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SOME BASIC INFORMATION FOR

BOARD OF EDUCATION MEMBERS

A Compilation of Some Information

That Will be Helpful to Board Members

CONTENTS

"Comment by Educ. Div., CIE."

PART I. INTRODUCTION

Characteristics that are essential for board members:

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

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

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

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

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

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

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

I. Abstracts from The Constitution of Japan

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

II. Abstracts from The Fundamental Law of Education

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

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

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

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

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

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

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

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

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

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

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

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

III. Abstracts from the School Education Law

A. Scope of the Law:

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

B. The purpose of the primary school:

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

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

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

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

C. The purpose of the secondary school:

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

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

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

D. The purpose of the high school:

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

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

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

E. Education for the handicapped:

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

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

"Translation from Japanese sources"

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

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

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

F. The kindergarten:

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

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

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

"Translation from Japanese sources"

"Comment by Educ. Div., CIE."

IV. A Discussion of The Board of Education Law

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

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

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

References are to The Board of Education Law No. [illegible] 1948

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

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

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

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

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

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

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

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

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

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

D. The Conduct of the Meeting.

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

"Comment by Educ. Div., CIE."

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

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

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

E. The Superintendent of Education

The Board of Education law says, "The Superintendent of Education shall take charge of all the educational affairs managed by the Board of Education, subject to the guidance and control of the Board of Education." (Article 42) Stated in another way, the Superintendent of Education shall administer and execute the policy of the Board of Education, subject to Board regulations.

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

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

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

PART II WHO MAY NOT SERVE

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

"Translation from Japanese sources"

PART III THE BOARD MEMBER'S OBLIGATION

I. The Oath of Office

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

II. The Recall of Board Member

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

PART IV SUGGESTED PARLIAMENTARY PROCEDURE

1. Parliamentary Procedure.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

2. The Conduct of the Meeting

   1. Preliminaries to the Meeting

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

"Comments by Educ. Div., CIE"

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

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

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

2. Approval of Minutes of Preceding Meeting

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

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

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

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

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

3. Report of the Superintendent

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

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

"Comments by Educ. Div., C[illegible]"

a. Unfinished Business

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

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

b. New Business

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

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

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

c. Communications and Petitions

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

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

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

4. Miscellaneous

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

"Comments by Educ. Div. CIE"

5. Adjournment

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

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

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

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

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

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

(2) It is not debatable.

(3) It may not be amended.

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PERSONAL HISTORY STATEMENTS

OF THE CANDIDATES

FOR THE NOVEMBER 1950 BOARD OF EDUCATION ELECTION

KAGAWA KEN

IGA Koshiro

23 April 1898	: Appointed teacher, Hatada Primary School, Ayauta-gun, Kagawa-ken.
17 June 1907	: Appointed principal, Hatada Primary School, Ayauta-gun, Kagawa-ken.
31 Aug. 1922	: Appointed principal, Yamada Primary School, Ayauta-gun, Kagawa-ken.
13 April 1925	: Appointed instructor, Kagawa Prefectural Training Institute for Vocational Supplementary School Teachers.
31 March 1932	: Resigned from above. (Treated as official of 5th rank, Higher Civil Service.)
1 April 1932	: Appointed non-regular-staff instructor, Kagawa Prefectural Training Institute for Vocational Supplementary School Teachers.
14 April 1933	: Appointed educational official in charge of administration of Vocational Supplementary School Education, Kagawa Prefectural Government.
1 April 1935	: Appointed educational official in charge of administration of Youths' School (Seinen Gakko) Education, Kagawa Prefectural Government.
1 May 1942	: Appointed educationalofficial in charge of guidance to Youths' Schools, Kagawa Prefectural Government and concurrently instructor, Kagawa Prefectural Training Institute for Vocational Supplementary School Teachers.
10 April 1945	: Appointed lecturer, Kagawa Youths' Normal School (Seinen Shihan Gakko.)
31 May 1950	: Appointed lecturer, Kagawa University.
11 Oct. 1950	: Resigned from above.

NAKANO Minoru Date of Birth: 18 Dec. 1909

1929	: Appointed teacher, Awashima Primary School, Mitoyo-gun, Kagawa-ken.
1934	: Appointed teacher, Zentsuji Primary School, Zenranan-do, Korea.
1937	: Appointed head-teacher, Reigan Primary School, Zenranan-do, Korea.
1942	: Appointed principal, Sanji National School, Zenranan-do, Korea.
Oct. 1945	: Following the Surrender resigned from above and repatriated.
Nov. 1945	: Appointed teacher, Awashima National School, Mitoyo-gun, Kagawa-ken.
1947	: Appointed instructor, Kamitakase Lower Secondary School, Mitoyo-gun.
Dec. 1949	: Resigned from above. Thereafter engaged in literary work.

ONISHI Giei

Date of Birth: 15 July 1884

Jan. 1910	: Worked at Mental Section, Attached Hospital, Fukuoka Medical University.
March 1913	: Commenced Practice in Sakaide-cho, Kagawa-ken.
April 1925	: Removed to the present address.
Aug. 1932	: Conferred upon a degree of medicine by Okayama Medical University.
Oct. 1948	: Elected as Member of Kagawa Ken Board of Education and as Vice-Chairman thereof.
Dec. 1948	: Appointed President of Kagawa Ken School Health Association.
Oct. 1949	: Appointed President of Kagawa Ken Psychological Research Association.
Aug. 1950	: Elected as Chairman of Kagawa Ken Board of Education.

YAMAKAWA Kikuichi Date of Birth: 8 November 1890

After a short period of business life, entered educational circles: taught at Jinsei Middle School (private), Zentsuji-cho, Kagawa-ken for one year; at Tadotsu Middle School (Prefectural) for 17 years; at Shodoshima Middle School (Prefectural) for 6 years; was principal of Sakaide Commercial School (Prefectural) and later of Sakaide Upper Secondary School, into which the said school was reorganized under the new educational system, until resignation from the same in 1948. Has a total of 26 years' career as educator.

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Results of Board of Education Election
10 November

Ehime - 44%				No. of Votes
OKADA, T	(47) (Woman)		Writer Supported by Women's Groups	141,200
MORI. T	(47)		Former Principal Teacher Union Candidate	100,342
ITO. S	(56)		Former Principal Teacher Union Candidate	85,366
AKIZUKI, T	(35)		Labor Union Executive of Japan Electric Industry Communist Candidate	21,478
Kagawa - 48%				
ONISHI, Yoshi	(66)	Re	(Chairman) Doctor TU Candidate	180,695
YAMAGAWA,K	(59)		Former Principal TU Candidate	65,548
IGA, K	(72)		Former Professor at Kagawa University TU Candidate	76,621
NAKANO, M	(40)		Writer Communist Candidate	17,512
Kochi - 51.9%				
NISHIKAWA, T	(49)	Re	Vice-Chairman Former Principal TU Candidate	90,836
NISHIMURA, T	(37)		TU Official	56,718
SAKAMOTO, S	(65)	Re	Director of Educational Association	47,545
FUKUSHIMA, S	(53)		Dentist	39,500
OKAZAKI, H	(49) (WOMAN)		Writer Communist Candidate	13,321

Tokushima - 44.7%

OKA, M.	(54)		Former Principal TU Candidate	63,750
KONDO, M	(57)		Chief of Town Agricultural Cooperative	40,394
NISHINA ,S	(45)		Former teacher, Director of Fishery Association	36,974
KORI, D	(32)		Draper	34,629
TENMA, S	(54)	Re	Priest (Tenrikyo)	23,745
OGURI, K	(48)		Doctor Communist Candidate	7,759

Communist votes - Percentage of total votes case

Ehime - 6%
Kagawa 5%
Kochi 5%
Tokushima 4%

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Desirable Characteristics for School Board Members

On November 10th there will be an election for the purpose of selecting three members to serve on the prefectural board of education for four year terms. In the previous school board election held in October 1948, there was not sufficient time to inform the voting public concerning the functions of the school board under the new board of education law and concerning the desirable types of persons to be elected to boards of education. Hence many erroneous ideas arose which ~~ideas~~ still persist in the minds of the average voter today. These ideas must be changed if the caliber and influence of school boards in Japan are to be improved by the voters in the November election. The cause of public education would, therefore, be greatly aided if the voter would carefully consider and vote on the basis of the following:

1. That men and women who are actively and successfully engaged in business or other professional careers, make better board members than teachers or officials whose experiences are in limited fields.

2. That members of the school board are elected to manage public education for all the people and that therefore it is bad policy to elect any candidate who represents a certain political or pressure group.

3. That an efficient board of education decides on matter of educational policy and leaves the execution of these decisions to a responsible Superintendent and his Secretariat, who are selected because of their professional abilities.

4. That board members through their record of success in public or professional life are able to gain the respect and cooperation of prefectural and local government officials and thereby gain needed financial support for public education.

It has been the experience of the various States which compose the United States and which have been electing boards of education for many years, that the intelligence and abilities necessary to successfully manage public education are similar to the intelligence and abilities necessary to successfully manage a business or profession. Hence the voters in these States generally elect prominent business men, merchants, farmers, doctors, lawyers, engineers, women with professional or public experience, and others to their school boards. It is erroneous to believe that only teachers, principals or retired educators can properly serve on school boards. Sound judgment gained through years of experience in business or professional life is a great asset to a board of education which decides on the allocation of public money for educational purposes.

Since the position on the school board is essentially a public service and not one for the benefit of the board member, the inclusion of politics in a school board election is a serious error. Board members are elected to represent all the people and therefore these elections should be free of political partisanship. The election of a candidate who is mainly supported by a partisan or pressure group is dangerous since he represents only a minority group and his decisions will be guided by the knowledge of his indebtedness to such minority group. For school board positions, it is desirable that the office seek the man or the woman rather than that the person seek the office. In other words, public-spirited citizens with abilities to manage public affairs are induced and sometimes "drafted" by their friends or by the community to run for a position on the school board and they respond not because of a desire for personal gain but because of a sincere desire to serve the public.

An efficient school board does not both decide on educational policies and execute such policies. The execution of its decisions is a full-time job which the board leaves to the Superintendent and the Secretariat, who are specifically hired because of their qualifications for this purpose. Hence it is unnecessary for board members to spend more than a few hours per month in fulfilling their functions and hence unnecessary that they be awarded remuneration over their actual expenses.

Since boards of education are not financially independent in Japan, but must submit the educational budget to the Governor for his consideration and finally to the assembly for passage, it is essential that board members gain the cooperation of these officials in the common task of working out a sound educational budget. Such cooperation is much easier to obtain if board members have the respect of these officials because of business ability, professional skill, prominent position in the community, a desire to render public service and generally fine personality traits. Unless a board is elected the membership of which can gain the respect and confidence of other public officials as well as of the community, the securing needed financial support for the schools becomes an increasingly difficult task.

In October 1950, school boards will have existed in Japan for a two year period. What have been the outstanding weaknesses of these boards during this period?

First: Fifty per cent and in some case more than fifty per cent of the membership of school boards in Japan is composed of ex-Teacher Union members or officials. Since they owe their positions on the board to the partisan campaign waged by the Teachers' Unions, in many instances they represent in their decisions the wishes of the unions and have been prone to forget that they are representatives of all of the people.

Second: These ex-teacher or ex-teacher union officials had to resign from their positions upon becoming candidates for board positions. As a result they are dependent for their livelihood upon the remuneration and travel expenses they receive as board members. In addition since they have no regular occupation, they have a lot of time on their hands which in their opinion should be spent in supervising educational affairs. As a result, they often interfere with the work of Superintendents and the Secretariat, who have been hired and are paid to perform tasks sometimes undertaken voluntarily by board members. Tax payers in paying remuneration to board members are therefore paying twice for certain services.

Third: Persons with backgrounds of experience only in education, lack the business acument and managerial ability to handle public education which is a large enterprise. For this reason the ex-teachers and ex-teacher union officials fail to impress government officials with their knowledge and thus fail to gain their respect and confidence. As a result they often fail to gain the support of the Governor and the members of the prefectural assembly in securing adequate funds for public education. Even though boards in Japan have been staffed largely by former Teacher Union members, these persons have in the past year been unsuccessful in materially improving the financial status of the teaching profession.

The desirable characteristics for school board members can be briefly summarized as follows:

1. Actively engaged full-time in a successful private business or profession;
2. Representative of all the people and therefore non-partisan and not under obligation to any particular group;
3. Accepting the position on the board as an opportunity for public service rather than for financial gain or political advancement;
4. Excellent character;
5. Interested in improving educational opportunities in all levels of schools;
6. Interested in improving the professional standards and the remuneration of qualified school personnel;
7. Introduce business methods in managing public education, namely, selecting a competent Superintendent and staff and holding them accountable for desired results;
8. Have the ability and personality to command the respect and cooperation of government officials in the financial support of education.

If the selection of board members in the November election is based on the points mentioned above, the result should be an improvement

not only in better management of school affairs, but also in raising the public prestige of school boards in the eyes of people generally and the government officials in particular. In order however for the voters to select the right type of board members, it is essential that these desirable types be induced or even "drafted" to run for the vacant offices. Otherwise the choice of the voters is limited to the same types of candidates as were offered them in the 1948 election. It is suggested therefore that responsible citizens give this matter their serious consideration and as representatives of their associations or other groups in the community request that desirable candidates file their candidacies in time for the November election. It is important that public education be put under the management of public-spirited and able citizens. If this is to be effected it is necessary that the important task of selecting the candidates be started immediately.

The period for filing is from 10 October to 30 October.

from: KANTO MGR. - CE Conf. - 10 Nov 48

This form was developed by the CE section of Kanto MG Region in order to secure a perspective of the calibre and background of the members elected to the boards of education.

CE S: Should we do something like this?

Prefecture:

Subject: DATA ABOUT MEMBERS OF BOARD OF EDUCATION

	1	2	3
*1. Name, Last, First			
2. Sex; Age			
3. Present occupation and number of years			
4. No. years of education			
5. Professional or technical training; technical experience			
6. Former occupation and number of years			
7. Income as board member from what sources ?			
8. Married ?			
9. No. children (minor and adult) and grade if any in school			
10. Public offices or gov't positions formerly held			
11. Party affiliation			
12. Party support in election			
13. Was candidate of what group ?			
14. Other organizations supporting in election			
15. Former member TU ?			
16. Former officer TU ?			
17. Member or officer of PTA ?			
18. Member or officer of other organizations ?			
19. Town of residence			
20. Kilometers distance from prefectural capital			
21. Hours traveling time -- one way			

* In descending order of number of votes received.
** Member from assembly

3	4	5	6	7

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R.E. Budgets

The National Subsidy and the Supplementary Subsidy Before War, During war, and After war

	Before war	During war				After war
Classification	1936	1937	1939	1942	1944	1947
Educational Subsidy	37,430	35,273	105,567	323,782	3,201,541	58,460,547
a. Normal School Education	27,100	31,020	46,813	195,151		
b. Blind and Deaf School	1,718	2,887	2,768	2,645		3,056
c. Mutual Aid Ass'n of Teacher				15,519		255,853
d. Training School of Youth School Teacher		566	5,100			
e. Equipments of New Low Sec School						1,152,133
f. Correspondence Education						66,000
g. Advance Pay of State Subsidy for Compulsory Educ.					1,670,567	40,055,882 (Prim. Sch.) 15,181,271 (Low Sec Sch)
h. Others	8,612	800	50,886	110,467	1,530,974	1,746,352
Supplementary Educational Subsidy	38,639	51,800	9,190	30,667		
a. Equipments of Youth School	4,800	3,800				
b. Supplementary Aid for Youth School	33,839	48,000	4,930			
c. Others			4,260	30,667		
Supplementary Aid for Teacher	44,228	43,731	43,469	95,743	10,824	
Aid for Additional Allowance for Primary School Teacher	25,346	25,107	25,324	79,824		
Supplementary Allowance to Enclurage Attending of School					10,824	
Additional Allowance for Long Service	18,882	18,624	18,145	15,919		
Total	121,297	130,804	158,226	450,192	3,212,365	58,460,547

RATIO OF NATIONAL SUBSIDY PER EDUCATIONAL EXPENSES

	Educational Budget	National Subsidy	Ratio
1935	835,437	37,430	4.42%
1937	857,732	35,273	4.11%
1939	972,623	105,567	10.8%
1942	4,687,877	323,782	6.91%
1944	8,434,510	3,201,541	37.9 %
1947	84,208,142	58,460,547	69.4 %
1949	761,493,311	280,591,108	36.9 %

RATIO OF NATIONAL SUBSIDY PER KEN WHOLE EXPENSES

	Ken Whole Expenses	National Subsidy	Ratio
1935	6,435,194	37,430	0.58%
1937	Unknown	35,273	
1939	11,451,479	105,567	0.91%
1942	17,997,352	323,567	1.79%
1944	32,380,470	3,201,541	9.88%
1947	696,875,208	58,460,547	7.52%
1949	1,866,119,721	280,591,108	15.03%

GHQ SCAP
CIVIL INFORMATION AND EDUCATION SECTION
Information Division
Library Branch

October 1948

F (School Bds.)

Material in SCAP CI&E Information Centers on SCHOOL BOARDS

* 379.1 American assoc. of school administrators. School boards in action. The association, 1946 413p illus (24th yearbook).

Guidebook on school administration. Useful to board members as a guide in solving difficult school problems. Includes material on school board and superintendent of schools, working procedures, financial and business administration, school board and public relations.

R 370 Encyclopedia of modern education. Edited by Rivlin & Schueler. c1943. Board of education, pp85-9.

R 370 Monroe. Encyclopedia of educational research. 1941. Under Administration - City school. Boards of Education, pp4-8.

Magazines

The American school board journal.
A monthly periodical of school administration which is received currently at the SCAP CIE Info. Centers. Back issues are available from February 1947.

Recent articles in other school journals received at the Centers.

* How to get a good school board. W.C. Heugh. Nations' Schools pp.26-7. Nov 1947.

* Methods used to train school board members. C. Grieder. School Executive pp.43-4 Aug 1947.

Morale value of school board initiative in teachers' salary studies. J.G. Higgins. Education Digest pp.32-3 May 1947.

* Orientation of a new school board member. School executive. pp.45-6 Aug 1947.

Qualifications for successful (school board) membership. School executive pp. 40-1 Aug 1947.

Regulation of credit to boards of education. W.P. McLure. Rev Ed Research pp.163-6. April 1947.

School board clinics. W. D. Cook. School executive p.42 Aug 1947.

* School board member and his job. School executive pp.37-46 Aug '47.

* School boards go to school. N.Edwards. El Sch J pp.301-2 Feb 1948.

* What a school board member needs to know. School executive pp.38-39 Aug 1947.

The petition and resolutions agreed at the general meeting of All Japan Board of Education Liaison Council held on 20 July, 1950 in Tokyo

Petition to complete the 6.3. system school building construction

In order to carry out compulsory education completely and to improve new education soundly, the government have made great efforts to get the budget for it. We are very glad to know that the government answered to the enthusiasm of the people. However, the budget 450 million yen, which was summed up this year is still so short that regular education can not be given at school. Consequently, we hope supplemental budget of this year 10 million yen will be summed up as an emergency measure.

In addition, we hope that, from 1951 on, the budget for 6.3 system construction will be continuously summed up.

Resolution

The Teachers' License Training Course is being carried out in each prefecture. However, they are confronting with many difficulties in getting the budget, etc. We earnestly hope that you will consider on the following items immediately.

Note

1. Teachers License Law (Item 1, Article 7) regulates that the License Training Course must be completed before 21 March 1953. However, we hope that you will change the regulation so as to extend the period more five years which means to finish the course before 31 March 1958.

Reason It is not desirable from the viewpoint of not only teachers' convenience but also the school administration, to let a great number of teachers get the course all at once, because there are many troubles in local districts owing to the poor condition of transportation, difficulties in getting lecturers, shortage of expenses, period of the course, etc. Especially as to getting the units, we can get scarcely 23 units by 5 years' course at least, because we can get only 4 units every summer. If the course is given in each district separately, it needs more several times of years.

TELEPHONE DIRECTORY

20 JUL 1950

2. We hope the expenses for the course, travel expenses of participants, expenses of the meeting places, remuneration for lecturers shall be paid by the national subsidy.

Reason The travel expenses for the participants is so big that each participant can not pay. The expenses for the course is so high that poor local governments can not pay, for they are in difficulties to pay even regular education expenditure.

3. We hope that the qualification which was already given should be more highly respected and take count years of experiences as considerable number of units.

4. Correspondence course should be well arranged and strengthened so that the present teachers can get the course free of charge.

5. Please consider to decrease the number of units in general.

6. Make a single policy on the number of days in giving one unit, throughout Japan. (The number of days for a unit should be same throughout Japan)

Resolution

Despite, the 6.3 Compulsory Education System, and Board of Education system were enforced and there was a big innovation on Japan's education, we are still confronting with great difficulties in administration. We think that is because we have not been guaranteed for the educational finance, in other words, we have no power for the finance of Board of Education. This seems to cause every difficulty on the educational administration. Therefore, we, yearning for getting the powers of finance, have demanded several times to materialize the "Compulsory Education Standard Expenditure Law" to the concerned circlos. The compulsory education expenditure had been guaranteed by the national subsidy system for a long time. This was an indipensable system for Japan in view of the real circumstances of local districts. When the Equalization Grant System is going to be enforced, we hope a special law will be enacted in place of the Compulsory Education National Subsidy Law. We expect the prompt materialization of the following two items.

1. Securement of financial powers of Board of Education.

2. Enactment of a law to secure Compulsory Education Expenditure.

Telephone Directory

20 JUL 1950

Resolution

In order to administrate Japan's education democratically and efficiently, the scale of teachers' salary should be more fairly and properly settled in consideration of the scale of the other peoples' salary who work in other field.

1. The present 6.3 base should be immediately revised in accordance with the real circumstances of daily lives.

   a. District allowance should be re-investigated and rationalized.

   b. Coal allowance for the teachers who work in cold districts and far-away districts should be raised and the applicable districts should be enlarged.

   c. Allowance for over time should be completely paid to teachers. The government should get the budget for it in consideration of the poor local finance.

   d. The base of the first salary for teachers should be raised.

2. In consideration of the important and special characteristics of teachers' position, the scale of teachers' salary should be independently settled, separately with general public servants.

Telephone Directory

20 JUL 1950

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Election of Board of Education

23 August 1950

To : Governor of Tokyo-to

Through: Kanto Coordination Bureau

From: Kanto Civil Affairs Region

This Civil Affairs Region thinks that it is not proper to have teachers as Board of Education members. No matter as an individual or a member of an group, if a teacher concernes in the election of Board of Education, it is not desirable, because of the following four reasons.

1. Article 10 of the Educational Fundamental Law stipulates that Education should be carried out directly for all the people ~~which~~ with responsibility but not to be illegally controlled.

In the society of Democracy, education should be supervised by the people. Board of Education who were elected by the people will supervise and control education. Consequently, Board of Education has the responsibility for their doings and decisions directly to the people. Board of Education decides the educational policies and supervise whether the people's demands are being carried out in the school system or not. This is Democracy in action. On the other hand, if teachers become Board of education, educational autocracy will be resulted by professional educators. As the result, teachers not only decide educational policies, but also they control and supervise all the educational systems, while the people have no floor in deciding educational policies. This is not a democracy.

2. If a teacher is elected by the support of a certain organization the member cannot help paying attention, more or less, to the demands of specific organization. As the result, we can not say impossible, but some times they will meet with difficulties in working effectively for the happiness of children and the development of educational system.

3. Since Board of Education employ and dismiss teachers, it is very unreasonable that teachers become Board members to employ or dismiss teachers themselves. This will frequently cause arguments and disputes among principals and teachers. As the result, education for children may be greatly interferred. A sound fundamental principal is that powers of supervision should not be in the same authorities. Board of Education should decide the policies and supervise them and prefessional educators should administrate schools and carry out the policies which were made by Board of Education.

Message Center Log

Log No.	From	To	Basic - Subject - Description - Date	Notes

4. Board of Education has the authorities of employing professional and trained educators in order to carry out technical duties in administrating school system. Teachers, principals and other educators should not hope to be a board member. Because superintendent and staff members are employed and are in charge of benefits and happiness of the teachers representing the teachers.

Message Center Log

Log No.	From	To	Basic - Subject - Description - Date	Note

0/6 Now on board TU

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Election Candidates up to 24 October 1950

44.0%

Ehime Prefecture

21,478 T. Akizuki (35) — A committee member of Japan Electric Industry Labor Union Ehime Branch
Supported by Communist Party

100,342 T. Mori (47) ② — Jobless (Ex principal, Kamiasakura LSS)
Supported by Teachers' Union — weak ad

2 85,366 S. Ito (56) ③ — Farmer (Ex principal, Kawanoishi El. School)
Supported by Teachers' Union — former purge

141,200 T. Okada (47) woman ① — Writer
Supported by Women's organizations —

4807

Kagawa Prefecture

180,695 Y. Onishi (66) — Doctor
Chairman of the present Board of Education
Supported by Doctors' Association

76,621 K. Iga (72) — Professor of Kagawa University (resigned)

17,512 M. Nakano (40) — Writer
Former teacher
Supported by Communist Party

65,548 K. Yamagawa (59) — Former principal
Teacher of private upper secondary school
No support

51.9%

Kochi Prefecture

56,918 T. Nishimura (37) ② — An official of Teachers' Union
Supported by Teachers' Union

190,836 T. Nishikawa (49) ① — Present Board of Education member
Supported by Teachers' Union

47,545 S. Sakamoto (65) ③ — Director of the Culture & Educational Association
Present Board of Education member
No support

39590 S. Fukushima (53) Dentist
A town assembly member
No support

13.3R1 *Hisae Okazaki

Tokushima Prefecture

73745 S. Tenma (54) Priest of the Tenrikyo Sect
Present Board of Education member
No support

36974 S. Nishina (45) (3) Director of the Fishery Association
Former teacher
Former Social Education Official
No special support

63750 M. Oka (54) (1) Jobless
Former principal
Supported by Teachers' Union

34629 D. Kori (32) 4 Draper
No support

7759 K. Oguri (48) Doctor
Communist party

40394 M. Kondo (57) (2) Chief of Town Agricultural Cooperative Union
No support

* Hisae Okazaki women (49) Poet
Member of New Japan Literature Association
Member of Women's Democratic Club
Supported by Communist Party

44.7
per

HEADQUARTERS I CORPS
APO 301 (Kyoto, Honshu)
BASIC CONCEPTS ON SCHOOL BOARDS
Dr. Heck

1. That the control of education does and should rest in the hands of the people.

2. That the people state their general policies regarding education through certain legal enactments such as the New Japanese Constitution, the new Japanese Education Law, and the like.

3. That this control should be exercised by a board of education that is elected by the people, acting within the framework of legal authority.

4. That the people in cities shall elect local boards of education for the control of education within each city.

5. That all towns, villages, and rural areas shall be combined to form local school districts of such size as will enable them to provide a good and varied curricular program for the children of each such newly organized district.

6. That the people of each such newly organized school district shall elect a board of education for the control of education within that district.

7. That the board of education shall retain to itself the authority to legislate, that is, the authority of policy-making and evaluating.

8. That the board shall elect a superintendent of schools to whom it shall delegate the authority of executing board policy and administering the affairs of the local school district.

9. That the board shall provide upon the recommendation of the superintendent, a secretariat and teaching staff of adequate size to enable the superintendent to administer the schools of the districts in accordance with the policies of the board of education.

10. That the superintendent shall recommend to the board of education basic policies for the control and administration of the schools.

11. That the superintendent shall provide the data necessary to enable the board of education to intelligently decide upon the specific policies it is considering adopting.

12. That the board of education, acting as a legislative or policy-making body, should be able to perform its functions, except under emergency conditions, by meeting once or at most twice per month

13. That the members of the board of education should never be considered as full-time employees of the people of the local school district.

14. That members of boards of education should not receive salaries for the work they do; they may only be reimbursed for travel, meals, and lodging required for attendance at a limited number of board meetings.

15. That the board should designate a given place where it will hold its meetings in order that people will come to know exactly where board meetings are to be held.

16. That board members have no power as individuals but only as they sit as members of the board at a board meeting.

17. That board members do not need offices where the people of the community can come to see them.

18. That any and all petitions to the board shall be presented to the superintendent who shall be responsible for presenting them to the board at regular meetings of the board.

19. That as boards of education, you should select the most able man available as superintendent of schools. You should make the position important so that able men will want the position. You should be proud of your superintendent.

20. That as boards of education, you should set high standards that prospective candidates should meet; these should include training, experience, personality, ability to get along well with people, and ability to plan, organize, and carry through the plans proposed. They should not be based upon family connections, age, or university attended, these latter are not bases of selecting people best fitted to development of good school system for the boys and girls of the community.

根本概念

ヘワ憲士

一、教育の管理は民衆のものであり、民衆のものであるべきである。

二、新憲法新教育法の如き法律を通じて民衆は教育に関する一般の政策を表明する。

三、この管理は法の定める範囲内に於て民衆によつて選挙された教育委員会がこれを行ふ。

四、都市の住民はその都市の教育の管理を司る教育委員を選挙する。

五、すべての町村、部落はそれぞれ結合して各地に適当な学区を作り、その新しく作られた学区内の生徒のために立派な各種の教課編成を行ふ。

六、かく新しく設置された学区の住民はその区域の教育の管理をする教育委員を選挙する。

七、教育委員は法を制定する権限、即、政策を樹立し、裁判する権限を有する。

八、教育委員は教育長を選び、教育委員会の政策の遂行、及び学区の教育事務の代理執行を教育長になさしめる。

九、教育委員、は教育長の推薦により教育委員会の政策に従つて管理下の学校運営に必要な適当数の書記、並に教師を任命する。

十、教育長は学校の管理及び運営の基本方針を教育委員会に提案する。

十一、教育長は教育委員会に毎月とらるべき特殊の政策を決定するに必要な[illegible]

提供する。

育委員会に

十二、立法、立案部としての教育委員会はその機能を果すために特別の場合を除いては、月一回或は最大限二回会合する。

十三、教育委員はその学区民の専任雇用者であると考へられてはならない。

十四、教育委員は自分の仕事に対して俸給を貰つてはならない。但し限られた回数の委員会に出席するために要する旅費、食費、宿泊料はもらつても差支へない。

十五、教育委員会が開催される特定の場所を一般の民衆が明確に知ることが出来るやうに示されなければならない。

十六、教育委員は委員として教育委員会に臨席してゐる間を除いては個人としていかなる権限をも有しない。

十七、教育委員は民衆が面会に来る事務所を必要としない。

十八、教育委員会に対するすべての願書は教育長に提出すべきである。教育長は定例会に於て委員会にそれを提出する責任がある。

十九、教育委員会は最も有能な教育長を選ぶべきである。教育委員はその地位を重要なるものとし、優秀なる人々がその地位を憧憬するやうなものとすべきである。教育委員はしなければならない。教育長を誘りと

二〇、教育委員は今後の教育委員が保持しなければならない高い水準を定むべきである。その水準とは訓練、経験、品性、協調力、計画並に組織能力、及び実行力といふのである。教育委員の選定は親族関係、年齢、学閥などにもとづいてはならない。これらは子供達の広々とした教育制度を発展させるのに最適の人物を選ぶ基準ではないのである。

A GOOD CREED FOR SCHOOL BOARD MEMBERS

I will recognize that authority rests with the board in legal session -- not in individual members of the board.

I will recognize that school business may be legally transacted only in open meeting legally called.

I will discourage the use of standing committees and insist that all members of the board participate fully in board action.

I will make no promises, take no actions, outside of board meetings, which tend to embarrass or compromise the board.

I will express my honest and most thoughtful opinions frankly in board meetings in the effort to have all decisions made for the best interests of the children and the schools. I will, however, accept and fully support all board decisions, once they are made, so long as I remain a member of the board.

I will not discuss the confidential business of the board in my home, on the street, or in my office -- the place for such discussions being the school board meeting.

I will see that the superintendent actually has power commensurate with his responsibility and will not in any way interfere with or seek to undermine his authority. I will seek neither to control his actions nor dictate his procedures.

I will demand that the superintendent keep the board properly informed on school matters at all times through oral and written reports.

I will help to form board policies and plans only after considering the recommendations of the superintendent and his reasons for making such recommendations.

I will represent the entire district rather than individual electors or patrons.

I will regard my position as one of trust and responsibility to be used for the welfare of the schools and the community.

I will endeavor to keep informed on all educational developments of significance, both local and state.

I will not use the schools or any part of the school program for my own personal advantage or for the advantage of my friends or supporters.

I will not regard the schools as my own private property but as the property of the people.

I will not find fault with, or criticize to the public, other board members or school officials for decisions properly and conscientiously made but concerning which there may be an honest difference of opinion.

I will consider merit only in the election of any person connected with the school system.

I will hold confidential all matters pertaining to the schools which, if disclosed, would needlessly injure individuals or the schools.

I will not expect of the principal or teachers any privilege or favor for my children or the children of my friends or employees which would not be granted under the same circumstances to other patrons of the school.

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Kagawa Prefecture

Name	Age	New or incumbent	Party affiliated	Occupation
ONISHI Yoshie	61	Incumbent	Independent	Head of ONISHI Mental Hospital Chairman of Education Board
NAKANO Minoru	41	New	Communist	Central Committee Member of Kagawa Teachers Union ?
IGA Koshiro	73	"	Independent	Ex-instructor of Kagawa University
YAMAKAWA Kikuichi	59	"	"	Ex-principal of Sakaide Technical High School

Kochi Prefecture

NISHIMURA Tokie	37	"	"	Teacher
NISHIKAWA Takashige	49	Incumbent	"	None
SAKAMOTO Shigekazu	65	"	"	Principal of School
FUKUSHIMA Shigeru	53	New	"	Dentist
OKAZAKI Kazue	49	"	Communist	None

1960

Big Hoot?

Ehime Prefecture

Name	Age	New or incumbent	Party affiliated	Occupation
AKIZUKI Tadashi	35	New	Communist	Stuff member of an organization
MORI Torao	47	"	Independent	Teacher
ITO Makizo	56	"	"	"
OKADA Yoshiko	47	"	"	Publisher
Tokushima Prefecture				
TENMA Shinji	54	Incumbent	"	Parish Principal of Tenri Sect
NISHINA Yoshimitsu	45	New	"	Stuff member of an organization
OKA Masao	54	"	"	None
KORI Dai	32	"	"	Draper
OGURI Kiyomi	48	"	Communist	Dentist
KONDO Shoichi	57	"	Independent	Stuff member of an organization

Issued to all newspapers

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SCHOOL BOARD ELECTION

Suggestive material on the coming board of education elections, entitled "Desirable Characteristics of School Board Members", have been published and widely distributed by prefectural information sections throughout each prefecture. On these pamphlets have been placed the names of the Education Section and the Information Section of the Shikoku Civil Affairs Region. For this reason some Japanese have jumped to the conclusion that the statements in the pamphlets are the instructions of Civil Affairs to the voters. This of course is not true. Also it is reported that some candidates are using these pamphlets to support their own candidacies and against their opponents by claiming that Civil Affairs does not want certain types of candidates to be elected. This of course is a wrong interpretation of the statements in the pamphlets. The statements in the pamphlet are based on what experience in the selection of school boards have taught the people of the United States as to what types of members are desirable. They are the opinions of American educators. They are not instructions to Japanese voters. The Shikoku Civil Affairs Region is anxious that each voter study the qualifications, experience, character and ability of each candidate running for the school board and then on the basis of that study, vote for the candidate who would, in the voter's judgment, best advance the cause of education. Civil Affairs therefore believes in right of the voter to decide for himself - it does not issue any instructions.

教育委員には どういう人物が望ましいか

◎十一月十日には縣教育委員會の選擧が行われ、任期四年の委員三名が選ばれる。

この前の一九四八年十月の教育委員選挙のときは、新らしい教育委員会法のもとで、教育委員会はどんな働きをするか教育委員に選ばれるにはどんな型の人物がよいか、とかについて、有權者の皆さんにお知らせする充分な時間がなかつた。そのため、色々間違つた考えが起つたし、それは今でもまだ、普通の投票者の頭にこびりついている。今度の選挙で投票者が、全國の教育委員会の重みと力とを増そうとする以上は、この間違つた考えを改めてかゝらなければならぬ。

◎そうして投票者が慎重に考え、次の四つに基いて投票するとすれば、公共教育の本源に大いに力を貸すことになるであろう。

① 実業やその他の専門的職業に活潑に従事して成功を收めている男女の方が、経驗が狹い分野に限られる教員や官吏よりも優れた教育委員になれること。

②教育委員は、全國民のための公共教育を司るために選ばれるのであり従つて一定の政治的集團や圧力集團を代表する候補者を選ぶのは悪い方針であること。

③有能な教育委員会は、教育方針に関する事項を決定し、この決実に基く執行は、それ〴〵専門的能力に基いて選任せられた責任ある教育長および事務局員に任されるものであること。

④教育委員は、公的生活や職業的生活において成功を收めたという実績を通じて、縣や市町村当局側の尊敬と協力とを得ることができ、そうすることによつて公共教育のために必要な財政支持を得られるものであること。

◎合衆國におけるあちらこちらの州で、永年にわたつて教育委員を選出してきたところの經驗によると

公的教育をうまく運営するのに必要な知性と能力とは、実業或いは何かの専門的職業を営んでいくのに必要な知性や能力とに類似する。

こういう州の投票者は概して、優れた実業家、商人、農業者、医師、法律家、技師或いは専門的、公的な経驗のある女性、その他を教育委員会に送るのである。

教員や学校長、退職した教育者などだけが、教育委員として適任であると考えるのは誤りである。実業や専門的職業、生活の多年の経驗によつて身につけた堅実な判断力こそ、公金を教育目的にどのように配分するかを決める教育委員会にとつて一つの大きな財産である。

◎教育委員會での立場というものが、本質的に公の奉仕であつて、委員個人の利益のためのものでない以上は、教育委員選擧に政治問題を持ちこむことは、實に大きな誤りである。

教育委員は全國民を代表するために選ばれるのであり、従つてこの選挙は、政治的党派とは無関係でなければならない。主として党派的集團や圧力集團によつて支持される候補者を選ぶことは危險である。というのは その人は單に少数集團を代表するだけであり、その人がものをきめるのも、このような少数集團に対する自分の義務という意識に左右されるだろうからである。

◎教育委員という職責にとつては、人が椅子をもとめるのではなくて、椅子が人を求める方がよいのである。

いい換えれば、公の事柄を司る能力があり、公共精神のある市民をその友人なり、地域、社会なりが説得し、ある場合には拔擢して教育委員の候補者として立たせようとするのであり、この人々は、個人的利得を望んでではなく、公共に奉仕しようとする眞剣な願いからこれを受けるのである。

有能な教育委員会というものは、教育方針の決定とその実行と、両方を行うものではない。

委員会のきめた事項の執行は、教育委員会が教育長や事務局に任せる專任の仕事である。こういう目的のために、その資格があるからこそわざわざ雇われているのが、即ち教育長や事務局員なのである。だから教育委員がその機能を果すために、毎月数時間以上を費すようなことは不必要であり、実費以上の報酬をもらうことも不必要である。

◎教育委員會は、日本では財政的に獨立しておらず、教育豫算を知事に提出して審議をうけねばならない。

結局は議会で通過してもらわねばならないのであるから、教育委員が当局者の協力を得て、堅実な教育予算をつくり上げるという、共同の仕事にたずさわることが必要である。

教育委員が実業家的能力、専門的練達、地域社会で占める卓越した地位、公けに奉仕したい願望、一般的にいつて、すぐれた個性によつて当局側の尊敬を得ておれば、上記の協力は遙かに容易に得られるのである。一般の公務員や地域社会から、尊敬と信頼とをかち得るような人々でできた教育委員会が選ばれるのでなければ、学校に対する所要の財政的援助を確保することは、益と難しい仕事になつてくる。

◎今年の十月で、教育委員會が生れてから丁度二ケ年になる。この期間中教育委員會の特に目につく弱点としてはどういうものであつたか。

第一 日本では、教育委員会の構成は五十パーセント、場合によつてはそれ以上が、前に教員組合のメンバー或いは役員をしていたものによつて占められている。これらの人々が教育委員に選ばれたの

は教員組合の行つた党派的運動のお蔭であり、從つて何かの決定を下す場合にも組合の希望を代表したことが屢々で、自分が國民全部の代表であることを、やゝもすると忘れがちであつた。

第二　前教員や前教員組合役員は、教育委員の候補者となつた途端に、その職を去らねばならなかつた人々である。その結果これらの人々の生計は、教育委員としてうける報酬と旅費とに依存する。その上、これらの人は正規の職業をもつていないから充分の時間があり、この時間を教育事情の視察に費すべきだというのがこれらの人々の意見である。その結果、これらの人々は、しば〳〵教育長や事務局員の仕事に干渉することになる。教育委員が、ほしいまゝというものは、元來時として教育委員が、ほしいまゝに行つているような仕事を遂行するために雇われたものであり、給料をもらつているのである。だから教育委員に報酬を支拂えばそれは納税者が一定の仕事に対して二重拂いをしていることになるのである。

第三　教育だけの経歴しかない人は、一つの大企業である公共教育を取扱うべき事務的鋭敏さ、管理的能力を欠いでいる。そのため、前教員や前教員組合役員は、政府当局者に自分の学識経験を印象づけることもできず当局者からの尊敬や信頼を克ちとることもできない。その結果は、公共教育のための適切な資金を確保するに際して、しば〳〵知事や縣議会議員の支持を得ることに失敗するのである。日本の教育委員会には元の教員組合員が多数入つているにも拘らずこれらの人々は、今までのところ教育という職業の財政状態を事実上改善する点では成功を收めていない。

◎教育委員として望ましい人物の特質は、簡單に次のようにまとめることができる。

（一）私企業、専門職業に成功し、活潑に專念している人。

（二）國民全体の代表者、從つて非党派的であり、どのような特定の集團にも義務を負つていない人。

（三）教育委員という地位を、財政的利得や政治的進出の機会としてでなく、公的奉仕の機会としてうけること。

（四）すぐれた人格者。

（五）すべての程度の学校の、教育上の機会改善に関心をもつこと。

（六）有資格教職員の專門的水準と報酬との改善に関心をもつこと。

（七）公共教育の運営、即ち有能な教育長と事務局員の選任やその人々をして達成すべき事業に責任をもたせることなどについて、実務的方法をとりいれること。

（八）教育の財政的支援について、当局者の尊敬と能力とを得るにたる能力と人格とをもつていること。

◎來る十一月十日の選擧で、教育委員を選ぶについて、右に述べたことが基礎となれば、その結果はたしかに改善の跡を示すであろう。

それは学校の仕事の運営の改善だけでなく、教育委員会の公の権威を、一般には國民全体の、時には「当局者」の眼により高く映し出すことになるであろう。勿論、投票者が正しい型の教育委員を選ぶためには、こういう望ましい型の人を説得或は拔擢して立候補させることが必要である。さもなければ一九四八年の選挙当時投票者の前におかれたのと同じ型の候補者の範囲で、誰を選ぶかというだけの問題になつてしまう。それ故責任ある市民がこれを慎重に考慮することを勧めるし、又その人々が自分の團体やその他地域社会の集團の代表者として、十一月の選挙に間に合うよう候補者として望ましい人が、立候補の届出をするように要請する事を勧める。（届出期間は十月十日より三十日迄）公共教育を公共心あり有能な市民の管理の下におくことが肝要なのである。これを実現しようとする以上は候補者を選ぶという大切な仕事を今すぐはじめる必要があるのである。

以上

一九五〇、八、二三（四國民事部民間教育課　四國民事部民間報道部）

教育委員選擧に對する説明資料

一、一九五〇年十一月十日には各縣の投票者が縣教育委員会四年の任期の委員を三名選ぶ事になる。

二、教育委員会の主な仕事は学校問題に関して決定を與えたり、その施策を作成したりする事である。

しかし学校自体の経営管理はその爲に雇われている教育長や事務局に委されている。

三、学校制度の監督は大きな実業や或は專門的な企業のそれとよく似ているので、健全な判断力をもち、経営に経験がありしかも多額の金をあつかいなれている人物が必要である。

四、教育委員立候補者には他の職業に名声を得ている人々であると同時に商工業や企業の経営に成功した廣い経験をもつている人々の含まれる事が望ましい。

五、教育委員はあらゆる人々を代表し、小数者グループの手先に操られる人形になつてはならない。

六、教育委員立候補者は、自分の時間の一部をさいて喜んで公衆に奉仕したいという氣持から、その地位に立候補する人でなければならない。

報酬や政治力を得る事ができるという考えから、委員の地位を狙つている立候補者に用心しなければならない。

七、投票者は自分の最も良いと信じ且つ最も信頼できる人が教育委員に立候補するように奬励しなければならない。

八、教育委員会がその財源を依存している縣廳の協力と尊敬をかち得る事が必要であるならば、教育委員は当然社会上職業上の人望をもつていなければならない。

九、投票者は次の角度からすべての候補者の資格を調査しなければならない。

イ、個人の人格

ロ、事業上又は職業上の経験

ハ、グループや團体と無関係であるかどうか

ニ、大衆に心から喜んで奉仕しようとしているかどうか

十、民主的な選挙を行うためには、すべての有権者は今年十一月十日には投票場に行かねばならない。

（四國民事部民間報道課　四國民事部民間教育課）

ILLUSTRATIVE MATERIAL FOR
SCHOOL BOARDS ELECTIONS

1. On 10 November 1950, voters of each prefecture will elect three persons on the prefectural school board for terms of four years.

2. The main work of school boards is to make decisions and policies on school matters, the management of the schools themselves being left to the Superintendent and the Secretariat hired for this purpose.

3. Being in charge of the school system is much like being in charge of a large business or professional enterprise. It requires persons with sound judgment, experienced in management and accustomed to dealing with large sums of money.

4. Desirable candidates for school boards would include those who have had broad experiences in successfully managing commercial and industrial enterprises as well as those who have gained reputations in other professions.

5. School board members represent all the people and should not become puppets in the hands of minority groups.

6. Candidates for school boards are willing to run for the position because they are willing to spend a small part of their time in serving the public-Beware of candidates who seek the office because of the remuneration paid or for political power.

7. Voters must urge their best and most responsible citizens to file NOW for the school board positions.

8. School board members must have social and professional prestige, if the school board is to earn the respect and cooperation of the prefectural government on which they depend for school finances.

9. Voters must investigate the qualifications of all candidates from these angles: (a) personal character; (b) Business or professional experience; (c) independence of any group; (d) willingness to serve the public.

10. In order to have a democratic election, ALL VOTERS should go to the polls on 10 November 1950.

Mrs. Sano

Desirable Characteristics for School Board Members

On November 10th there will be an election for the purpose of selecting three members to serve on the prefectural board of education for four year terms. In the previous school board election held in October 1948, there was not sufficient time to inform the voting public concerning the functions of the school board under the new board of education law and concerning the desirable types of persons to be elected to boards of education. Hence many erroneous ideas arose which ideas still persist in the minds of the average voter today. These ideas must be changed if the caliber and influence of school boards in Japan are to be improved by the voters in the November election. The cause of public education would, therefore, be greatly aided if the voter would carefully consider and vote on the basis of the following:

1. That men and women who are actively and successfully engaged in business or other professional careers, make better board members than teachers or officials whose experiences are in limited fields.

2. That members of the school board are elected to manage public education for all the people and that therefore it is bad policy to elect any candidate who represents a certain political or pressure group.

3. That an efficient board of education decides on matter of educational policy and leaves the execution of these decisions to a responsible Superintendent and his Secretariat, who are selected because of their professional abilities.

4. That board members through their record of success in public or professional life are able to gain the respect and cooperation of prefectural and local government officials and thereby gain needed financial support for public education.

It has been the experience of the various States which compose the United States and which have been electing boards of education for many years, that the intelligence and abilities necessary to successfully manage public education are similar to the intelligence and abilities necessary to successfully manage a business or profession. Hence the farmers, doctors, lawyers, engineers, women with professional or public experience, and others to their school boards. It is erroneous to believe that only teachers, principals or retired educators can properly serve on school boards. Sound judgment gained through years of experience in business or professional life is a great asset to a board of education which decides on the allocation of public money for educational purposes.

Since the position on the school board is essentially a public service and not one for the benefit of the board member, the inclusion of politics in a school board election is a serious error.

* voters in these States generally elect prominent business men, merchants,

Board members are elected to represent all the people and therefore these elections should be free of political partisanship. The election of a candidate who is mainly supported by a partisan or pressure group is dangerous since he represents only a minority group and his decisions will be guided by the knowledge of his indebtedness to such minority group. For school board positions, it is desirable that the office seek the man or the woman rather than that the person seek the office. In other words, public-spirited citizens with abilities to manage public affairs are induced and sometimes "drafted" by their friends or by the community to run for a position on the school board and they respond not because of a desire for personal gain but because of a sincere desire to serve the public.

An efficient school board does not both decide on educational policies and execute such policies. The execution of its decisions is a full-time job which the board leaves to the Superintendent and the Secretariat, who are specifically hired because of their qualifications for this purpose. Hence it is unnecessary for board members to spend more than a few hours per month in fulfilling their functions and hence unnecessary that they be awarded remuneration over their actual expenses.

Since boards of education are not financially independent in Japan, but must submit the educational budget to the Governor for his consideration and finally to the assembly for passage, it is essential that board members gain the cooperation of these officials in the common task of working out a sound educational budget. Such cooperation is much easier to obtain if board members have the respect of these officials because of business ability, professional skill, prominent position in the community, a desire to render public service and generally fine personality traits. Unless a board is elected the membership of which can gain the respect and confidence of other public officials as well as of the community, the securing needed financial support for the schools becomes an increasingly difficult tasks

In October 1950, school boards will have existed in Japan for a two year period. What have been the outstanding weaknesses of these boards during this period?

First: Fifty per cent and in some case more than fifty per cent of the membership of school boards in Japan is composed of ex-Teacher Union members or officials. Since they owe their positions on the board to the partisan campaign waged by the Teachers' Unions, in many instances they represent in their decisions the wishes of the unions and have been prone to forget that they are representatives of all of the people.

Second: These ex-teacher or ex-teacher union officials had to resign from their positions upon becoming candidates for board positions.

As a result they are dependent for their livelihood upon the remuneration and travel expenses they receive as board members. In addition since they have no regular occupation, they have a lot of time on their hands which in their opinion should be spent in supervising educational affairs. As a result, they often interfere with the work of Superintendents and the Secretariat, who have been hired and are paid to perform tasks sometimes undertaken voluntarily by board members. Tax payers in paying remuneration to board members are therefore paying twice for certain services.

Third: Persons with backgrounds of experience only in education, lack the business acument and managerial ability to handle public education which is a large enterprise. For this reason the ex-teachers and ex-teacher union officials fail to impress government officials with their knowledge and thus fail to gain their respect and confidence. As a result they often fail to gain the support of the Governor and the members of the prefectural assembly in securing adequate funds for public education. Even though boards in Japan have been staffed largely by former Teacher Union members, these persons have in the past year been unsuccessful in materially improving the financial status of the teaching profession.

The desirable characteristics for school board members can be briefly summarized as follows:

1. Actively engaged full-time in a successful private business or profession;
2. Representative of all the people and therefore non-partisan and not under obligation to any particular group;
3. Accepting the position on the board as an opportunity for public service rather than for financial gain or political advancement;
4. Excellent character;
5. Interested in improving educational opportunities in all levels of schools;
6. Interested in improving the professional standards and the remuneration of qualified school personnel;
7. Introduce business methods in managing public education, namely, selecting a competent Superintendent and staff and holding them accountable for desired results;
8. Have the ability and personality to command the respect and cooperation of government officials in the financial support of education.

If the selection of board members in the November election is based on the points mentioned above, the result should be an improvement not only in better management of school affairs, but also in raising the public prestige of school boards in the eyes of people generally and the

government officials in particular. In order however for the voters to select the right type of board members, it is essential that these desirable types be induced or even "drafted" to run for the vacant offices. Otherwise the choice of the voters is limited to the same types of candidates as were offered them in the 1948 election. It is suggested therefore that responsible citizens give this matter their serious consideration and as representatives of their associations or other groups in the community request that desirable candidates file their candidacies in time for the November election. It is important that public education be put under the management of public-spirited and able citizens. If this is to be effected it is necessary that the important task of selecting the candidates be started immediately.

To: R.H.

SMGR publication

SCHOOL BOARDS IN THE UNITED STATES

The concept of a school board is one entirely new to Japan. But since there will probably be school boards elected all over Japan very soon, it is necessary that the Japanese people understand something about them. The following material is an attempt to give a brief explanation of what the American school board is and what the theory behind it is. The Japanese school board may not be the same as the American school board, but it may be interesting and valuable to Japanese to learn something about school boards in the United States. Without some advance knowledge on school boards and their functions, the Japanese people will be unable to meet the responsibilities and obligations which this new system imposes upon them.

In the early history of the United States, every citizen took direct part in the managing of schools. The early town meetings in the American colonies considered all school matters. As towns grew larger, however, it became impossible for all the citizens to take active part in school affairs and the responsibility for schools was put into the hands of a few men who represented all the citizens. After this, special school committees were chosen to manage school affairs and eventually the school board came into existence.

The elected school board in the United States is a typical organ of democracy. The theory behind it is that the people have the right to run their own schools. But since this cannot be handled directly, school boards composed of representative citizens of the community are elected to handle the job. Going a bit deeper into the subject, in the United States each state has the right to run its own educational system. Most administration and supervision of the school systems, however, is delegated by the states to local school boards, or boards of education, as they are also called. This is because Americans believe that true democracy is only possible by decentralization of education and a minimum of official interference. It works like this: The state sets standards and describes general rules and laws, but allows local communities to work out their own problems. While this system is more difficult and demands more of the individual citizen, it is democratic and probably the only way in which democratic education can flourish.

WHAT IS A SCHOOL BOARD?

A school board is a group of public-minded citizens elected by the community to administer school affairs in the community. It meets once a month, or even more often as business requires, at a regularly stated time and place--usually at a school building--and these meetings are open to the public. School boards used to be quite large numbering up to thirty and even more members but in recent years they have become much smaller. Most experts think the small board of five to nine members is best for efficient work. In the United States, seven is the number most used and most advocated. This is because seven people can sit around a table and conversationally discuss and settle problems in a relatively short time--problems it would take a larger body much longer to settle.

QUALIFICATIONS OF SCHOOL BOARD MEMBERS

No definite rules can be given as to what qualities a school board member should possess, but in general it may be said that a board of education should be made up of persons who possess ability in private and public affairs, excellent character, good education, interest in education, and convinced of its great importance. They should also be representative of the community. That is, they should not all be teachers or all business men or all politicians. Rather, they should represent various occupations. They must be willing to give time and energy to their duties as school board members, and they must be cooperative-minded. Naturally, it is probably more desirable for a school board member to have children in school. And he should be able to discuss school affairs in an intelligent manner. All this presupposes that he clearly understands the function of the school board as a legislative body and his duties as a member of it. The consensus of enlightened opinion in the United States is that the electing of school board members is an extremely important and serious duty of all citizens.

SELECTION OF SCHOOL BOARD MEMBERS

Several methods for selecting school board members have been used in America. These boil down to appointment and election, but American authorities, however, generally favor election, the method now most used in American cities. Election is favored because people will take more interest in school affairs and because it is more democratic; it puts education more into the hands of the people. Also, if handled properly, election prevents political machinations by officials who seek power through their appointive power. But with election it is most important to have good people run for the school board. It is the duty of everyone to encourage good people to run for the school board, and it is the duty of these people to accept nomination and election.

SCHOOL BOARD ELECTIONS

It is generally accepted that school board members of a city should be elected from the city at large and not from districts separately (district representation). This is because the school board members would be too engrossed in the affairs of their own locality and would lose the perspective necessary in the conduct of the affairs of the whole city.

American authorities also say that the election of school board members should be at a special school election and not during a political election. The reasons for this are obvious. If school board members are voted for during a political election, the voters will not be as careful as they should be in voting for people to run their schools. They might vote for school board members because they represented some particular political faith rather than because they might make good board members. Board members should not be elected with any consideration given to their political affiliations.

School board members should probably be nominated by petition of qualified electors. In this way, qualified people will be nominated who otherwise might shrink from campaigning for the job.

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SERVICE OF SCHOOL BOARD MEMBERS

It is a fairly well-established principle that school board members should serve without pay. There are always public-spirited citizens in every community who consider it a duty and an honor to serve and who will never be deterred from such service by lack of a salary for the work. On the other hand, if there is pay for board members, less desirable people might seek the office merely for the money entirely neglecting the principle of civic service.

In order to give a board fair trial of its policies, board members should have long terms--four or five years is considered best. But this may vary with communities and with local needs. Also, terms of different members should overlap. That is, the terms of office of all the members should not expire all at once. Rather, the terms of one or two members only should expire at the same time. In this way, a settled, continuous administrative policy is assured.

THE FUNCTION OF SCHOOL BOARDS

What the school board is determines the quality of the education of any community. What the school board is determines the quality of the future citizenry of a community. This means, of course, that the school board is very important and has very important powers. School boards in the United States usually have the following powers:

To formulate educational policy in the community.
To appraise the execution of its policy and to determine the efficiency of the school system.
To appoint teachers, supervisors, administrators, and other educational employees.
To acquire school sites and to maintain them.
To adopt courses of study.
To purchase supplies.
To build schools.
To levy taxes or to submit estimates to some other body.
To make rules and regulations for the management of the schools.
To keep the people of the community informed on public education, its value and needs.

The first and second of these are the most important. But a point that should be strongly emphasized is that school boards, according to the best authorities, are policy-making bodies and not executive bodies. The board makes policy and the superintendent of schools executes these policies. The board then appraises this execution to see if it conforms to the policy laid down and if it does not conform finds out why not. Quoting an American publication, "In order to function efficiently a board of education should act as a policy forming body and in an inspectorial or judicial capacity rather than in an executive capacity." In other words, the function of the board of education is not to run the schools but to see that they are run. Examples of policy-making would be: Making a decision whether to establish night schools; whether to hire extra teachers; whether to build a new school house; whether to change textbooks.

It should be pointed out that in the United States the state is the source of all power in educational matters. Education is an obligation and responsibility of the state (shū). But the states have delegated most details of administration to counties, cities, towns, and villages. School boards, then, are agents of the state (shū) for carrying out the educational policy of the state and are always subordinate to the state even though the state has granted broad powers to the boards.

CONCLUSION

It will be seen from the foregoing that school boards are extremely important bodies in the United States. They are the instruments through which the people of a democratic country run their schools. They are public bodies one evidence of which is the fact that school board meetings are open to the public. They control, in a very real sense, the future of a country because the policies they formulate will affect the future citizens of the country. It is considered an honor, and rightly so, to serve on a school board. It is certainly a very great responsibility, a responsibility which is public service in the highest kind and which should never be tainted with personal ambition and self-seeking.

TO: R.H.

SCHOOL BOARDS IN ACTION

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Extracted from 1946 Yearbook, SCHOOL BOARDS IN ACTION.

DEALING IN FUTURES (pp. 12-14)

The school board member must look to the future more steadfastly and more clearly than is required of most citizens. Many of the most important results of his decisions and actions will not come to full realization at once. Such planning requires a forward look, an attempt to foresee future trends--not by gazing into a crystal ball but rather thru the careful study of available facts, reflection upon their meaning, and constructive conference with worthy associates followed by courageous action.

Decisions made on many problems today will set the course of education for future years. Often these decisions are based upon principles established by bitter controversies in the distant past. The rancor of the original struggle may be forgotten, but the maintenance and reinforcement of the principles is a continuing school board responsibility. Such matters as the authority of the state to maintain a program of public education, to provide free secondary education from tax revenues, and to enforce compulsory attendance illustrate principles established today in law and court desicions. Ahead of us lie decisions with respect to nursery education, adult education, and other issues. Each board must courageously participate in the discussion and solution of these problems for today and, by so doing, help to establish guides for future school board action.

Among the "futures" with which a board of education deals is the influence of education upon standards of living--the effect of education on the level of American prosperity. This relationship is too often overlooked, one that sometimes is deliberately covered up by those who are concerned with reducing school taxes. School board members must not be deceived in this matter. Not for a single moment must they forget that ignorant peoples are narrowly circumscribed with respect to both the production and consumption of goods. The primitive tribes that inhabited this country before the white men came lived in the midst ~~of the midst~~ of the same reservoirs of natural wealth which we enjoy today. Moreover, if any one of America' modern centers of industry were to be surrounded now with primitive peoples and isolated from all other groups, its industry would promptly dwindle. In the first place, there soon would be a shortage of trained workers. There would be a lack of purchasing power among the neighboring peoples; and perhaps most significant of all, there would be no demand for the city's products. This does not mean that every educated person will be prosperous and every unlettered person a ne'er-do-well. But when the citizenry moves to a higher level of education, higher standards of living and greater national prosperity follow as surely as the night follows the day.

Another objective of the American school board at its best is the development of a climate in which democracy will grow and develop. Such a climate results when a board itself operates in a democratic manner and supports those educational philosophies and procedures which foster democracy--when teachers are free to teach and pupils free to learn. Such a climate implies the absence of political entangle-

ments and the jealous guarding of the schools against encroachment by any partisan organization, arm of government, or pressure group that would use the schools to promote its selfish purposes. The consequences of subordinating education to political ends have been amply demonstrated in recent years in all the axis countries. On far-flung battlefields the youth whose education was regimented to a state-controlled pattern have met and given way to those who were taught to think independently and to live democratically. If this is convincing proof, if we really believe in democracy and in individual worth, the people's schools must ever spring from the life of each community.

A further objective which will be clearly seen as the school board member looks into the future is the goal of worldwide freedom. A deep desire for freedom has characterized American life from its beginning. It brought the first settlers to this continent, caused and won the War of Independence, inspired the Constitution and Bill of Rights, and has sent American armies into the far corners of the earth to defend the cause of freedom for other peoples. The same desire, which exists at least in latent form in the souls of all people, is showing new signs of energy. Long stifled by force and oppression, this great potential power is beginning to move. Here consciously, there semiconsciously, the deep desire for liberty is reflected in gathering unrest which dictatorships may hinder and temporarily stifle but cannot possibly extinguish. As the world's "Man with the Hoe" thus beckons for a hearing, let it be remembered that no world order can be devised to bring liberty as a permanent blessing to any people without the use of free and universal education. It is not possible that American education is destined to serve as an example and pattern in achieving that end?

SIGNPOSTS FOR SERVICE .... (p. 16)

*School boards in America wield great power because the local school district is a unit of state government. The school board is responsible to the people and should not be limited or curbed by being made subservient to other units of government.

*The public school has pioneered in engaging administrative leadership for local government. School districts should be large enough to afford a trained executive (superintendent) and to offer a full educational program.

*Civic-minded groups in each community should concern themselves in selecting candidates for the school board who possess openmindedness, human understanding, and common sense.

*The most important activities of the school board are policy-making for the schools and evaluation of all proposals and criticisms, and of school progress.

*The school board member as an individual has no official power, since only the action of the board as a whole is recognized by law and accepted practice.

*Membership on the board is an opportunity for public service. School board members should be paid only for actual expenses caused by their work on the board.

*Unity within the board is so essential that the board should have the minimum of permanent committees. Usually a board of five to nine members can operate as a committee of the whole.

*In the best school administration practice the board legislates and the superintendent executes. The board also appraises the administrative results obtained by the executive. Careful adherence to this division of basic responsibilities is essential.

QUALIFICATIONS OF SCHOOL BOARD MEMBERS (pp. 27-28)

A genuine interest in and devotion to public education should be the first qualification of a school board member. Everything else being equal, the matter of genuine interest should be the guiding ideal to aid in board member selection. But personalities do not come with just one attribute. Even with this one good trait of genuine interest, people can still be lacking in a sense of humor. They can still be lacking in courage and the ability to think independently. They can still be snobs, devoted to fads, loyal to peculiar cults, or unwilling to learn and grow. Some of them cannot take criticism; some are poor losers; and, perhaps worst of all, some of them do not have good judgment.

A really good school board member is a person of more than average ability in many ways. He is broad-minded and open-minded. He is willing to give substantial blocks of time to discharge his responsibilities as a school board member. He is willing to give his devotion to a cause and a program of activities that is directed by someone other than himself, namely, a superintendent of schools. To this superintendent he defers in matters professional. This superintendent he recognizes as the chief executive, the head of the school system some people do not have the ability thus to turn over to others the management of a program to which they give their chief devotion. Such people should not be on the public school board.

A good school board member has a sense of humor and a capacity for human understanding. He is not so thin-skinned that he cannot take criticism of either the schools or the board--of himself for that matter. He knows that his interest in the welfare of school employees is one of the best ways to make sure that the employees are devoted to the children.

The good member relies on objective evidence and makes decisions on this evidence rather than on the basis of feeling, prejudice, or personal interest. He takes responsibility easily, being willing to take a stand in the community for better schools. From this he does not waver, even tho pressure and publicity send wave upon wave of criticism against him.

The good school board member likes people and sees many of them. He has friends he is affiliated with important community groups. He is a strong influence in the community. He uses this influence to get good salaries and better working conditions for teachers and keeps the schools abreast of community needs. He believes that the future welfare of the community is closely tied up with the success of the school system. His goings and comings in the district make for better understanding of the schools. He makes friends for the schools. He is an artist in making democracy work, because he knows how to interest others in a cause that exists for the purpose of emphasizing the worth of each individual in society. He exercises a leadership that comes as near being unselfish as human beings can attain, for the promotion of public education means the furtherance of all social institutions in a democracy.

RELATION OF THE BOARD MEMBER TO THE BOARD AS A UNIT
(pp. 37-38)

The law is some states defines the duties of board members and attempts to help the school board member by giving authority only to the board as a whole. Minor exceptions are sometimes made in the law in the case of the president, secretary, and treasurer of the board who are given responsibility in the performance of certain legal duties. But in no case are these officers empowered in their official or any other individual capacity to control or supervise instructions, to make decisions, or to exercise discretionary powers. The individual member stands for the schools in the community. To him come patrons with their school problems. If he is impulsive, he may attempt to right wrongs by himself. But when he becomes used to public service, he will always reserve judgment until all the facts are in, and in no case will he attempt to take in hand the management of the schools in order to redress a wrong or to satisfy a school patron. In fact and before the law the school board member by himself has no power or right to act for the schools. As a member of a board assembled in a legally called meeting he has far-reaching authority and power. But since giving satisfaction to a patron is a detail of school management and not often of policy-making concern, the board member hearing the complaint will not often refer to the complaint of a patron in a legally called board meeting. He may handle the matter thru a conference with the superintendent or properly delegated staff member, or he may discuss the question with his colleagues in informal conference with the superintendent present.

A great many school boards have in recent years prepared and published manuals of procedure and rules and regulations. Since these manuals are much alike, one may conclude that consensus has been reached at least on certain best procedures for board organization and action.

COMPENSATION (p. 45)

In summary, the local school districts of the United States are unique as governmental units in a civilized society. School boards carry tremendous responsibility and authority for the education of childhood and youth. When conditions are right, school boards and board members furnish and control situations in which is carried on the best kind of educational program known for a democratic social order. The local school board is of the local community and is sensitive to local demands. At its best it not only represents educational needs as locally recognized but provides highly trained leadership and direction for American public education. Even when all the problems of local tradition and stubbornness in the face of needed changes are recognized, the local school board, as compared with all other American boards and commissions, probably should have the credit for making the most important contribution to social progress.

SIGNPOSTS FOR SERVICE .... (p. 46)

*Educational results are best when the board and superintendent freely seek each other's counsel in connection with their respective basic responsibilities and when they exercise teamwork in connection with administrative duties not readily divided.

*A major responsibility of the superintendent is to provide the board with timely and comprehensive reports, including an attractively written annual report, to give the board a knowledge of both the achievements and the needs of the schools as a basis for official decisions.

*Progressive school boards in rural areas, working without employed executives, seek counsel on their crucial problems from county superintendents, state superintendents, colleges of education, school board associations, and nearby superintendents of schools in towns and villages.

*Terms of service for school superintendents tend to lengthen when boards more and more appreciate the value of the knowledge about local people and conditions a superintendent accumulates with continued tenure.

*Longer tenure for superintendents is encouraged by an increasing appreciation of the difficult position the head of a school system holds, as contrasted with most other professional workers, with the whole population as his clientele.

*The trend toward longer tenure for superintendents extends to smaller schools at least partly because of an increased recognition of the extreme relative scarcity of larger systems to which such superintendents were formerly supposed to be able to move by way of promotion.

*The hit-and-miss methods generally used in the past in employing superintendents to fill vacancies are being displaced by methods of active search for and scrutinizing appraisal of candidates, with the help of professionally trained advisers.

RESPECTIVE FUNCTIONS OF BOARD AND SUPERINTENDENT
ILLUSTRATED (pp. 49-51)

In order better to clarify the distinction between legislative or policy-forming functions and executive functions, properly allotted to board and superintendent respectively, the following classified list of examples is presented. The list does not even approach completeness, but it is deemed long enough and diversified enough to be adequate for purposes of illustration:

I. General Functions

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

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

II. Functions in Connection with Major Phases of the System

A. Professional and nonprofessional employees

BOARD: Adopts pay scales; elects or rejects employees on the nomination of the superintendent; determines principles of treatment for employees, such as those in

connection with sick-leaves, leaves of absence, pre-service and in-service training retirement, and so on.

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

B. Curriculum offerings

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

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

C. Finances

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

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

D. Plant

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

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

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E. Pupils

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

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

F. Public Relations

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

SUPERINTENDENT: Directs a program for reaching the citizens of the community with adequate information about the activities of the schools, the reasons for the activities, and the results obtained; interprets the schools and the policies back of them in addresses before civic groups when called upon and as available time permits; works with parents' organizations and other groups interested especially in school welfare and progress; fits himself, with his family, into the civic, social, and religious life of the community in a constructive way.

THE SCHOOL-BOARD MEMBER'S CREED:
In Working with the Superintendent of Schools and His Staff (p.62)

I will hold the superintendent of schools responsible for the administration of the schools.

I will give the superintendent of schools authority commensurate with his responsibility.

I will expect the schools to be administered by the best trained technical and professional people it is possible to procure.

I will elect employees only on the recommendation of the superintendent.

I will participate in board legislation only after considering the recommendation of the superintendent and only after he has furnished complete information supporting his recommendation.

I will expect the superintendent of schools to keep the board of education adequately informed at all times through both oral and written reports.

I will expect to spend more time in board meetings and educational programs and procedures than on business detail.

I will give the superintendent of schools friendly counsel and advice.

I will refer all complaints to the proper administrative officer or insist that they be presented in writing to the board as a whole.

I will present any personal criticisms of employees to the superintendent.

I will provide adequate safeguards around the superintendent and other personnel so they may perform their proper functions on a professional basis.

SIGNPOSTS FOR SERVICE .... (p. 80)

*The principles which should govern the working procedures of boards of education are essentially the same whether the board is large or small and whether it serves a small community or a large city.

*Boards of education should operate in accordance with law, but when law is unduly restrictive or in any other way interferes with good school administration boards should accept responsibility for seeking appropriate changes.

*Boards of education should adopt by laws which are adequate but not restrictive, adopt and periodically revise rules and regulations which state general principles, to guide their own work and that of their employees, and operate without standing committees, except the committee of the whole.

*Meetings of boards of education should normally be public, but boards should call executive sessions when, in their judgment, consideration for the persons concerned or the nature of the business to be transacted makes them desirable.

*That meetings may not be too long and yet afford time for good group thinking, essential detail should be routinized. In advance of each meeting an agenda, accompanied by resolutions and recommendations to be presented, should be sent member and promptly after the meeting the minutes should be sent them.

*Board meetings should be formal enough for orderly procedure but informal enough to be natural, to encourage free discussion, and to promote group thinking. There should never by any "playing to the gallery."

*The minutes and other records of the board are the history of its work. They should be accurate in content and orderly in arrangement. They are important and should be carefully preserved and protected but in such manner that they may be easily consulted when needed.

BYLAWS AND RULES AND REGULATIONS (pp. 97-99)

To govern its own work, every board of education should have a set of bylaws. These should be simple, brief, and specific. They should set up clearly the duties of the officers of the board and the procedures by which the board will transact it business. Long, detailed bylaws tend to weakness rather than strength, and may unduly restrict the board instead of serving as a guide.

To guide the board itself in its relationships to the administrative staff and to the school system as a whole and to guide the administrative staff and other employees of the board in their work, comprehensive statements of policies, principles and procedures are also necessary. These are usually referred to as rules and regulations. They are sometimes a part of the bylaws of the board of education, but better practice separates them. Bylaws, which govern the working procedures of the board of education only, require little change from time to time. Rules and regulations, which outline policies, principles, and procedures, should be changed in the light of experience, and more frequent revision therefore becomes desirable.

Because change will be made from time to time, it seems wise to propose that rules and regulations may well be in loose-leaf form to which supplements may be added. If the manual is in bound form, the same end may be attained by leaving blank pages in the back, to which revivions and additions may be attached as they are made. Periodically, probably once in five years, complete revision should be made.

It may be possible for a superintendent and his staff to incorporate in a set of rules and regulations a complete statement of policies, principles, and procedur which guide the work of the schools at a given time, but such a manual would probably be too detailed to serve its purpose. It therefore seems wise for a board to include only the most important items in the rules and regulations, leaving to administration the responsibility for deciding specific problems in harmony with the broad principles laid down. In time as new policies and practices are introduced there will arise the necessity for reconsideration of the fundamental statements of policy and principle which make up the rules and regulations and their revision in terms of the changes gradually taking place in the system.

Considering how much carefully prepared rules and regulations may contribute to the effectiveness of work in a school system, it is amazing how little attention has been paid to them by superintendents and boards of education. Every survey which has been made indicates that relatively few boards of education have up-to-date rules and regulations. Indeed, it is not unusual to find good school systems in which the latest copy of the rules and regulations of the board of education may be thirty or more years old. In many systems no such manual, even in typed or mimeographed form, is available.

This situation often means that many changes and additions have been made over the years by action of the board and recorded in the minutes, but no one has a complete list of these changes. As a result work may or may not be proceeding in complete accordance with the official actions of the board. It would seem, however, that periodic revision and publication would be heloful to all concerned.

There is great variation in the items included in rules and regulations of different boards of education in cities not greatly different in size. One large city's recently adopted set of rules and regulations, considered to be among the best now in use, has the following chapter headings:

1. Board of Education
2. Authorized Services--Elementary School, Junior and Senior High School, Special Schools, Evening School, Lunchroom, Transportation, etc.
3. Administrative Organization
4. Appointment, Assignments and Supervision of Employees
5. Probation, Suspension and Termination of Employment
6. Salary Schedule for Professional Employees
7. Salary Schedule for Civil Service Employees
8. Absence of Employees
9. Miscellaneous Personnel Regulations
10. Pupils
11. School Houses and School Property
12. Intra-school Funds and Pupil Fees
13. Miscellaneous

In the forward of the foregoing manual the superintendent emphasizes that the manual does not provide definite and final answers to all questions of policy or procedure. He calls on all employees to accept responsibility for the intelligent

study and interpretation of the general rules in relation to the needs of those wit whom they work, for their application to the problems which arise, and for calling attention to any regulations which violate the educational purposes of their school

The school boards of America are among the most, if not the most, important public services enjoyed by our people. The welfare of all the children and of the nation itself is involved. The procedures used by school boards in rendering these services, in large measure, determine the quality and efficiency of the educational program. That we have developed one of the world's greatest programs of public education is generally recognized by competent authorities. That this program has been developed under the leadership of school boards is a tribute to their wisdom, as well as to the sound public opinion that has supported them. But to maintain this level, school boards must constantly evaluate their own procedures and the wor of their school staffs, and thru their own school board organizations, as well as thorough study by individual members, constantly seek to make their own methods mor effective.

SIGNPOSTS FOR SERVICE .... (p. 100)

*School boards and administrators should put the welfare of the pupils above all other considerations and make every possible effort to advance that welfare.

*Since good teaching can be expected only from well-prepared and professionally minded teachers, boards insist that only the best available be employed. Within its means the wise board safeguards and promotes the economic welfare and professional advancement of teachers and other school personnel.

*Boards and administrators can demonstrate conclusively that they believe in democratic processes of administration by being glad to talk over with teachers and other employees personnel policies before they are instituted or changed.

*School boards appreciate the dignity of each individual, whether teacher, supervisor, custodian, or pupil, regardless of the circumstances of his birth or rearing

*The first objective of a school board is to provide in every classroom a teacher who will command the respect of the children, who has a thorough knowledge of individual problems and group psychology, and who has achieved adulthood intellectually and emotionally.

*Personnel problems must not be left to chance or to decisions based on expediency. They will not take care of themselves. Only by careful, continuous planning will the school system operate under consistent policies.

*It would be economy for many boards to release teachers and professional workers from clerical duties they now perform, leaving them free to devote their energies to the skilled technical services for which they are employed.

*By going as far as possible in setting objective standards and in removing the question of employment from the realm of personal judgment, boards of education can build staff morale.

BASIC FINANCIAL FUNCTIONS (pp. 151-156)

A school system is not necessarily good because it has acceptable business methods, but it cannot be at its best without them. Without sound general accounting, accurate cost accounting, careful auditing, intelligent budgeting, and intelligible financial reporting, the schools neither secure nor effectively use the max mum number of dollars available. Unless these basic business functions operate in an efficient and effective manner, the schools are not working at their potential ability to serve. Obviously, neither are they wholly effective unless, among other the functions of operation, maintenance, and purchasing are marked by food organization and prudent, economical expenditure.

General accounting practice for the collection and allocation of tax revenues, state subventions, federal aid, gifts, and trusts, and for the creation and control of various funds is usually carefully safeguarded in state law. Likewise, the procedures to be followed in collecting taxes and in expending the proceeds, along with other revenues, are even more minutely controlled by law. The operation of these general accounts is a typical governmental procedure common to practically any governmental unit. Cost accounting, budgeting, and reporting for schools are not typical. They are highly specialized. Despite the opinion of theorists in the fie of government that school cost keeping, budgeting, and reporting should be done in such a manner that the resulting statistics may be compared with those from the public works and sanitation departments, the fact remains that school costs, budget and reports are unique in public accounting. The products of public education cannot be measured in gallons, tons, or square yards. Only in a few places are school figures comparable with statistics in municipal, town, or county government. They should be, however, fully comparable with the accounts, budgets, and reports of oth school units having similar physical characteristics, such as size, wealth, and latitude.

Cost accounting, budgeting, and reporting are three aspects of the same genera function. The three should use an identical nomenclature and system of accounts. They should cover the same time span. In detail they should be so arranged as to tell the financial story clearly and helpfully to the board, the executive, and the community. Unfortunately, in practice many local cost systems are not adapted to schools and, as a consequence, produce statistics that are inaccurate, obscure, and confusing, as well as being noncomparable with those of other schools.

The difficulty in these basic business functions is due to lack of uniformity in practice, which is only in small part accounted for by the requirements of local laws. For thirty years there has been a fairly well-accepted standard of school accounts. It has been modified from time to time and has now been brought up to date in Circular No. 204 of the United States Office of Education, which was prepared by the National Advisory Committee on School Records and Reports. This publication should be a handbook in the office of every school system.

This standard system is a framework, a guide, and a bench mark. Individual conditions will suggest refinements, subsidiary accounts for locally important expenditures, and the development of a whole category of object classifications of costs, such as supplies, equipment, travel, and communications. All of these adaptations can be achieved without any loss of the values attained thru the use of standard accounts.

No school executive or board of education can judge the costs of the local

system in the absolute without an accurate system of cost accounting refined in direct proportion to the size of the community. Neither can the executive or the board intelligently judge the relative cost of the many functions within the syste or validly check them against the costs of the same functions in like systems unless the accounts are both accurate and comparable. Only by the adoption of the national standard of cost accounting can the most effective internal and the most valuable external comparison of costs be attained.

In a privately financed educational institution, the ledger is "the heart of the accounting system." In a public school system, where the main sources of revenue and principal assets are not tuition and endowment funds but tax collections and the taxing power of the supporting body, ledger accounts maintained for the preparation of a balance sheet are of relatively less significance.

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

THE BUDGET

The budget is the most important financial document of a school system. It i the master plan for administering the schools. In it should be found a statement of all anticipated revenues and a scheme for expending them. The order may be reversed; if so, the budget becomes an outline of proposed educational and auxiliary services with their costs and a statement of the revenues needed to pay for them. Under either method, the two parts cover the same school or fiscal year and are in balance. A good budget is based on accurate costs plus intelligent estimates. Th costs should be available in detail comparable with the size of the community and should cover a period of at least three years for all items and preferably as long as ten years for the major items of administration, instruction, auxiliary service operation, maintenance, fixed charges, capital outlay (from revenue), and debt ser vice.

Budgeting for schools is a single phase of public budgeting to which many general principles apply. Anyone wishing to understand both the theory and the practice of budgeting cannot do better than read a standard work on the subject su as Buck's Public Budgeting.

Budget procedures similar to the following are generally accepted. Some time before the end of the fiscal year the superintendent of schools requests from each principal and department head an estimate of his anticipated needs for the coming

year within his area of responsibility. The requests are reviewed by the superintendent or by an administrative committee if the size of the system warrants. The review seeks (a) to determine validity of requests; (b) to eliminate duplication of items; (c) to restrain expansion to what is practicable; and (d) to discontinue expenditures that are no longer justified. The agreed-upon allowances become the superintendent's budget, which is then approved, amended, or disapproved by the board of education, usually after a public hearing.

A procedure such as outlined is simpler and the results more valid if the cost accounts are organized and available for check reference, exactly as the budget is presented. If cost accounts have been kept in detail over a period of years, all that the superintendent needs to gather from the principals and department heads are contemplated contractions or expansions in functions and personnel. These are then considered together with a projection of the salary schedule, and estimate of possible changes in commodity costs, and the recorded costs of the functions of admini tration, instruction, auxiliary services, operation, maintenance, fixed charges, capital outlay, and debt service. The superintendent adds his own recommendations and the budget is ready for the consideration of the board. Accurate detailed costs can reduce the labor of budget-making by 90 percent.

Functional costs are those classified under the main headings referred to. Object costs fall under such main headings as personal service, services other than personal, transportation, supplies, and equipment. The list may be extended, and the subdivisions are infinite for those who wish to know the expenditures for such items as, for example, paper--correspondence, bond, 20 lb.

To answer all budget questions, two sets of cost distributions must be maintained, one by function and one by object. A single system of functional costs wil however, furnish the answers to most inquiries if all functional costs are subdivided, as for example:

Account number	Teachers' roll	employees	Equipment	supplies	Communications	travel	Total
101	$506.20	$110.00	$7.32	$25.00	$4.00	$12.19	$664.71

Such a cost analysis might represent the expenditures for the superintendent's office in a single month. The year's totals by accounts and by objects make excellent budget collateral, especially when used in comparison with those of the preceding and succeeding years.

The subdivision of cost accounts and budget items into dozens or over hundreds of items is justified only in large school systems. The small system needs only a few. The voters should know the anticipated revenues, subdivided; and the expenditures for administration (general control), teachers' salaries, educational supplies transportation, and other auxiliary costs; plant operation, including fuel and light maintenance costs, if they involve outside contractors; insurance; and new equipment or extensions. Then there is debt service, if any: twenty headings in a small district and possibly one thousand items in New York City.

TELLING THE FINANCIAL STORY

After the budget figures have been agreed upon, there comes a time when the school board, dependent upon the approval of the city council or other reviewing body, or solely upon the vote of the people, must present its case. Even a wholly independent board with unlimited taking powers finds it desirable and advisable to take the public into its confidence. A budget presented either before final action or even after as a report need not sacrifice truth or accuracy by being simple and understandable. It should be clear in outline and intelligible to the ordinary person. Tabulations should tell a story of everyday interest; they should not be solely reference material.

Few loftier literary flights have been taken than in the superintendents' reports of a century ago. These may have been read and discussed. Then came the vog for statistics exhaustively tabulated. By careful search it was perhaps possible to find how much ink was drunk in the first grade, but by this time nobody cracked a report except the responsible official as he set about preparing the next one. In 1928 a popular school budget report was prepared and distributed to practically all of the taxpayers of a large city. It was illustrated with charts and graphs. A running story explained the nature of the major expenditures. Many communities hav since followed the same plan. The budget report soon acquired human interest photo graphs and pictographs. But of greater significance is the fact that the education al story has now begun to be told in the same document with the financial statement in as appealing a manner as cuts, art work, and clever captions can produce. After the educational story, then and then only, are given the costs of supporting the educational objectives. In brief, the board and superintendents present both educ tional objectives and the cost of attaining them. Such a report-budget is read, if only for the pictures, but it is read, and has as a consequence proved a means of forestalling unintelligent criticism and of securing public support, even in unsuspected places.

SIGNPOSTS FOR SERVICE .... (p. 168)

*The formulation of the educational program is a democratic process involving the board of education, interested laymen, the superintendent of schools, the professio al staff, and student councils.

*The problems of modern life call for a comprehensive school program geared to the needs of children, youth, and adults. Extensions downward for young children, upward for adults, and special programs for veterans and displaced war workers are no in order.

*Boards of education delegate to their professional staffs responsibility for preparing courses of study. They facilitate this work by releasing teachers from clas room duties, paying for workshops and summer courses, and avoiding unnecessary inte ference in the process.

*Under the board's policies a modern program provides for guidance and counseling, flexibility in pupil classification, provision for individual differences, and the common learnings related to civic, economic, and family competence.

*An educational program today is enriched and made effective by means of adequate buildings, extensive library facilities, numerous examples of art and music, and an intergrated audio-visual program including radio equipment and motion pictures.

*Schools are no longer confined within the four walls of the classroom but thru transportation bring their pupils new experiences in museums, factories, parks, farms, camping, and recreation.

*The school board not only keeps informed as to the educational program in its own district, but by conferences and visits it becomes informed on educational progress in other communities. By such broadening experiences the board can work more intelligently with its own staff members and judge wisely their recommendations.

RESPONSIBILITY OF THE LOCAL BOARD (p. 183)

The responsibility of the local board in relation to the educational program may be summed up in these three sentences:

1. The board should know the characteristics of a good educational program.
2. The board should know what is going on in the local schools and in the best school systems in other parts of the country.
3. The board should constantly be evaluating and improving the work of the schools.

Obviously the local board of education will succeed in improving the program of the schools only by holding the professional staff responsible for studying the needs of the local community and for recommending changes in the program. To this end the board will encourage, even require, the use of thoroughly democratic procedures in the professional staff. The board will further expect the staff to secure wide community participation in studying needs and making recommendations for improvement. Parents and students will share in the process. This major responsibility of the board will never be finished. It will require continuous attention and much time. The board of education must stimulate and direct the work of the staff and the community thru its chief executive officer, the superintendent of schools. But the board itself must determine all basic policies. This function of control of the educational program should never be delegated. It cannot be performed by perfunctory approval of recommendations received from the staff. It involves study and weighing of all factors.

SIGNPOSTS FOR SERVICE .... (p. 184)

*Public relations build confidence in the efficiency of the schools, create a new faith in knowledge and its uses, and preserve trust in the integrity of the board.

*Good schools are the foundation of desirable public relations. Attempting to save a poor system by launching an elaborate public relations program is like trying to put paint on a wet wall.

*Public-spirited individuals make successful school board members when they seek not only to build goodwill but to avoid the development of ill will.

*Public relations are dependent upon recognition of the value of cooperative action and desire for the satisfactions of achieving together.

*A policy of treating all employees as human beings, giving them that essential recognition of worth that every person needs and has a right to expect, pays big dividends in any public relations program.

*Silence regarding the responsibilities of the schools in times of rapid social and economic change is a luxury no board of education can afford.

*Public opinion is one of the most powerful forces in the world. It is, therefore, a force which must be understood by board members who desire to be effective public servants.

*Public relations should point the way to a better world. Altho perfection has not yet been attained, the school is recognized as an instrument in building cooperati within the community, the state, the nation, and the world.

OPEN MEETINGS (pp. 201-202)

Every board of education should operate as a board rather than as individuals. This can be done officially only in regular meetings provided by law or in such special meetings as may be required. The business coming before the board is community business and therefore should be transacted in public. While there may be certain problems to be discussed only in executive session, for the personal welfar of the individuals involved, such sessions should be kept at an absolute minimum if the board is to have the support and confidence of the public.

United action can be attained in most boards only as a result of careful consideration and discussion conducted under conditions free from strain and pressure. The committee of the whole, described in Chapter IV, is one of the best devices nov in use for introducing an atmosphere of calmness and dignity in the regular meeting of the board. Employees, patrons, parents, interested spectators, loyal supporter or even the severest critics will be impressed by the privilege of standing in the presence of a board which approaches each problem with a confidence that commands respect.

A cordial welcome extended to every citizen to attend official board meetings as often as possible rather than wait until he has some grievance to present will do much to remove suspicion. There is no better way to gain the support of the public than by means of the "open door". Such a policy invites the interest and the participation of the public in those activities which determine the kind of school system the community will have. To further encourage public interest in its activities the board should hold its meetings in a tastefully furnished room rather tha the back room of a drugstore, the office of a lumber yard, or some other out-of-the way place. An attractive room lends itself readily to the maintenance of proper relationships with those who seek a hearing. The time and place of the meetings should be thoroughly publicized, and every visitor should be treated with such consideration as to develop in him a desire to promote and to participate in good public-school relations regardless of any differences of opinion that may be expres ed. The press should not only be invited but should be urged to send at least one representative in order that a first hand story may be made available to patrons wh find it impossible to attend. Reports of the committee of the whole containing essential information should be very much in evidence. These and other "little thing will tend to emphasize the importance of the business at hand and will have a profound effect upon the personal relations of board members and patrons.

THE PRESS (pp. 204-209)

A friendly press is one of the greatest assets a board of education can have in its attempt to build a good public relations. If the local or county newspaper is favorable towards the schools, the community will usually be satisfied with the work of the board. On the other hand, a paper which vigorously campaigns against the general policies of the board or against any personality on the board or employed by the board can make harmony practically impossible.

Since the public is not accustomed to attending board meetings regularly it is highly essential that all matters of importance be reported to the newspapers serving the community. Whenever possible this should be done by a reporter who attends the meetings regularly, but if the newspaper is not represented it is the responsibility of the board and the superintendent to see that the editor receives a complete report of all that transpires at each meeting.

Some board members object to reporters being present at their meetings because they feel that the stories appearing in the paper are misleading or that they play up unimportant details and ignore the real, serious business confronting the board-that of educating children and, in many cases educating adults as well who reside in the community, Frequently, however, dissatisfaction with the board with respect to the method used in conducting its business meetings rather than ineffective or inaccurate reporting. It must be remembered that the primary function of a newspaper is to gather news. The determination of what constitutes news is the prerogative of the school. Although there are times when a newspaper seems to be determined to place a board of educaiton in a compromising position, any board experiencing such open hostility has the privilege and the duty of determining why unfriendly methods of reporting are employed. Then an attempt to arrive at an understanding designed to produce cooperation rather than antagonism can be intelligently made.

No board should expect 100 percent perfection in its relationship with the press. Board members, reporters, and editors are human beings and, despite the best of intentions, controversies may arise and quickly develop into serious conflict. It should be sufficient to warn the new board member that wide differences of opinion and personal disagreement freely expressed in the board meetings are grist for the mill of any alert reporter. If the published report of a board meeting appears to be filled with personalities, if the story seems to be playing against the school it is advisable for the board member to look back upon that meeting and determine, if possible, the cause. Was it because (a) the meeting was filled with vague or illusive statements arousing the curiosity of the reporter instead of being conducted in a logical, dignified manner commanding his interest and respect; (b) some member of the board or of the audience failed to receive the deep consideration which he had a right to expect; (c) business was conducted on a "free for all" basis drawing personalities into sharp focus at the expense of objective and impersonal discussions; or (d) some decisions were obviously based upon other public or private interests with little or no concern for the general welfare of the schools? If so, do not blame the press.

Conflict with the press may develop, especially in some of the smaller communities, over affairs that have nothing to do with the regular business of the board. Any wrong, real or fancied, which causes a personal disagreement between an individual board member and the editor or publisher of the local paper may, after a period of time, be erroneously attributed to the board of education as a whole, with all persons concerned losing track of the original cause of the difficulty

It has been said that clashes between personalities and crusades against individuals are considered by newspapermen to be a much more prolific source of news than activities involving general principles which have to do with the education of children. When a board member who has been the subject of a news "blast" retaliates by issuing a statement in a manner which creates a fresh news release, he may be reasonably certain that he has not had the privilege of saying the last word.

While a suggestion that antagonism between the press and boards of education or the members thereof can be completely eliminated might be considered by many as a figment of the imagination, it is nevertheless reasonably certain that harmony is attainable in most circumstances if the persons involved are really interested in good public relations. The board member should recognize that conflict is practically the lifeblood of news. Whenever there is so much as a semblance of strife there is the implication that a story lurks in the background. It is the duty of the press to uncover that story, and in most cases the tale will find its way into print. On the other hand, it should be remembered that no less than two persons or groups are required to develop and maintain a controversy. Frequently recognition of the merits existing on both sides, plus a frank discussion of the differences involved on an intelligent non-personal basis, will effect a permanent settlement of the difficulty.

Let us reiterate here that the business of the board of education is public business. Any individual engaged in such a business must expect to be more or less in the spotlight so far as the press is concerned. He must be able to take criticism of the acts of the board, especially if it is presented on a non-personal basi Before publicly making an issue of any statement with which he disagrees, a board member should recognize the fact that small differences of opinion frequently mark the beginning of controversies which rapidly reach the level of personalities. Whe aired by the press such differences may easily develop into genuine suspicion and permanent difficulty. As a public servant the board member must practice, not pre broad-mindedness to the extent that he will meet every situation in a calm, practical, and intelligent manner and will devote all the time and effort at his command to the harmonizing of differences in terms of actual facts rather than emotional legerdemain.

Many boards of education have developed a genuine fear of reporters and have deliberately attempted to withhold news because they believed they could in this manner avoid the spotlight of the press. A more unintelligent approach to the whole problem of public relations could scarcely be imagined, for any board of education unable to solve the problem of its press relationships will probably find it difficult to manage its relationships in other quarters. If the editorial policy of the paper in a given community is consistently unreasonable and prejudicial despite all efforts of the board to effect a cooperative relationship, then the board must find some other means of supplying the intelligent reader with the facts regarding the work of the district in order that he may reach his own conclusions as to the validity of the news presentation. It should be repeated, however, that few differences between the press and the schools are insurmountable.

SIGNPOSTS FOR SERVICE .... (p. 224)

*Representatives of all the people cooperate as boards of education to plan better schools for the future.

*Thru wise board action the exceptionally good educational procedures of today become the common practice of tomorrow.

*An effective member of a board of education, as he participates in planning an educational program, is critical but constructive, progressive but well poised, and incisive but not intrusive.

*Continuing school surveys should be conducted to the end that new needs may be mo effectively met.

*School board members are educational trustees for the community they represent and should recognize this trusteeship as an obligation of the highest importance as the plan programs and formulate policies and, by making the most of schools in the life of the local community, contribute to our national well-being.

*Good planning procedures on the part of a board of education require cooperative effort between the board and other community agencies such as those concerned with planning improvements in community health, recreation, welfare, and community development.

*Thru participation in statewide organizations of school boards efforts may be pooled and common problems may be more effectively defined and solved.

*The board of education leads in educational policy-making and yet it is guided by the public, not alone by expressed public opinion but also by the nature and purposes of the public so far as they can be observed. The board of education is expected to be well out on the frontiers of educational thought and to press the professional staff to make the most of these frontiers.

ASCERTAINING PUBLIC HOPES AND DESIRES (pp. 234-239)

What are the hopes and desires of the public? Some thousands of members of boards of education would surely like to know. But in the meantime, members of boards of education are both idealists and realists at one and the same time, and as they struggle to keep their idealism and realism in sensitive balance they may all but despair of worthy achievement. Yet the school trustee lacking in either trait should not be entrusted long with the general policy-making responsibilities of a school system.

A board of education, however, if true to its trust, must struggle to know the hopes and desires of the public which it serves and, while no final summary or pattern may be possible, the board must formulate an acceptable working policy. Most boards of education try to understand their communities, and to the best of their understanding and ability they try to meet the obvious needs, if not all the hopes and desires, of all members of the community.

Procedures for determining policies have varied all the way from the vaguest hunches to the collection and interpretation of facts according to the best and mo scientific methods available. The board member may possess a bias derived from his early experiences in the schools he now serves. Only with great difficulty, if at all, can he disentangle himself from the traditions, policies, and practices which prevailed in the schools of his childhood. This is true not only of board members but of most adults. Each has been influenced thru the years by his vocation and his social and cultural experiences, which have left distorted memories of actual conditions.

Good schools, adapted to the needs of a community, can be developed only thru careful planning. As we plan our national and community life we are compelled to

plan our public schools. Schools are a prime essential. Without them democracy cannot endure. This truth is reflected in the 1943 report of the National Resources Planning Board as it attempted to outline, among other things, our national hopes and desires for education. The following significant proposals were submitted, with supporting arguments for each:

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

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

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

4. That adequate provision be made for the part-time education of adults through expansion of services such as correspondence and class study, forums, educational broadcasting, and libraries and museums.

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

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

7. That men and women demobilized from the armed forces and war industries be given opportunity to secure necessary retraining for civilian activities, or to continue their education in cases where it was interrupted by the war.

8. That camp facilities be made available for all youth above the lower elementary grades, with work experience provided as a part of camp life.

9. That meals at school, and supervised work and play projects and other services before and after school hours, be made available to all children who need them.

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

11. That school districts be reorganized to enlarge the local administrative unit and the tax base.

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

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

14. That adequate funds be made available by the local, State, and Federal governments to assure the carrying out of the recommendations presented above.

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

Turning to the U. S. Office of Education, we find that special consideration is given to the problem of educational planning in its recent publications:

Since this country is committed to the democratic way of life, the methods of educational planning must be appropriate for a democracy. They furnish the opportunity for the formulation of a sound educational philosophy as a basis for examining our existing educational offerings and for positive action toward the realization of the kind of educational program needed.

Effective educational planning, that is, planning which actually accomplishes what should be done, demands the following:

1. A clear-cut specific concept of what the educational needs are. This concept of the educational needs will have to be developed by individuals and then agreed upon and adopted by groups of individuals.

2. A comparison of the existing educational offerings with the educational nee

3. A specific recognition of the phases of the existing system of education th

   (a) Meet needs and therefore should be maintained.

   (b) Fail to meet needs and therefore should be modified or abolished.

   (c) Are operated inefficiently and are therefore excessive in cost.

4. Action expressed by ballet toward the passing of laws which will:

   (a) Make desirable changes in the present educational system.

   (b) Abolish any divisions of the existing system which are "out-of-date".

   (c) Add new educational services that are needed.

N.B: It is obvious that the choice of school board members is a very serious and important business; it is the responsibility of all citizens. THINK ABOUT THE CANDIDATES. TALK IT OVER. GET OUT AND VOTE!

3. The Board of Education Law

a. Purpose—to decentralize education of Japan. From Ministry of Education to the people.

b. How Achieved—Citizens vote for qualified candidates.

c. Effect of Law—Educational policy will no longer be decided by somebody far away from a particular area. It will be decided by the people of the area according to the needs of the area. This is democracy in education.

d. Provisions—Will not go into here. This can be gotten from your newspapers.
But outline briefly how the Law sets up boards

(1) Composition of boards—7 members: prefectural
5 members: local

(2) Elected by direct vote of the people.

(3) Board appoints Superintendent of Education and his Secretariat. (Similar to present setup)

(4) Board decides policy in accordance with the will of the people.

(5) Superintendent of Education executes this policy through the Secretariat.

(6) Superintendent of Education and Secretariat have schools do what the boards decide.

N.B: More provisions of the Law will come out as we go along.

4. Functions of School Boards

*a. To decide educational policy of the local area.

*b. To evaluate or appraise the execution of this policy.

*c. To appoint and remove teachers and educational officials. Advised by Superintendent of Education.

d. To prepare and submit educational budgets to assemblies.

e. To acquire and change school sites, to build schools and to maintain them.

f. To decide curricula of the schools.

g. To supervise educational personnel labor unions.

h. To choose textbooks.

i. Finally, to decide any other school affairs not otherwise prescribed by law.

*N.B: Re-emphasize here that school boards do not execute policy and run the school system. They decide school system policy and the Superintendent of Education executes this policy.

N.B: Outline here the jurisdiction of school boards: 6-3-3

N.B: Expenses of school boards: by local body and national subsidy.

5. The Superintendent of Education

a. Definition: A professional educator who executes the policy decided by the board of education.

b. Term: 4 years—and may be reappointed.

c. Function: To execute the policy decided upon by the school board. In general, runs the school system.

d. Appointment: Appointed by the board of education.

e. At Present: Until 31 March 1949, present setup continues.

6. The Secretariat of the Board of Education—the staff of the Superintendent of Education, actually. Point out similarity to present setup.

a. Appointment: Appointed by board of education-on advice of Superintendent.

b. Present officials will stay in for a while with superintendents.

7. Selection of School Board Members

a. How selected: by direct vote of the people. Simply go to polls on October 5 and vote as you would for a member of the House of Representatives. But, GET OUT AND VOTE!

b. Candidates: Same qualifications as candidates for prefectural assembly.

c. Voters: Same qualifications as for voters of prefectural assembly members.

d. Nominations: 60 people must nominate a candidate and he must accept the nomination. The nomination must be sent to the presiding officer of elections by 28 September.

e. Screening: Candidates must be screened—26 August-15 Sept.

f. Term of Office: 4 years. This election it will be 4 years and 2 years. There will be elections every 2 years.

8. Qualifications of Candidates for School Boards—This is the most important part of my talk. If candidates are not properly chosen and if good candidates do not run for the boards, the whole purpose of this law may be defeated. The tendency lately has been a very dangerous one. If it continues as it has, the education of Japan will be seriously injured.

a. General: Excellent character, ability in public and private affairs, cooperative mindedness, parents with children in school, interest in education and convinced of its great importance, and an understanding of the purpose and function of school boards.

**b. REPRESENTATIVE OF THE PEOPLE—This is the single most important point in this whole talk.

(1) Should be representative of the community in which they live. (You wouldn't want your board members to be residents of another part of the country.)

(2) Should be representative of all the people. That is, should not be representative of any particular group and subject to that group's influence.
Doctor, newspaperman, lawyer, business man, housewife, etc.
Variety is desirable.

**(3) Non-Partisan—This is the greatest problem at present in the way of getting good school boards in Japan.

(a) Why control-hungry groups should not be represented on school boards.

(b) Why teachers should not be on school boards. (Maybe one teacher but no more).

N.B: Imply here about the Teachers' Union and the C.P.
If any group controls school boards, democratic education in Japan will die.

9. Evaluation of Candidates—Ask yourself the questions:

Who are the candidates?

What is their background?

What is their character?

What are their qualifications?

Do they represent any special group?

Will this group try to control the education of this community for its own selfish benefit?

Are these candidates seeking self-gain or are they sincerely trying to help the education and the children of this community?

When you vote, ask yourself the final question:

DO I WANT MY CHILDREN'S EDUCATION TO BE IN THE HANDS OF THESE CANDIDATES?

10. Remember, the future of Japanese education lies with you.

GET OUT AND VOTE! AND VOTE INTELLIGENTLY!

VOTING IS YOUR DUTY!

THESE SCHOOL BOARDS ARE YOUR SCHOOL BOARDS!

Addendum: Tell how this system will work. Briefly.

Hold for possible use in local & c. elections.

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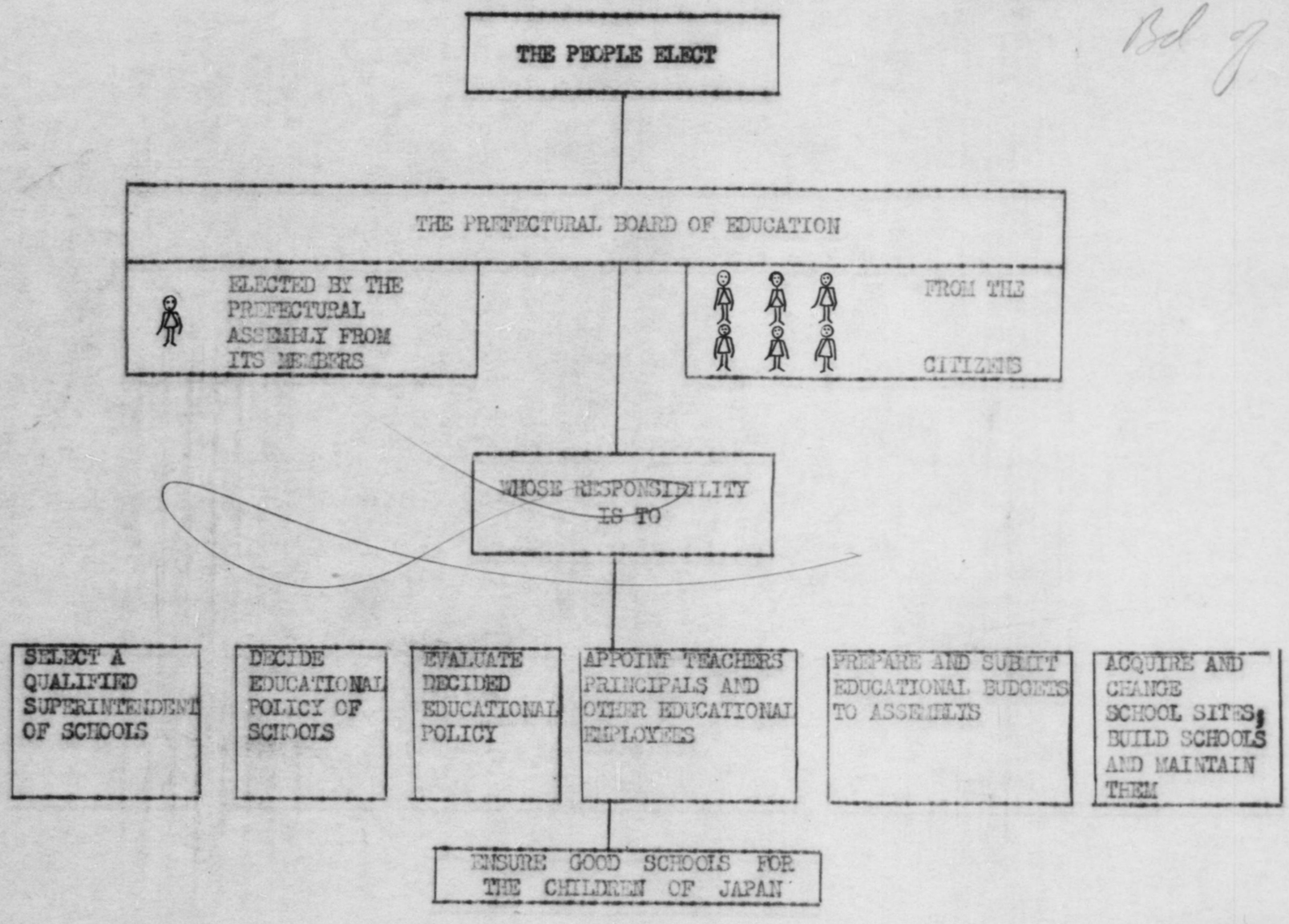

S POSTERS

(Copy filed extra F)

All the powers in education matters were taken away from the hands of officials and put it into the hands of the people. The new school board law is the one means it. By this new law we are to manage our own local schools. Real democratic education will be born out of decentralization of education.

教育関係の全權力が役人の手からはなれて國民の手にまかされるようになった。新しい教育委員会法がそれである。これによって自分達の手で地方の学校を経営していく事になった。真の民主々義教育は教育の地方分權制から生れる。

A School board members ~~are~~ is desirable the one who has the following qualification.
One who has an ability in private and public affairs.
One who is excellent character.
One who understands school problems and interested in educational problems and a conviction of its great importance.
It is recommendable to have representatives from various sorts of profession.

委員の資格としては—— 公私の事柄を處理できる人。立派な人格の人。学校の問題について理解をもって論議のできる人。教育問題について興味をもち その重要性をみとめる人。公民を代表して色々な職業の人々から委員となる。

Number of an educational board: pref. 7, local 5 one of which is from assemblymen. The board will meet Regulary once in a month and will have more if it is necessary. The meeting will be open public.

教育委員会の委員は縣では七名。市町村では五名(内一名は議会の議員からきめる) 委員会は月一回又は仕事の都合で度々会合する。その会は一般に公開する。

The term of office of a school board member will be better to have it longer, so that their plan and management of affairs will be proved as to whether it is good or not (the term of office is 4 years and half of the members will be elected every two years) In so doing a continuous educational policy can be followed.

委員会で取扱う事柄でよいか悪いかを見るのには任期は長く(四年とし二年目毎に半数改選)又くい違うようにする。委員の全部が同時に任期がきれるのでは安定したつづいた政策をたてることができないからである。

Status in a city differs from a country. The aim of a school board is to meet the real need of a special locality in regard to education, this is done by the hands of a school board.

都会といなかではそれぞれ地方の実情がちがうので その地方にあうような教育方針を委員できめて実行することになる。

IN Voting for a school board member one should investigate the qualification of the candidate for whom you vote. Vote for the one who meets the requirements as a suitable candidate.

教育委員を選挙するには候補者の資格をよくしらべできるだけ條件のそろうた適当な人をえらばねばならない

School board members should not represent a certain political party or a special union, as such. Board members should be the ones who represent general public and who are able to fulfill their responsibilities having a fair opinion. They should not be controled by certain partisan group or any other special group.

教育委員会の委員は ある政とう の代表者であったり
又は特別な集団を代表する者であったりしてはならない。
委員は一般の人々を代表して公平な立場でその
責任をはたすようにして 一部政とう 或は特別な
~~組合~~集団 等にあやつられてはならない。

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3 September 1949

Summary of Team Reports on Interference of Government Agencies With Boards of Education

General: Generally speaking, it cannot be said that there has been too much direct interference with the boards of education of Shikoku. There are, of course, a few cases in which the prefectural assemblies or the governors have tried to dictate matters, for example, on the disposition of school buildings, on reorganization of the schools, etc., but these were worked out. The worst trouble--and this is unanimous in all prefectures--is the fact that the boards do not have the real budget power and the prefectural assemblies have the idea that they can influence the boards. In certain prefectures, this is more or less open--Kochi, Kagawa, Ehime--and in the other, while it is not as open, it is nonetheless there.

The above is the Japanese story. Actually, there has been more interference than they care to tell us. The assemblies have interfered with the decisions of the boards especially with reference to the budget--in some cases this interference is probably good--and reorganization of the schools. Interference has been fairly strong in Kagawa and Kochi. It has probably been rather strong in Ehime but the Ehime people have more or less tried to keep it from us. (Also, the Ehime report was rather inadequate.) But when the SCAR CE Officer was in Ehime, he picked up some indications that there was considerable strife. For example, members of the Board of Education told him that they were definitely having trouble with the Prefectural General Affairs Section being very nasty about the budget which they had submitted.

This might be summarized by saying that the boards of education have not had too much interference from government officials or agencies except in a couple of specific cases. In other words, the boards have made their own decisions and have only been "interfered" with on two or three very controversial issues--the budget, reorganization of the schools, and disposition of school property. As yet, the "interference" on Shikoku is not enough to worry about. What the boards call interence is actually, in most cases, written into the Board of Education Law. This is the power of the prefectural assemblies over the budget.

Ehime: No actual interference, they say. But there has been trouble because they did not get enough money on the budget and the reorganization program was hindered. The Assembly used a form of pressure to influence the Board's decision. The Prefectural General Affairs Section gave trouble at the time of the presentation of the budget. (This report probably inadequate.)

Reported by phone to I Corps, 3 September 49. (for: Gen. Shepherd)

Kagawa: The Superintendent of Education says that there has been no interference with the Board of Education. The CE Officer says that the Governor has swayed the decisions of the Board as has the Prefectural Assembly. Specific instances of this are:

a. The disposition of the building of an upper secondary school after reorganization. (Hospital)

b. Consolidation of lower secondary schools. Furu-takamatsu and Takamatsu and Governor agreed that the schools should not be consolidated against the recommendations of the Board. The Education Committee of the Prefectural Assembly had agreed with the Board but it was voted down--at the instigation of the Governor. In other words, the Board's decision, in this case, was vetoed by other governmental agencies.

It can be said that in Kagawa there has been definite interference. The Governor is strong and likes to run things--including education. But it can also be said that this interference has not been nearly as serious as it might have been.

Kochi: There has been no pressure or interference by the Governor. However, there has been interfernce by the Prefectural Assembly. Individual members of the Assembly have made statements to the Board to the effect that if the Board doesn't go along with them they know what to expect when the time for the budget comes around. The Assembly used strong pressure when the Board wanted to reorganize the upper secondary schools. Another form of interference also concerns the budget. The Governor cut the budget of the Board and instead of sending it back to the Board for approval sent it directly to the Assembly where it was passed in the Governor's form.

Tokushima: There has probably been less interference with the Board in Tokushima than elsewhere. They say, "There has been no interference from national, prefectural, or local government agencies." However, as the Board of Education has no financial autonomy they feel constrained when dealing with the Governor. And there are cases in which the National Government impedes local operation--fixed number of teachers and salary standards.

F 221 School Bds

Local and Prefectural Boards of Education

The decentralization of control of education is the chief purpose of the bill now being redrafted to establish local and prefectural boards of education. The Education Division of C.I.&E. will furnish to Eighth Army for use of Military Government Teams an accurate analysis of the law as soon as it is passed by the Diet. The bill will be introduced in the October session of the Diet.

A Handbook for the guidance of local and prefectural boards of education will be prepared as soon as the law is passed. An English translation of this Handbook will be supplied to each Education Officer in the Military Government Teams.

Speakers from C.I.&E. will be available for prefectural conferences of members of boards of education and superintendents of schools after the new boards have been established.

Mayors of cities, headmen of towns and villages, and governors of prefectures will need advice and assistance from Military Government Teams in setting up the new local and prefectural boards of education.

After the new boards begin to function they will need much help in administering the schools. They will need help especially in the complicated field of school finance. The processes of budget making, accounting, and business management may prove to be especially difficult. (See War Department Education Manual EM 929, Volume II, Part IV).

An immediate problem has arisen in connection with the construction of new buildings for the lower secondary schools (new chugakko). The Bureau of Educational Facilities in the Ministry of Education has agreed to work through prefectural governors rather than directly with local school authorities. A list of specific building projects is needed at once in order to facilitate the delivery of building materials. The list should give the new buildings for the lower secondary school (new chugakko) which are now being constructed or which will be constructed in whole or in part during the present fiscal year. The information should be full and accurate on the following items:

1. Location of building.
2. Description of building, giving number of classrooms, number of tsubo (1 tsubo equals approximately 36 square feet.) and number of pupils to be accommodated.
3. Estimated cost of completed project.

Former Japanese military installations are now falling to pieces in many parts of Japan. These buildings could be wrecked and the materials could be used for school buildings.

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OUTLINE FOR BOARD OF EDUCATION PROGRAM

1. The Board of Education Law—The Board of Education Law is one of the most important laws yet passed by the Japanese Diet. It is a vital part of the program to take all the power in educational matters away from the Central Government (Mombusho) and to put it into the hands of the people. It will not succeed in its purpose unless each and every citizen understands the law and its purpose and sees to it that the law is properly carried out. Know the candidates. GET OUT AND VOTE!

a. Purpose of the Law—The purpose of the Board of Education Law is to decentralize education by taking the control of educational policy out of the hands of the government and putting it directly into the hands of thepeople where it belongs.

b. How This Purpose Will Be Achieved—The purpose of the Board of Education Law will be achieved by the citizens voting for qualified candidates for school boards. These school boards will control education in local areas.

c. Effect of Law—Educational policy will not longer be decided by bureaucrats in Tokyo. The people, through their chosen representatives, will decide educational policy for their own children.

2. School Boards

a. Definition—A school board is a group of public-minded citizens elected by the community to decide educational policy in the community and to see that it is carried out as decided.

b. Composition of School Boards—Prefectural boards are composed of seven members, six elected directly by the people of the prefecture, one elected by and from prefectural assemblies. Local boards are composed of five members, four elected directly by the people of the local areas, one elected by and from local assemblies.

3. Functions of School Boards

a. To formulate educational policy of the community.
b. To appraise the execution of its policy and to determine the efficiency of the school system.
c. To appoint teachers, principals, and other educational employees.
d. To prepare and submit educational budgets to assemblies.
e. To acquire and change school sites, to build schools, and to maintain them.
f. To choose textbooks.
g. To supervise educational personnel labor unions.
h. To make regulations governing their own operation.
i. To decide curricula.
j. To decide any other school affairs not otherwise prescribed by law.

The Board of Education has control of the whole system of public education including the primary school (6), the lower secondary school (3), and the upper secondary school (3). Its function is policy-making. It does not execute policy, however. Execution of policy is a function of the Superintendent of Education. The Board of Education has a Secretariat attached to it which is under the Superintendent of Education. The Board of Education does not run the schools but decides how they should be run and sees to it that they are run.

4. Function of Superintendent of Education—The Superintendent of Education is a professional educator who is the executive of the school system. He executes the policies laid down by the Board of Education. In other words, he is the executive who takes charge of all affairs under the jurisdiction and control of the board. His term of office is four years. The Superintendent is appointed by the Board of Education.

5. Selection of School Board Members

a. How Elected—School board members are elected by vote of the people in the same manner as members of the House of Representatives. Candidates for boards must have the same eligibility requirements as prefectural assembly candidates. Similarly, citizens who are eligible to vote for prefectural assembly members may vote for school board members. The same provisions are true, mutatis mutandis, for local boards of education.

b. How Candidates are Nominated—Prospective candidates for school boards must be recommended by no less than 20 voters whose joint signatures must be submitted with the application to the presiding officer of the election.

c. Screening of Candidates—Prefectural school board candidates are screened by the Central Screening Committee in Tokyo; local school board candidates are screened by the Prefectural Teachers Screening Committee. Screening will be accomplished during the period 26 August-15 September.

d. Term of Office—Term of office for school board members is four years except that at this and any subsequent first election half of the elected members' (those receiving the lesser number of votes) terms will be two years. Elections will then be held every two years. This is so that a continuous educational policy can be followed.

6. Desirable Qualifications of Candidates for School Boards

a. General—School board members should possess ability in private and public affairs, excellent character, cooperative mindedness, good education, interest in education and a conviction of its great importance.

b. Representatives of the People—School board members should be re-

presentative of the community. That is, for example they should not all be business or all newspaper men. Rather, they should represent various professions It is very definitely not desirable to have representatives of any special groups, as such, on the boards. This is because such representatives tend to take orders from the groups to which they belong and thus would not really represent the people or have the interest of children at heart.

c. Parent—It is most desirable that parents with children in school be elected to school boards.

d. Politics—The school board and the school board election are not places for politics. Political parties should not put up candidates but, of course, may support candidates after they are nominated. The same is true of any other special groups. If partisan groups try to gain control of school boards, democracy of education, the real purpose of the law, will become impossible.

e. Publicity of Qualifications of Candidates—Newspapers and other agencies of information should publicize the qualifications and background of candidates and discussion of candidates should be widespread.

f. Evaluation of Qualifications of Candidates—Every voter should make it his or her business to learn the qualifications of each school board candidate. He should compare all candidates, their background and their qualifications and should vote accordingly. The voters are the final judges of school board candidates and they cannot judge unless they know the facts. Remember, these people will control the future of your children! Who are the candidates? What are their qualifications?

7. Voting

a. Citizens' Duty—It is the duty of every citizen to vote. GET OUT AND VOTE!

b. Method of Voting—The method of voting is the same for school boards as for regular elections. GET OUT AND VOTE!

8. Critical Dates

a. For screening of candidates: 26 August-15 September
b. Acceptance of candidates applications: starts-5 September. Ends-28 September
c. Election: 5 October

GET OUT AND VOTE!

9. Prefectural and Local Boards of Education—On 5 October 1948, prefectural boards of education will be elected. Local boards may also be formed at this time provided they meet the requirements. However, even if these requirements are not met at this time, local boards must be formed by 1 November 1950.