

2. Listen thoughtfully to others: Try hard to get the other man's point of view -- see what experience and thinking it rests on. Remember: On almost every question there are three points of view -- yours, mine, and the right one.

3. Keep your seat when you speak: Whether you are group member or leader, don't stand up to speak. The discussion meeting is not a place for speeches. Informality is the rule here.

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4. Don't monopolize the discussion: Don't speak for more than a minute or so at a time. Give others a chance. Dig for things that matter. Make your point in a few words, then pass the ball to someone across the circle. If discussion lags, help the leader put questions that will draw others out.

5. Don't let the discussion get away from you. If you don't understand where it's going, say so. Ask for examples, cases, illustrations until you do understand. Try to tie up what is being said with your own experience and with what you have heard and read.

6. Indulge in friendly disagreement: When you find that you're on the other side of the fence from the discussion, say so and tell why. But disagree in a friendly way. There's one truth that everyone's after. Good-humored discussion leads part way there.

7. Strike while the idea is hot: Don't wait for the leader to recognize you before speaking. If several want to speak at once, it is his job to grant the floor to one, give the others a chance later.

8. Come to the discussion with questions in mind. Make note of questions and points of disagreement that occur to you during advance reading or listening, and raise them during the discussion. Farm papers, the daily press, lectures, public forums, the radio, etc., are good sources for clippings and notes to be used at discussion meetings.

9. Go ahead from discussion to study: Remember that discussion is just the first step - an important one, but still just a starter. If your thinking is stirred up by the discussion here, seek out materials for further study on the problems.

10. Why not group discussion at home? All over the country farm men and women are gathering, often in farm homes, for discussion of public problems under local leaders. Some are using the best discussion and forum programs of the air from Tokyo as springboards for continuing discussion. Why not a neighborhood discussion group in your home?

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I Copy Discussion Pamphlet — Techniques of Teaching and Public Discussion

パネルディスカッション

パネルディスカッションとは何か

1. 選ばれた数人の議長の下に討議を行ひ、進行につれて聴衆も此に加る討議の形式である。形式は議長も討議員も演説をしない。うちとけた会話の形式をとること。

2. 場所。人数が多い為に凡ての人が討議に参加することが困難な場合パネルを用ひるとまさるものはない。(座談会の項参照) 然し乍ら有効である。より少いグループなら座談会に四五十人以上のグループではパネルの効果は決定的である。

3. パネルの構成。四人乃至十人を適当とする。六人乃至八人に議長を加へたものが理想的である。様々の意見を交しながら真の意味の座談が出来るから。

4. 目的。主要な事実と様々の見解とを開陳すること。聴衆にもよく考へてもらひ議論の進むにつれて彼らの発言をうかがへるやうに準備すること。

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パネルディスカッションの準備要領

プログラム委員の準備

1、時宜に適した且重要な題目をえらび此を明瞭に提示する。概して疑問文の形式を用ひる。

2、討議員の選択。人物は各方面を網羅すること。自己の所信を再検討し、与へ且攝取せんとする気持の人物。声音のよい人。明瞭に要領の得た物の言ひ方をする人。

3 議長と討議員を早くから選んで置くこと。事前に研究と考察の余裕を与へること。

4、充分な時間をとること。パネルは慌しくやつてはいけない。一時間以内のパネル討議はあまり成功しない。然しだら〳〵と興味のさめない内に討議を終らせること。

パネル議長の準備すべきこと。

1、事前にパネルの討議員と会合すること。互に知り合ひ、議題と方法について了解点に達して置くこと。

2、討議の主要な論点を発見して準備会の時に、逐一会議の模様を企画して置くこと。二三の主要な問題をとりあげること。但し長々と討議はせぬこと。討議の糸口のほぐし方について合議すること。即ち討議員の内たれかゞ問題をいひ出して他の誰かゞ又それ以後のことは前以てけいこして置かずに、自由にその時の自然の勢にまかせること。

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3、席の配置。舞台装置
少し高い場所に、椅子を半円に並べ、聴衆に
面して机を置く。同じ意見の人を並べて坐らせ
ずに交ぜること。活潑な話し手を両端に
着席させる。比較的おだやかな人を中央に置
いてよりクダく話す機会を与へるやうにする。

パネルディスカッションの実行

パネルの議長としての

1、前置きは出来るだけ簡単に短くいふことが
大切である。討議の員の紹介を二言、三言で
して了ふ。パネルの大体の計画と聴衆の参加に
ついて話す。それから問題の定義を下すに止める。
そして自分の最初の質問を提出する。これだけに
五分乃至十分で充分である。
右の紹介がすめば後は着席してゐること。

2、問題に対する自分の見解を述べぬこと。
討議の中で言葉をはさむのは

①質問の意味を明かにすることを要求する時
②不確実な意味を解明する時
③討議を軌道にもどす時
④總括する時
⑤次の段階の質問を提出する時。
⑥話し手をさえぎる時
厳密な意味でパネルの議長であること。

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3、討議員の全部又は一部に対して質問を発すること。個々人に対しては問かけることを原則とする。発言を出来るだけ自由にさせること。

4、批判的な質問をすること。「然り」「否」ではなく「何故に」「いかにして」の種類。

5、相違点をまとめること。議論といふよりむしろ、互に協力して、真理を追求する態度。了解と協調を目標にすること。相ふれる共通点を見出すことにつとめること。

6、時々、しめくくりをする為の時間を割くこと。此は特に討議の終りに大切である。論議の進行して来たもやうを人は知りたいものである。また答へられてゐないし又は主論との連ケイもまだついてゐないやうな質問を指摘すること。

7、只々議論の半ば頃に聴衆の発言をすすめること。至験及び意見の発表、質問をうけること。

討議員として、

1、機会をつかまえて敏捷であること。ディスカッションは協力的行為である。自分の見解を述べる正しい時機をみのがさぬこと。述べるには力強く明瞭に簡略にのべること。討議か平衡と活潑さとを失はずによどまず、進んでゆくやうに議長を左すけすること。

2、協議中ずっと着席してゐること。然し乍ら聴衆の方にも注意を拂ふこと。「最後列に向ってよびかけよ」。

3、慎重な、反省的考慮の模範を示せ。他人の言に注意深く耳を傾けよ。他人の見解と、それらの見解の背後にあるものをつかめ。自分の意見を人々の前に開陳して批判を求め、我々共通の真理探求のつとめに参加せよ。

(完)

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座談会の司会者への助言

準備

1. 関心のある人全部を招くこと。たゞし人数は一〇人から二〇人までが最高である。会合がごく気楽なものであることを強調する。着のまゝ、たとへばモンペをはいたまゝ出席するやうにすゝめること。
2. お互に顔が見えるやうに円形に座を設けること。
3. 出来れば真中に机を置くこと。
4. 司会者も他の参会者も、みんな坐つたまゝで、話すこと。気楽な気分を失はせないこと。
5. 皆が爽快な気分で、座談が始められるやう、たとへば温度や採光に留意すること。
6. お互になぢみになるやう、まづ最初に一人づつ順番に自己紹介をさせること。会合に遅れて来た人があれば、司会者はまづ自分を彼に自己紹介した後皆に彼を紹介すること。
7. 司会者は出来るだけ早く皆の名前を覚えること。
8. 黒板白墨、黒板拭きを用意すること。もし座談の性質上それが望ましいなら、黒板係の書記を定めること。
9. 定刻に始め豫定の時刻に終ること。
10. 開会にあたり、一人といへども傍観者のないやうに、念を押して置くこと。たとへ一人の意見でも発表されずに終るやうなことがあれば、その限りに於て、この座談は失敗である。
11. 此と同時に、又次のことを強調すること。即ち、司会者であれ、他の参会者であれ、何人といへども長耕口

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舌は禁物。自分一人が発言を独占してはならない。
司会者は開会の辞を結ぶにあたり、各人の発言を
毎回一分位に制限することを申し渡すこと。

司会

1、司会者は座談の為の必要な準備研究をなし
おくこと。問題についてあらかじめよく考へて置くこと。
基礎材料に対する司会者の知識と参会者の経験
及知識との間にギャップの出来ぬやう努めること。

2、明確な問題を提出することが、先決条件である。もし
さうした方がよいと思ふならば、問題を三つ或は四つ位
出して置いて「どれから始めませうか」とか「この問題の
意味がはつきりおわかりになりますか」とか聞いてみるのもよい。

3、司会者は原則として、特にきまつた人に水を向ける
ことは此を避けること。尤も誰かゞ丁度その時、何か
いひたさうな顔をしておるのが見受けられたら「鈴木さん
あなた何かいはうとされましたね。」と話しかけるのは構
はない。さうでない場合は、司会者は、「この問題について
みんな一緒に話しませう」とか「他の方々の御意見は」とか
「男の方々の御意見は承りましたが、女の方々はどうお考
へになりますか。」とか「あなた方、この県の北部の方々は
この問題についてどういふ御経験がおありですか？」
とかいふ風に司会してゆくこと。

4、誰かゞ長口舌林をやり始めたら司会者は此を止め
るやうに気転をきかすこと。「この辺りで他の方々の意
見もきいてみようではありませんか。まだお話しにな
ることがあれば後程お聞かせ下さいませんか」などいって。

5、座談を軌道にのせること。軌道からそれぬやう、
これを導くこと。出来うる限り、参会者たちが、
自分で軌道をつくつてゆくやうに仕向けること。

2、

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司会者が自分勝手に狭小な軌道を造ってはならない。

6、気をつけねばならないことは、司会者の意見は勘定の中に入らぬといふことである。司会者は自分の意見を述べてはならない。司会者の仕事は他の人々に意見を吐かせることである。

7、もし或る重要な意見が等閑視されてゐることに気がついたら、司会者は皆にそれを気づかせること。「田中さんは先週私に、自分はかう考へてゐると仰有いましたが、皆さんはどうお考へになりますか。」

8、皆が元気で、楽な気持で、心おきなく、和気あいくと、愉快に話しあへるやうな雰囲気を作ること。仲よく意見を戦はすやう導くこと。どんな意見にも尊敬と理解との念を以て耳を傾けること。たゞし重要な点には念を入れ、重要でない事柄からは話題をそらせること。

9、約十分毎に話のしめくゝりをすること。「私たちが今まで論じあつて来たことをまとめて見ませう」。しめくゝりは出来るだけ公平且正確を期さなければならない。閉会に際しては司会者が書記が最后のしめくゝりをすること。

10、未解決の問題は尚研究をつゞけ、次の機会に再度論じあふやう注意をうながして置くこと。閉会の際の「しめくゝり」を上手にやつて参会者にこれから先も、研究と会合をつゞけてゆかうとゆう意欲を起させること。

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座談会参会者への助言、

1、自由に思ふことを述べなさい。この会合はあなたのものです。あなたの意見を述べる好機です。あなたの考えを述べなさい。あなたの意見が役立つのです。此処では誰の意見も皆同じ位に價値があるのです。尤も、ある意見が他のものより少しだけすぐれてゐることもありますが。

2、他の人々のいふことを注意深くきゝなさい。他の人の意見を理解するやうにつとめなさい。彼の意見がどういふ思想と経験とを背景にしてゐるかを見きわめなさい。殆どすべての問題について、三つの意見があることを忘れてはなりません。即ち相手の意見、自分の意見、正しい意見この三つです。

3、坐つたまゝ話すこと。終始会者であれ、司会者であれ、皆坐つたまゝ話すこと。座談会は演説会ではありません。うちくつろいだ気持をもつことが一番肝じんです。

4、発言を独占してはなりません。発言は毎回一分以内のこと。他の人々に発言の機会を与へること。あなたの要点を簡明にのべて、向ふ側の人の誰かに機会をゆずること。重要な問題はあくまで追求すること。もし座が白けたら、他の色々の問題がそれから展開して来るやうな多角的な問題を提出するやう、司会者に助言すること。

5、討論のすゝむにつれて、それについでゆけなくなるやうなことのないやうに注意すること。もしわからないことがあれば例證や、説明を要求すること。今話されてゐることを、あなたの経験や見聞とむすびつけて考へてみること。

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6、和気あいくたる内に、意見を戦はすこと。もしあなたが、誰かと全く意見を異にする場合にはその旨発言し理由を明かにすること。だがあくまで友好的に異議をのべること。皆がそこへゆきつく所の真理は結局一つしかない。和気あいくたる討論は結局そこへ導く。

7、冷めない内に鍛へよ。一々司会者の許しをうけて発言する必要はありません。もし数人が同時に、発言しかけたら、司会者はその中の先づ一人に発言を許し、他の人々には少し待つてもらふやうにいふでせう。

8、色々の問題を心の中に準備して座談会に臨むこと。色んなことをよんだり、聞いたりする際、生ずる疑問や異義はその都度、これをかきとめて置いて座談会の時にそれをもち出すこと。農業新聞、日刊新聞、講演、座公開討論会、ラヂオ放送等には、座談に必要な、切りぬきや覚え書をつくるための絶好の材料を提供してくれます。

9、座談から更に進んで研究へ。座談は第一歩です。重要であるが出発点にすぎません。この座談会の結果もしあなたの思想が誘発されたら、更に研究を深めるための材料をあつめること。

10、座談会は、家で開くものではないなどと考へてはいけません。現に農民たちは男も女も、しばくし農家に集つて、その地方の指導者の司会のもとで、色んな問題を話しあつてゐます。中にはこの種の会合をつゞけてやつてゆくために、東京からのラヂオ常会や、放送討論会等の放送を利用してゐる向もあります。あなたの家で近所の人々が座談会を開いていけないなどといふことがどうしてあり得ませうか。（完）

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HEADQUARTERS I CORPS
APO 301 (Kyoto, Honshu)

10 February 1949

AG 319.1 - BA

SUBJECT: Studies of Military Government Programs

TO : See Distribution

1. This headquarters desires to make studies of various military government programs and activities with a view to evaluating them and increasing their effectiveness. Broad preliminary studies to be made by the regional headquarters indicated below are to be used as the basis of these studies. During preliminary studies the experience and recommendations of military government personnel, Japanese officials, and Japanese people connected with or effected by the various programs and activities should be considered. Among the generalities to be considered in each study the following should be included:

a. The basic aim of the occupation is to make Japan peaceful, democratic, self-sustaining, friendly to the United States, and a bulwark to communism.

b. The Economic Recovery Program is of transcending importance particularly in those aspects expressed in the nine points enunciated by the Department of Defense and announced by SCAP in ten points.

c. The necessity or desirability of revising or modifying pertinent military government directives, and Japanese laws and directives.

d. The best methods of implementing the program or activity.

e. The reduction of cost of implementing the program or activity.

f. The simplification of the program or activity.

g. The making of the program or activity attractive and acceptable to the Japanese.

h. The overcoming of existing difficulties and obstacles which hinder the program or activity.

i. The need and desirability of the program or activity.

2. Regional headquarters may institute additional studies. It is desired that this headquarters be informed of the nature of the studies so

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that additional work on them may be carried on by other regional or by corps headquarters at the same time.

3. In rendering reports of studies, source material should be covered by broad general statements. Only very important and statistical source material should be forwarded. The report of study should be brief and specific as to conclusions, suggestions, and recommendations.

4. Studies will not interfere with the submission of normal reports.

5. The following is a list of studies, of regions to which they are assigned and of dates reports are due:

STUDIES	REGION	DATE DUE HQ I CORPS
ECONOMICS		
a. Crop Collection (Incentive Goods)	Kyushu Tokai	21 Mar
b. Coal Production	Kyushu Chugoku	30 Mar
c. Fish & Veg. Surveillance Program (Blackmarket)	Kinki Chugoku	11 Apr
d. Inventory of Critical Materials (E.I.B.)	Kinki Kyushu	20 Apr
e. Control Association Program	Chugoku Shikoku	2 May
f. Tax Laws and Collections	Kinki Tokai	2 May
g. Labor Education	Tokai Kyushu	16 May
h. Increased Agr. Production (Fertilizer)	Kinki Shikoku	20 May
i. Financial Aspect of Land Reform	Shikoku Tokai	1 Jun
j. Reforestation	Shikoku Chugoku	15 Jun
CIVIL INFORMATION		
a. Informing Japanese People	Tokai Shikoku	15 Mar
b. Pref. Information Sections	Kinki Chugoku	25 Mar

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(Cont'd)

CIVIL INFORMATION		
c. Visual Education Program	Kyushu Kinki	5 Apr
LEGAL AND GOVERNMENT		
a. National Rural and Municipal Police	Chugoku Tokai	15 Mar
b. Public Procurators' Office	Kinki Shikoku	25 Mar
c. Court System	Kyushu Tokai	11 Apr
d. Prisons	Kinki Chugoku	20 Apr
e. Development of Local Autonomy	Kyushu Shikoku	9 May
f. Illegal Entrants	Kyushu Chugoku	21 May
CIVIL EDUCATION		
a. Boards of Education	Kyushu Kinki	25 Mar
b. Reorganization of Public Schools	Tokai Shikoku	2 Apr
c. Curriculum of Upper Secondary Schools	Tokai Chugoku	15 Apr
d. Social Organizations	Kinki Shikoku	1 Jun
e. In-Service Training	Kyushu Chugoku	15 Jun
PUBLIC HEALTH		
a. Insect and Rodent Control and Sanitation	Kinki Tokai	15 Mar
b. Health Centers	Shikoku Kinki	25 Mar

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(Cont'd)

PUBLIC HEALTH

c.	Tuberculosis Control	Chugoku Kyushu	5 Apr
d.	Patient Association	Tokai Kyushu	11 Apr

PUBLIC WELFARE

a.	Coordination of Disaster Plans	Tokai Kinki	15 Mar
b.	Community Chest	Kinki Kyushu	1 Apr
c.	Rehabilitation Workshops	Chugoku Shikoku	1 May

BY COMMAND OF MAJOR GENERAL COULTER:

C. C. CARTER
Colonel, AGD
Adjutant General

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