DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11964

Organizations:

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

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

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

Pamphlet:

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

Visual material:

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

The movie and filmstrip program should be continued.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11904

KINKI REGION CIVIL EDUCATION CONFERENCE
Osaka, 4 December 1948

School Board Orientation Outline

I. Educate the Board on its relationship to the rest of the Government and especially to the Education Department.

A. There is real danger that the Governor or Mayor will try to dominate the Board.

Give the Board support.

The School Law is definite on the independence of the School Board.

B. The Education Chief will have a tendency to follow his old path to the Governor's office unless the Board exerts its authority.

This question of who is boss of the Education Chief may bring up the question of the choice of superintendent to replace the present Education Chief.

C. Mombusho may try to keep central. Don't allow the old Education Chief to indoctrinate the Board with his old time reverance for Mombusho.

D. Place of School Board Meetings. The School Board should plan to have its own offices preferably separate from the prefectural or municipal building.

II. The Board should organize carefully.

A. Importance of the legal board meetings, and of publishing notice well in advance of the meetings so that all who wish may attend.

B. The chairman and his duties.
See attached discussion of the chairman and his duties. This outline is American, it is long, but it is quite complete and has many good ideas for guidance of the Board Chairman.

C. Rules and Regulations.
See the chapter on School Boards in EM 929.

D. School Board Employees - clerk, treasurer, etc.
A discussion of these jobs is in the reference material attached.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

E. Functions of Board and Superintendent.
This is an old story now but it is included in the reference material.

F. Choice of Superintendent.
The Board should be free from pressure to hire the old Educational Chief unless the Board is convinced that he is the best man.

G. The Prefecture Board has a dual job and should organize to do this dual job. See Articles 49 and 50.

? H. The question of permanent board committees should be decided.
There is a discussion of this point in EM 929 and in School Boards in Action. Most authorities are against permanent Board Committees.

III. School Boards will need to study the basic laws effecting education. These can be supplied by the present education department.
Laws which should be studied are:

A. Constitution of Japan. Articles — Ed. Handbook, Mombusho, G.G. Tsuchin #150

B. Basic Education Law

C. Basic School Law

D. School Board Law

E. Mombusho directives of which the following are the most important.

1. Teacher Screening

2. Religions and School

3. Politics and Schools

4. Hatsu Gakus such as 63, 156, 534.

?(over) There is an Educational Manual published by Mombusho which includes all the above.

? The CE officer can find English versions of all of the above in the booklets on Education in Japan Vols I and II and the appendices.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

There is possible a need for the Board to hire legal counsel or arrange to get such legal assistance This is a problem for the future to decide.

IV. The Board should bring its philosophy of education in line with the laws which have been passed to revamp Japanese schools. Some material the School Board should study are

A. Potsdam Declaration

B. Report of the U.S. Education Mission to Japan

C. Reports of the Japanese Education Reform Council.

D. New Education in Japan

E. The ideas found in Mombusho directive mentioned in III D.

? (over) The Educational Manual mentioned under III contains items III B.C. and D.

* || The CE officer will need to tie all these ideas together in one or more meetings devoted to the discussion of the above items. Also project for them the movie "The New Education" recently received from SCAP by the ken film library.

V. Some of the general ideas of IV should then be translated into a policy outline for each level of education.

A. Aims of education in kindergarten

B. Aims of education in elementary school

C. Aims of education in Lower Secondary Schools

D. Aims of education in Upper Secondary School

E. Aims of education for Adults.

Reference is made to Mo this in the magazine articles inclosed with this outline.

Naturally these ideas cannot be presented to the Japanese in their present form but should be presented to School Boards as the type of thinking that the Board members must do. Any Board which sits down to write out their own ideas in general terms will be giving themselves a good lesson in educational philosophy and at the same time begin to realize their role as policy makers.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11904

VI. // The School Board should start preliminary planning on the 1949-50 budget and should plan on public hearings when the budget is ready.

A. This would be a good public relations gesture and the public should appreciate the Boards desire to acquaint the public with school affairs.

B. There would be a real opportunity for publicity on such a public hearing which would perhaps be a "first" in Japan. The CI officer should be urged to exploit such a hearing as general local autonomy publicity.

VII. Future Planning.

A. Possibly the number one problem facing the Board is the unfinished business of school reorganizations. This problem should be solved before the start of the new school year in 1949.

(1) Upper Secondary School Questions.

(a) Who shall exercise control - Prefecture Board or local Board?

(b) Shall Upper Secondary Schools become comprehensive in fact as well as name?

(c) Should Coeducation be expanded?

(d) The Upper Secondary Schools must be districted.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11984

1. This involves equalization of schools by shifting teachers and principals.

2. Plans should be made for future building so that pupil travel will be reduced.

(e) Part-time education should be expanded.

(f) The present system of courses should be revised.

1. Fewer courses per year.

2. More frequent meetings per week.

3. More electives.

4. Development of required general education courses

(g) Guidance. — Grade advisors

(2) Lower Secondary Schools problems

(a) Consolidation
(b) Guidance
(d) Orientation of principals and teachers on the aims of the Junior High Schools

There are some new handbooks on the Lower Secondary Schools which should be read by the Board as background material.

B. Elementary Schools

(1) Plans must be made for the construction of new elementary schools to meet the needs of an increasing population.

(2) Junior Highs now in Elementary Schools should be moved.

C. Policy should be developed on the expansion of education upward and downward.

(1) Kindergarten
(2) Adult Education

(a) Social Education is a function of the School Board and training in democracy should now be extended to the lowest levels , the citizen farmer or fisherman who has only had a sixth grade education.

(1) I Corps Adult Education Course.

VIII. Miscellaneous ideas to present to the School Board over the next few months.

A. Community Schools - this term has a double meaning.

(1) Pupils studying the community.

(2) Use of the schools by the people of the community.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11981

B. Public Relations of the School Board

(1) Every act of the new School Board sets a precedent. One of the most important of the good precedents which should be set is the idea that the Board owes the people a report of the Boards stewardship of the peoples trust. In fact this is the unfinished business of School Decentralization. The relation of the School Board to the people must become clear to the Board and the people. The CE Officer should take every opportunity to educate the public on the true spirit of the School Board Law.

(2) The School Board should realize the need to "sell" the public on the needs of education. Education must fight for its share of the public money with other and more powerful government sections. The Board will need public support for its plans and that support must be reflected in the assembly.

(3) The above 2 ideas can be carried out in many ways.

Suggestions are:

a. Personal speeches by Board members as sanctioned by Board vote.
   (1) Kyoto experience.

b. School Board and Superintendent reports.
c. Possibly the Board might wish to publish a regular paper to be distributed to the people.

d. Good relations with the press. Reporters should be present at meetings of the Board, or the Board should arrange to give Reporters the news of what took place at a meeting.

C. In-service Training

(1) The School Board should draw up a policy on this subject.

(2) A policy on in-service training should involve some salary adjustments for those teachers who carry on a program of in-service training.

(3) Recent developments will help to promote in-service training.

   (a) The New Public Service Act for Teachers will place a good deal of emphasis on teacher training.
   (b) The Teachers Unions is beginning to swing around to a more professional attitude and will not stand so rigidly against an in-service training program.

D. Salary schedules should be put on a businesslike basis.

E. The School Board may wish to encourage the PTA.

F. The School Board should be encouraged to seek professional and citizen help on the study of problems, and making of surveys.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

(1) Some of this aid is highly professional advice of experts who might be consulted on problems of a highly professional character. See reference material.

(2) More important is the use of citizen committees to help the Board. Many of the problems already mentioned might well be turned over to citizens committees.

G. A problem of special interest to the Prefectural Board should be a solution to the problem of equalizing education between rich andpoor districts (Involves the scrapping of the favorite school system).

H. The Prefecture Board should develop its role as a sort of State Board of Education?

(1) This will involve the basic question of school control. Should the Prefectural give up control of Upper Secondary Schools and get out of the school business, except for schools for handicapped children as such specialized schools are beyond the financial resources of the local Communities and so must perhaps remain a prefecture function?

IX. There are a few miscellaneous problems which may already be settled.

A. Reinbursements.
Will the Board vote itself big salaries or will it follow the spirit of Article 31 and vote itself only expense money?

B. How will the Prefecture handle its dual role - That is for a year or so it is a prefecture Board and a local board at the same time.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

教育委員會參考資料

一

(一) 委員會は何故委員長及び職員のために規約を設けるか。

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

この規約は特に新委員、新職員にその権限・任務を知らせる・かような指針がなければ・新委員、新職員はその任務を怠つたり或は他の職員の職分を犯すやうなことになるであらずかような指針を設けなければならない。

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

その従うべき主な基準は次の通りである。

一、規約は委員会が教育長と他の教職員の代表者との協力を得て制定すべきものである。

二、規約は必然的に・州の法律に一致せねばならぬ。委員会にはその規約承認否承認を決定する責務がなければならない。

三、これは文書にして置かねばならぬ・州の法律「不文律」は訴訟解を招主・多くの訴訟を惹起する

(1)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 119014

委員会に代って調査研究に当るとともに設置する。但し常任委員会は設けない。教育委員会の命により設けられた特別委員会はその指定の日時に文書で報告しなければならない。

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

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

第九條　教育長は学校経営の執行者である。

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

第十一條　教員長は学校経営に関する規約を立案して委員会に提出する。

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

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

七月の定例会では年次報告を提出する。

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

(外)

(4)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

CORRECTION

THIS DOCUMENT

HAS BEEN REPHOTOGRAPHED

TO ASSURE LEGIBILITY

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77504

教育委員會參考資料

一

(一) 委員會は何故委員會、教育長及び職員のために規約を設けるか。

現約は委員と職員にその權限と任務とを知らせてその責任の所在を明かにして委員と教育長間の職員向に現在介在する不明瞭摩擦を除去することが出來る。

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

(二) 學校組織に對する規約を制定、行使するには如何なる基準に從うやうにすべきか

その從うべき主な基準は次の通りである。

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

二、規約は必然的に、州の法律に一致せねばならぬ。

三、これは文書にして置かねばならぬ如何「不文律」は談解を招主、多くの訴訟を惹起する

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

恐れが多い。

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

五、修正の必要の生じた時は修正せねばならない。

どんなよい規則でも完全無欠ではないのであるから常に改めて行くやうにしてゆく。

六　廃止されるまではこれに従はねばならぬ法律を破れば次第に法律を無視するやうになって行く。

委員には、こゝに述べた基準か自分の学校組織に於いて充分服はれて居るやうに注意する義務がある。

(三)　委員会は如何なる方法を以って規約を制定するこ
とが出来るか。

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 119041

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

第一條　教育委員会編成会は毎年九月最終金曜日に開催し、書記が開会を宣する。
委員会は翌年度の委員長、副委員長及び書記を選ぶ。

第二條　委員会の定例会は毎月最終金曜日に教育長室に開く。

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

第四條　委員会議事進行には口バート式「議事進行規定」を採用する。

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

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

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

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

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

第九條　教育長は学校経営の執行者である。

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

第十一條　教育長は学校経営に関する規約を立案して委員会に提出する。

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

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

第十四條　教育長は毎年七月の定例会では年次報告を提出する。

教育長は委員会に対し時に應じ当該年度に於ける必要とする校長、視学、教師、其

一外

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 119014

他の職員を推薦する。

委員会は教育長の推せんしない教職員は委任しない。

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

第十五條　教育長は学校で使用する「学習指導要領」と教科書との重要な変更の承認を委員会に求める。

第十六條　教育長は学校の最大の利害よりみて必要と判断した時は常に生徒に停学を命ずることが出来るがこの停学は次の定例会で報告せねばならぬ。

第十七條　教育長は翌年度の必要に応じ得る予算を各部門毎に分類した一年間の予算案を編成し、これを毎年六月の定例会当日又はその以前に委員会に提出してその承認を求めなものとする。

第十八條　教育長は、委員会の承認した年度予算細別の範囲内に於て支出購買を命令する権利を有し、委員会は毎定例会で支出請求書と会計を監査し、一月、六月の終りには半年毎に年度予算中の他での支出を検査するものとする。

第十九條　教育長は状況により予算項目の変更を勧言する。

第二十條　経営の能率を期すために、特に規約に條項のない唯行政上又は経営上の細目的向題は教育長に委ねられた教育長の重要なる決定はことごとく次回の定例会に遅滞なく報告しなければならない。

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 119014

委員會の構成

二

(一) 委員会構成の時及び方法

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

法律は委員会がその役員を選任することを認めてゐる。法律の常に定のる処によれば投票は指名に基づき賛否の採決によるべきものである。大概の委員会では毎年委員長を交互に交代する慣習がある。然し委員長が立派な人であれば一年以上その任にあってもよいことになってゐる。委員会も多い。実際委員会は書記、会計又は書記兼会計を全部が全部五、六年留任せしめてゐる。

(二) 委員会役員の職務

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

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

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

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

(三) 委員会には常任委員会をいくつ置くべきか

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

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

(ク)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 119014

更にあらゆる審議には教育委員会又定足数の出席をまってすべきであるとしてある常任委員に対する反対の理由はか、る委員会の委員はやもすれば教育委員会の権限を奪い自己を学校経営の単向象と見做し委員会の職員に専任すべき専門的職務を遂行しようとするからである、更に委員会を設けることにより反って教育委員の時間を奪うことになる、常任委員会を設けて教育委員の時間をさすべき仕事は教育長とその授力有の手によって行った方が能率的である、教育委員に報告しこの特別委員会の報告助言に基づいて決定をなすよう教育委員に一任すれば一つよりは大方の権威有は常任委員会の設置にては反対ではあるが特別委員会を置くとすれば二つの方がよいと云ふ点に於ては一般の意見の一致するところでもある、若し特別委員会を唯一つだけ設けるとするならば大統の学校運営の単向象と見做し常任委員会を設置するなら特別委員会には次のやうなものがある、「学習指導」要領教師、使丁、建築、校地、若し学校運営の一人となり発言の権利を持つが、票決する権利を持たないのをよしとされてある、更に如何なる特別委員会にも教育委員会体に代って執行する権利を教育委員長には与へらるべきものではない。委員長の職務は唯教育委員会に助言をするのみで、執行権は教育委員会に属すべきものである。

(四) 特別委員会を設置すべき時

教育委員会に常任委員会を設置すべきことはすでにのべたのに特別委員会を設けることには障はない、但しその課せられた仕事を終った時には直ちむべきものではないけれとも或る特殊の目的

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 41501

に禁止されるべきものである。専門家は特別委員会の必要かまれにしかないと信じ常任委員会設置反対と同じ理由からかかる特別委員会の設置にも反対してゐる。

教育長は自己の俸給、契約の更新を特別委員会が審議する場合を除き他のすべての特別委員会の委員となり発言権を持つが、票決に加はる権利を俸たないのが適当である。特別委員会はその知識意見を教育委員会全体に報告する。けだし教育委員会のみが最後の決定をなす権限を持つてゐるからである。特別委員会はその仕事を終了した時その解散を教育委員会に請求するものとする。

(四) 教育委員会の会合の目的とその回数

教育委員会の会は委員会の任務を法律的に執行するためにのみ開かれる。

この任務は、委員の定足数の出席せる定例会臨時会に於てのみ法律的効果を持つものである。定足数とは職務を合法的に遂行するに出席を要する委員数でその数は常に州令又は委員会々則に規定されてゐる。委員会の多数を以つて常に定足数と定めてゐる。

上述の規則を欠き委員は若し一般公民が提訴するなら法廷判決を受ける。

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 119014

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

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

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

第三條　委員会の会議には過半数の多数を以って議事審議の定数を構成する。

(六)　委員会々議開催の場所

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

(七)　委員会の会議にはどんな準備するか

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11504

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

八 委員会の会議は公開すべきか否か

多くの州では法律で委員会は公開しない会は開いてはならないと定めてゐる、法律に定のてあ
つてもなくともこの方針には従はねばならない、民主主義では「委員会議」を民衆は望んでゐる。
秘密主義は一般人の疑惑をひき起す可能性が多い。出席の機会は常に委員会は与えて置
べてゐる通り「公開によつて結論に達する公開会議」を民衆は望んでゐるか、出席の機会は常に委員会は与えて置
委員会に出席する一般の人が少ないことは分つてゐるときには、下拂会議を秘密式は執行会議の形式で開く
かねはならない、微妙な事態を考究するときには、事実会議が本法
ことがある。然し最終の決定、採決は必らず公開の席上で行はねばならない。事実会議が
的であるかたのには更に公開でなければならない。仮令秘密会議が「微妙な問題の所開」
話合ひ」をするのに並ましい事ではあるとしても一般の人々に所謂「
一般を無視した」才能をとつてゐないにせよ「一般を遠けてゐる」方針をとらうとしていると

(111)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

いう印象を与へる一般の人々は、自分達の代表者、自分達の職員の決定を知ることを念願する と共に又その決定の理由をも知らうとする。一般の人々のかやうな希望は正当なものであり当 然その希望を果してやらねばならない。 (12)

(九) 委員会々議、その議事を一般に知らせるにはどうすればよいか。

委員会は原則希望者には法律上会議を公開するものであるから、会の日時、場所に就いては充分に一般人に告示する方法をとらねばならない。

委員会には総て新聞記者を殊に招待するやうにする、更に会の後には必ず会の議事を新聞に発表する、この方法は特に都市にとっては適当であるけだし農村地方よりも新聞を購読するものが多いからである。

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

(十) 委員会の議事進行の方法

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

ねばならないのである。

ミツ、リ、セントルイス教育委員会則はかゝる向型に適切に組み込まれて居り、他の教育委員会の手本となるであらうかこゝにあけてあるのはその内容を少し変へてある。

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

一　前日の議事録の朗読

二　役員の選任又は新委員の座席決定

（法律、委員会々則の命ずる時）

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

四　動議決議を参考のため読むか討論しない

五　役員報告と委員会内の各特別委員会の報告

六　審議未了の議事

七　新議事

八　再審議を請求の動議

九　閉会

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

第三條　委員会々則において、てるない向型の議事の進行は口ポアートの議事進行規則」と称する

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 119014

従うべきものとする。

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

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

第六條　如何なる動議もこれを会に向って述べなければ討議することはできない。

委員の要求によっては、これを文書にする。動議が提出されこれに対する賛成のあって後でも撤回することが出来る。

第七條　議事審議中は次の場合を除き動議を提出することは出来ない。

(一)向会　(二)審議開始　(三)討論打切り　(四)照会　(五)無期延期　(六)有限延期　(七)補充又は修正。

この動議の順位は上述の順序に従って行ふものとする。

第一、第二、第三の事項は三分の二の投票を得なければならない。

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

第九條　委員は若し本人が許せばその質問の分割を求めることが出来る

第十條　動議の討論はその動議のみに関連しこの動議を補足するもの、とする他の動議には亘らざる

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77-0[illegible]

ること。

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

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

第十三條　投票の再考の動議は多数制に投票した委員に依り現に投票の行はれた会議中に行うことが出来る。然しかゝる動議はその会議又は次の直後定例会で決定すべきでかやうにしてなければ三ケ月以内に改訂することはできない。

第十四條　本員は委員会の定足数がなければ、どんな議案に投票しなければならない。

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

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

(15)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77501

第十七條　委員は發言しようとする時は議長に向って發言し議事中の同僚うみに公たく阿足して個人上のことに亘らないやうにする。

第十八條　委員は審議中の動議に就いて一回に五分間以上發言しようとする要員全部發言を有すまでは一回以上發言しないこと、委員会の同意がなければ同じ議案に二度以上發言することは出來ない。

第十九條　委員の發言は辭書の要求のあった時を除いては何ものにもさまたげられない。委員は辭書を求められた時は議案が議長によって決定されるまで速ちに着席するものとする。

第二十條　委員は委員会前に議長の許可がなければ退席することができない。

第二十一條　出席席る限り、提出議案はタイプにしてニ部を審議する。

会議前に全委員に配布するものとする。

（これには提出議案は勿論前回の議事録をも含むべきものとする。）

一一　委員会々議に於ける教育長及び其他職員

のなすべき職務

委員会は教育長に委員会々議に出席を求めるの要には、發言權を与へてある外投票權は与へてゐない。事実との外令でもこの投票を禁じてゐ

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77504

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

教育長の出席してはならない会議は唯教育長の身逆を審議する会議のみである。教育長は一身の利害に関することを審議する会には欠席の許可を委員会に求むる方が礼儀である、勿論委員会が出席を主張する時はこれに従はねばならない。

一二　委員会の歎願書、代表者其他による陳情

を如何に処理するか

諸団体は民主々義政治のもつとも重要なる礎石の一つでもあるとも最も古いものであるから委員会既の陳情請願は丁重に取扱い同到に審議して適切な決定をせねばならない、若し一般の利害関係上直ちに決定を必要とないならば又委員会々則、慣習上速決することが出来なければ如何なる陳情要求もその場で直ちに処理すべきではない。

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

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

委員會議事録

一三　議事録の目的と保管方法

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

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

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

議事録は特に保管するために作成した箱内に保管して置く、その記録簿はタイプで記録すること（鉛筆書は決して許されない）でなければならない、タイプで書かれた議事録は特に保管するために作成した箱内に保管して置く本が容易に出来るやうにルースリーフ式へ取り合せて居ないからである。

また記録がはっきりとして読み易くてかつはりずカーボンで委員のためにうつしとる本が容

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

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

あらゆる動議を正確に表現し動議提出者の氏名、その賛成者双方の氏名をも記録するよう特に注意する必要がある。

一四　議事録の朗読と承認の方法

前の会議の議事録は次の会議で第一にこれを承認せねばならない　若し読むのに時間かゝるならばタイプに打ってこれを一部宛各委員に次の会議一両日前に配布することができる、次の会議で議事録は若し訂正すべき点がなければ「朗読通り承認する」ことが出来る。

録を読み承認する手続は時間の節約となるばかりでなく議事録が正確に記録される保證と更に一層なることが出来る。委員の中には他重要な資料を参照したいことがよくあるのでは資料を全部自分で保存して置く委員が多い、多くの州では議事録

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

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

一五　書記の動議、票決の際、出席者氏名の点呼の順序

この順序は会則に明示しなければならない。

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 115 91

教育長の選任と協力

(一) 教育長の選任は誰がするか。

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

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

(二) 委員会が教育長の選任に留意する理由

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77501

であるべきである。教育委員会に助言を與えてその正しい路をあやまることのないやうにする。あらゆる学校職員を激勵 援助して彼等をして最善の努力を盡くすやうにする。学校組織のあらゆる部門を指導してその協力一致を図る。

学校と社会との協力を確保する助言をする。若し教育長が充分その職務を果たす資格があるならば彼の俸給の數倍を節約の出来る。簡約の助言とこれを助成することが出来る。特に学校組織が可成大きければ 同様に学校組織の教育的計画の改善を助言し又これを実現することが出来る 若し有能でなければ学校に量り知れぬ損害を與へ委員学校職員 生徒 社会全体に大きな悲みを與えるのである。

(三) 教育長には如何なる資格が必要か

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

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

(22)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

に大学院の課程を経ることを要する。大学の準備は、政治学　社会学　哲学　経済　心理学　生物学と種々の専門教育特に学校経営に重点を置いた文化教養方面と専門方面との研究を含む。学校経営の研究は教科課程　職員管理　教授法　公報其他重要な経営諸手続は勿論学校庶務を強調すべきである。教育長はあらゆる意味に於て社会に於ても最も教育のある人の一人でなければならない。

(四)　教育委員会は選任の範囲を志願者のみに限定すべきか

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

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77501

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

(五)　教育長の地位を定めるのに地方教職員とその他地方居住者に如何なる考慮は払ふべきか

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

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

(六)　委員會はあらゆる候補者を如何に研究調査するか。

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77501

教育長の地位に考慮されて居る候補者の資格は任用の決定前に十分研究しなければ
有能な教育長を任用することは無能な教育長を辞めさせることよりも容易である。候補者の
報を得るには次のやうな方法に依ることができる。
一、身元保証人に照会する　其他な身元保証人ではないが彼を知つてゐる確実な人に照会する。
「関係各位」式の推薦状や求めもしない手紙は誇張に陥るおそれがあるので余り重視して
はならない。委員会宛の文書は厳密にして置き、候補者に閲覧を許したり写へたりしては
ならぬ
二、候補者が他の学校組織又は教育的目的のためになした報告書を読むこと
三、出来るならば候補者が最近まで働いてゐた市町村に行き教育委員　学校教職員其他市町村
民の代表と候補者に就いて話合ふ。
四、候補者に地方教育問題を質問してその答へ方に注意する。その答へ方に依つて判断力や全
個性がよく分る。
五、若し候補者に配偶者があれは彼の配偶者の教育常識人格を調査する
委員会はこの重要な点に就いては十二分に注意しこれに役立つものと思はれる。あらゆる方法
手段を盡くして遺憾のないやうにする。

(七)　教育長候補者と會見する條項

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

りをまねかれない。会見の目的は委員会をして種々の候補者の資格をよく知らせる
個人会見により又文書による志願書と他の情報により候補者を三、四或は五名の優秀者を述
に、残ずそれから各候補者が委員と会見するやう取扱ふ。この会見では委員とお互いに話し合ふだけの時間を充分與へ
べ、委員会は公開しない。即ち会見は公開しない。候補者は個々面接する。又候補者が
希し他の同席を許さない。
やうに面接の内容は委員は厳秘にする。

(八) 委員会は教育長の重任に不当な圧力のくはわることを
警戒する。

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

(九) 教育長候補者に委員会にして連絡するか

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

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

(10) 委員会は教育長候補者の氏名を発表すべきか。

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

(11) 委員は候補者に投票を約束すべきか

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

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

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

(二) 教育長の任期

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

(三) 委員会は教育長の俸給を如何にして定めるか

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

候補者に俸給のせり上げさせるやうなことは求めてはならない。

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 119014

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

教育長との協力

(四) 委員会は如何に教育長を協力して立派な学校経営を行ふか

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

このことは委員会が決して教育長の「ゴム判」となる意味ではない。
若しろ、委員会はかゝる助言を求めて、慎重に考慮すべきさであるが、これを認め又は拒否する
権利はあくまで保持すべきである。
絶明にして公明正大な教育長は時はその助言が容れられなくとも異存をさしはさまない。若し事
実及幹されて異標を抱くとするならば、自己を過大視し、郷土社会の教育的運命を独裁しよう
と欲してゐるものとして批判さるべきものがある。教育長は事実、委員は素白で公共的精神に
富み学校のために全力を盡くさうとしてゐるものであることを認識すべきである。教育長は委
員会の一雇人であり自己の地位の保持を計らうとするならば委員と協力せねばならぬことを忘
れてはならぬ。
第二に委員会は委員会の職務と教育長の職務とを教育長と早く協定しなければならない。
協定は委員会々則の一部としてのせて置かねばならない。
第三に委員会は教育長に委員会の決定を実施する任務を課し、その任務を有効適切に遂行する
助力をなす。然し不当な決議事項の実施を要求してはならない。

(五) 学校組織は責任執行者を一名以上
置くべきか

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 119014

ふ教育長と財政　学校建築供給　其他の庶務を取扱庶務長とにする。長一名の經営方針を一元案多数を長とする案はこれを多元案と称してある。

農村　小都市では教育長一名をその長としてある。大都市には長を二名以上置くところがあるが一名案をとりつゝある。即ち学校経営の庶務　財政面は教育面よりきりはなすことが出来ない事実を益々理解しつゝあるのである。大きい学校組織では一名の教育長のもとに勤務する補助教育長を二名又は以上置くことが出来る。事実学校経営の研究者は学校組織は一名の教育長を置くべきものと信じてゐる　次のやうな理由から一元案に賛成してゐる。

一、この案は中心的統制を要いこの統制はその他のあらゆる仕事にも立派な成績をあげつつあることが分つて来てゐる。この案は責任の所在を定める。学校組織に一名の長のみを必要とするのは一中隊に一名の隊長　一会社に社長は一名のみを必要とするのと同じである。

二、この案は学校組織に二名又は二名以上の長を置く場合よく起る摩擦　二重の手間を防ぐことができる。

委員は多数案を廃止して一項案をとることを修正案である。

(六)　委員会は何時教育長を免職するか

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11504

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

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

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

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

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77501

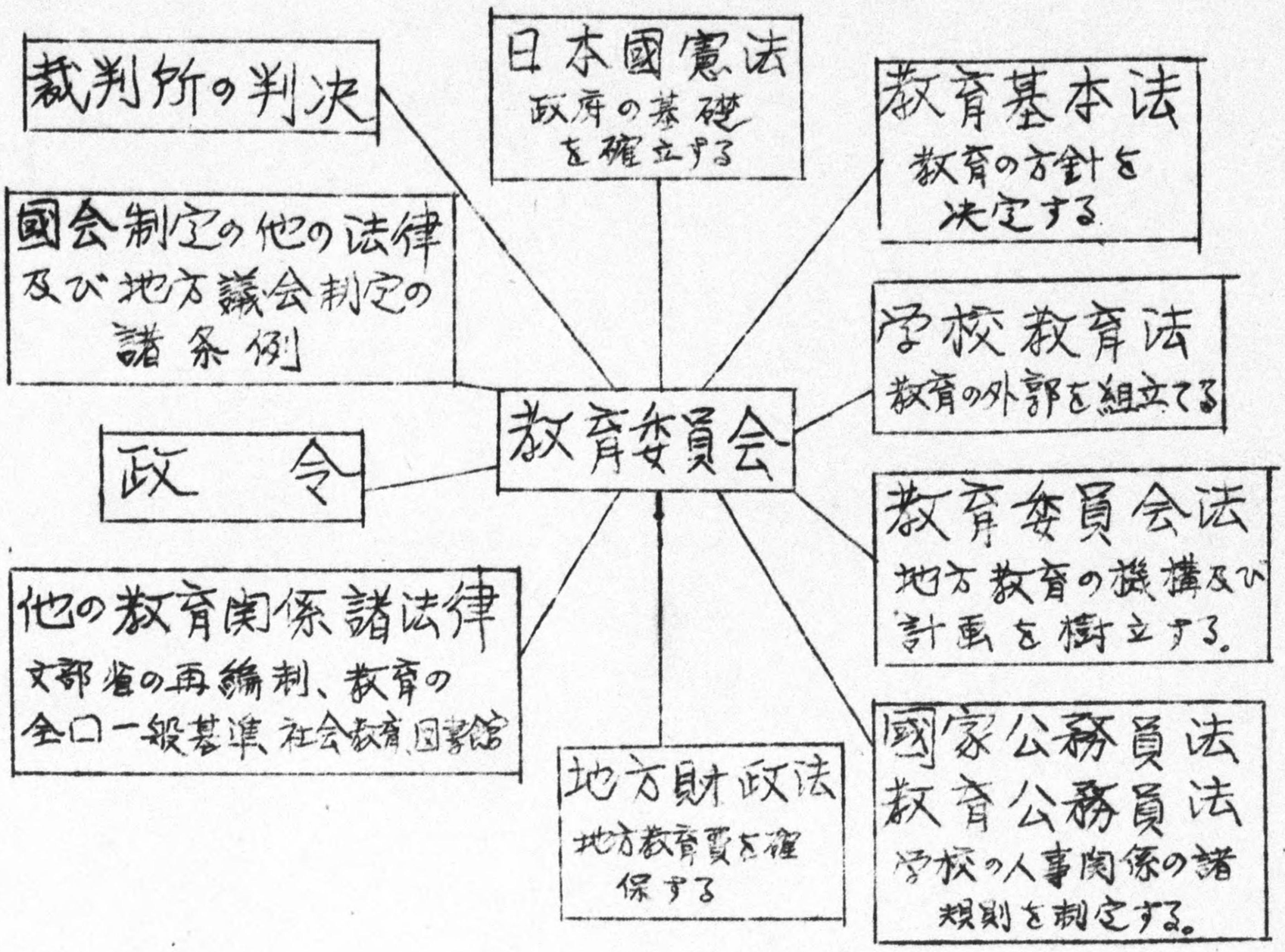
期間に達するまで年老いた忠実な職員の負担を軽くするやうにする職員を早速退職せしめる事が時に必要であることがあらうがこれは最後の策として常にとらねばならない。学校と一般人の広い利益はさきに述べた人道主義的方針に従う委員会に依つてのみ最もよくはかられる。

(七) 教育長は契約更新を許さぬといふ委員会の決議と相闘うべきか。

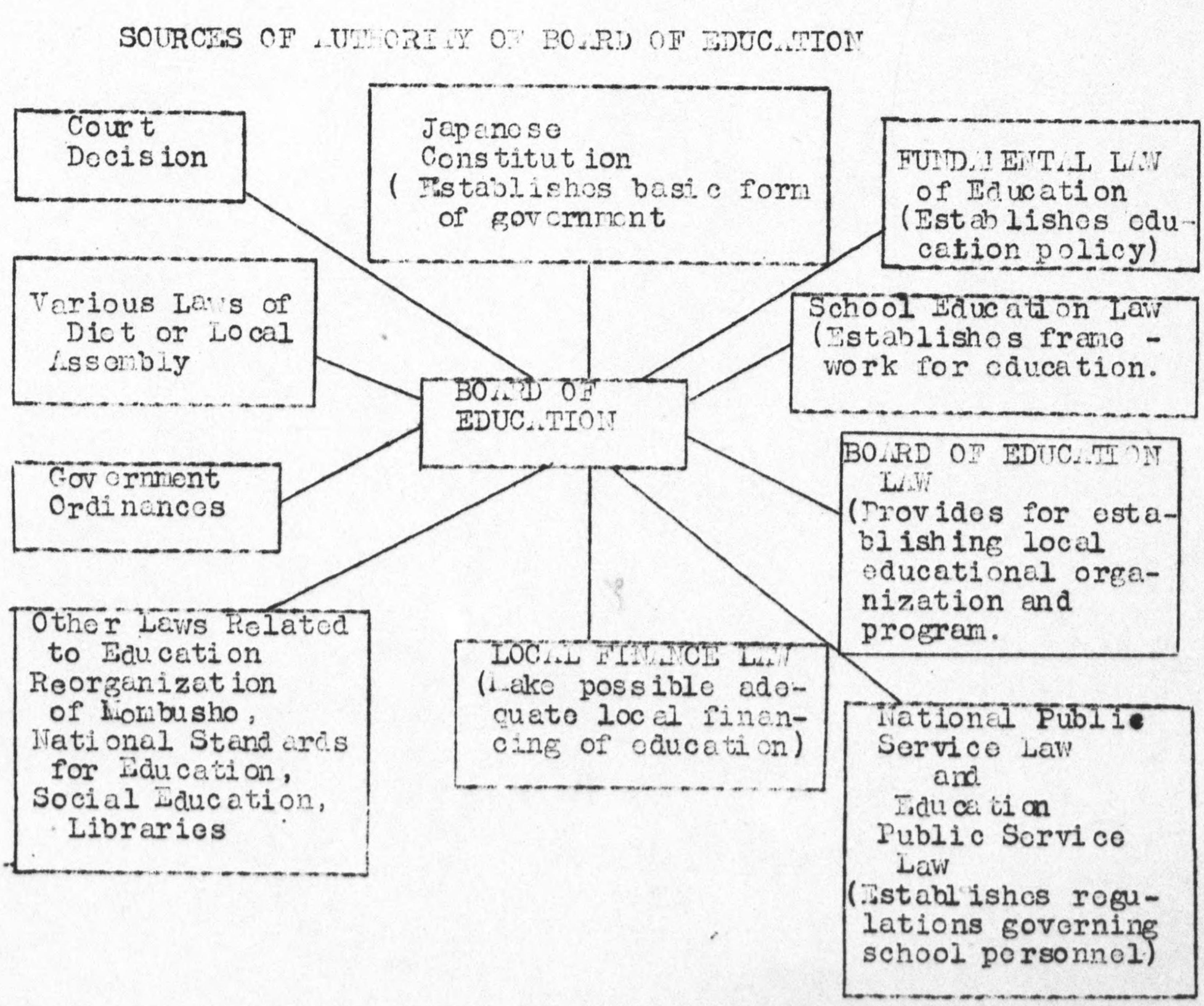
委員会が教育長に対して 教育長として勤務を最早欲せずその契約を更新せぬといふ通知を出した時は教育長はこの決議を最後のものと受入れねばならぬ決意をせねばならない。勿論教育長にはこの決議に相闘うか友人に相闘はしめることを許す権利はあるが友人も彼も委員がその決議の変更を行はぬことを知るので、あらう。か、る闘は常に学校の立場、教育長の威信を傷けるの賢明な教育長はかゝる争には加はらない。

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77-0

教育委員会の法的根據



SOURCES OF AUTHORITY OF BOARD OF EDUCATION



DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

Relationship of Board of Education, Superintendent, Secretariat.

People

- Elect members of board
- May recall board members
- Voice their wishes and opinions through the press, and by individual and group action.
- Evaluate the performance of the board

Board of Education

- Interprets the will of the people in educational matters.
- Is a legislative body in all educational matters.
- Establishes policy and rules and regulations upon advice and recommendation of superintendent of education.
- Chooses the superintendent of education
- Designates the superintendent as chief executive officer who with his staff are responsible for operation of the schools.
- Determines the organization of the secretariat and of the schools based upon recommendations of superintendent of education.
- Receives and acts upon reports and recommendation of the superintendent.

Superintendent of Education

- Is chief executive officer of board
- Makes recommendations to board on appointment of all professional and non-professional personnel.
- Supervises the functioning of secretariat
- Is responsible for successful operation of schools.
- Makes reports and recommendations to board of education.

Deputy Superintendent of Education

- Is first assistant to the superintendent of education
- Acts for superintendent in his absence
- Has specific responsibility under superintendent
- Supervises secretariat and the educational system in such manner as shall be determined by board and superintendent.

Asst Superintendent. | **Asst Superintendent.** | **Asst Superintendent**

- In charge of an appropriate main division of the education program
- Supervise the staff under their supervision.
- Coordinate their programs with entire education program

Section Chiefs | **Section Chiefs** | **Section Chiefs**

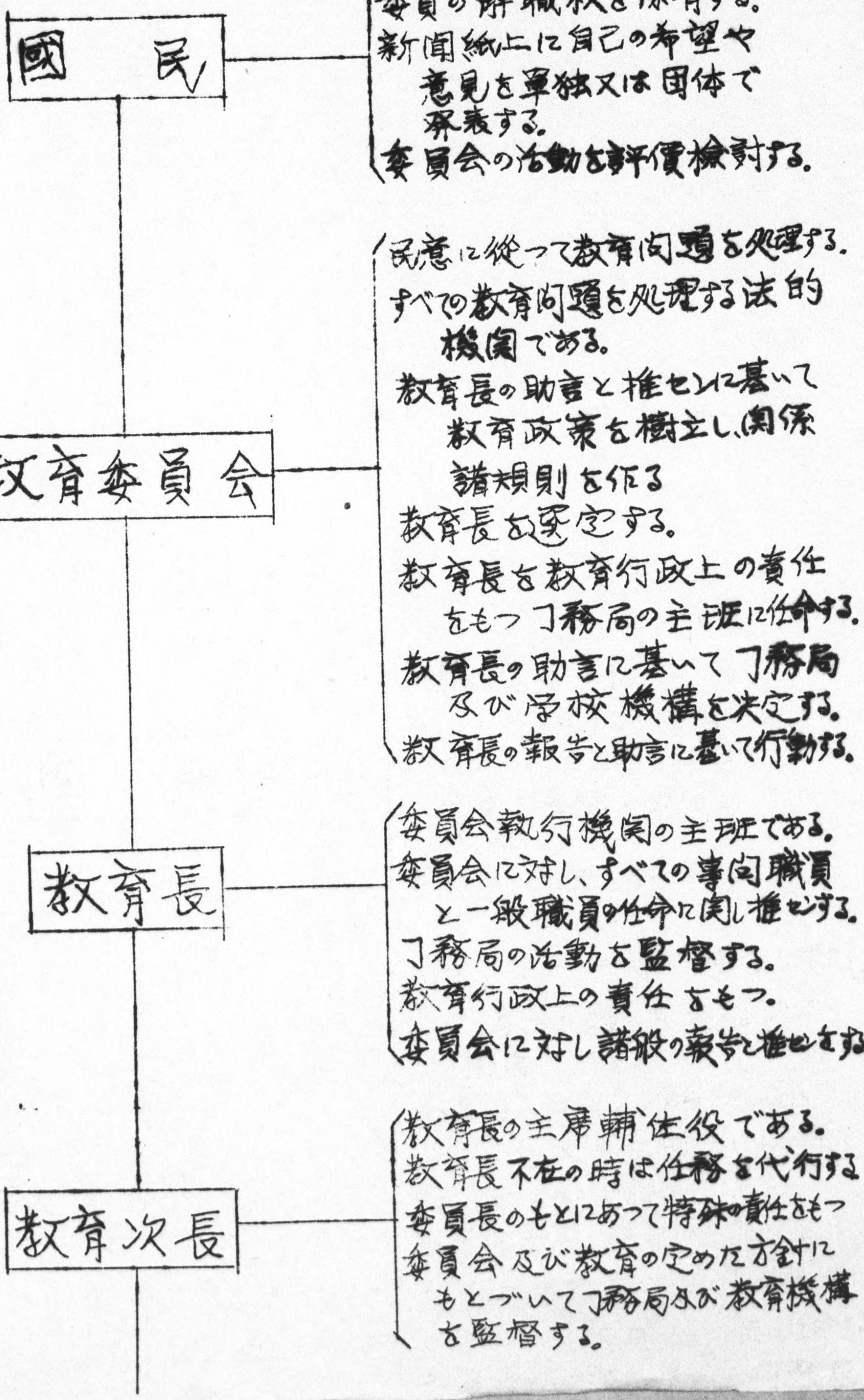
- In charge of a specific program
- Supervise the staff under their supervisor
- Coordinate their programs with other sections

Principals . . . . . In charge of the school to which assigned

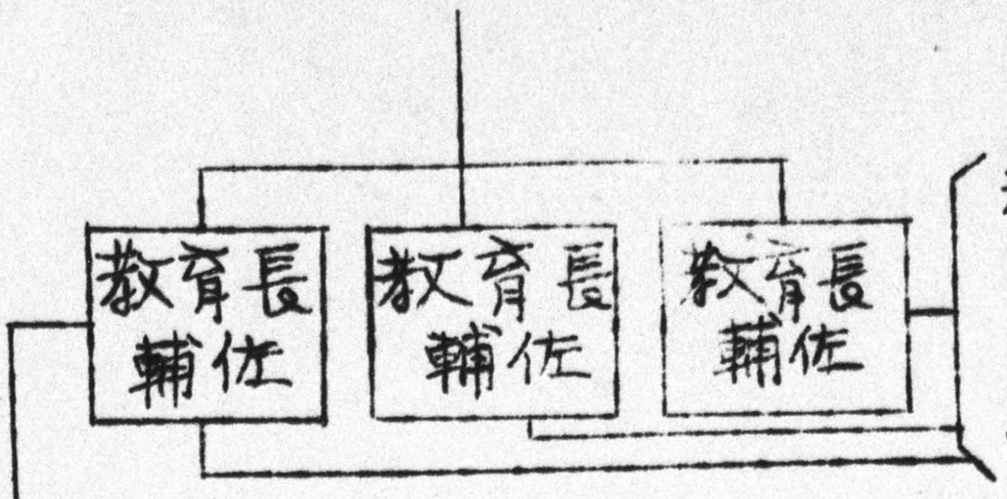
Teachers . . . . . Responsible for direct instruction of children.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. [illegible]

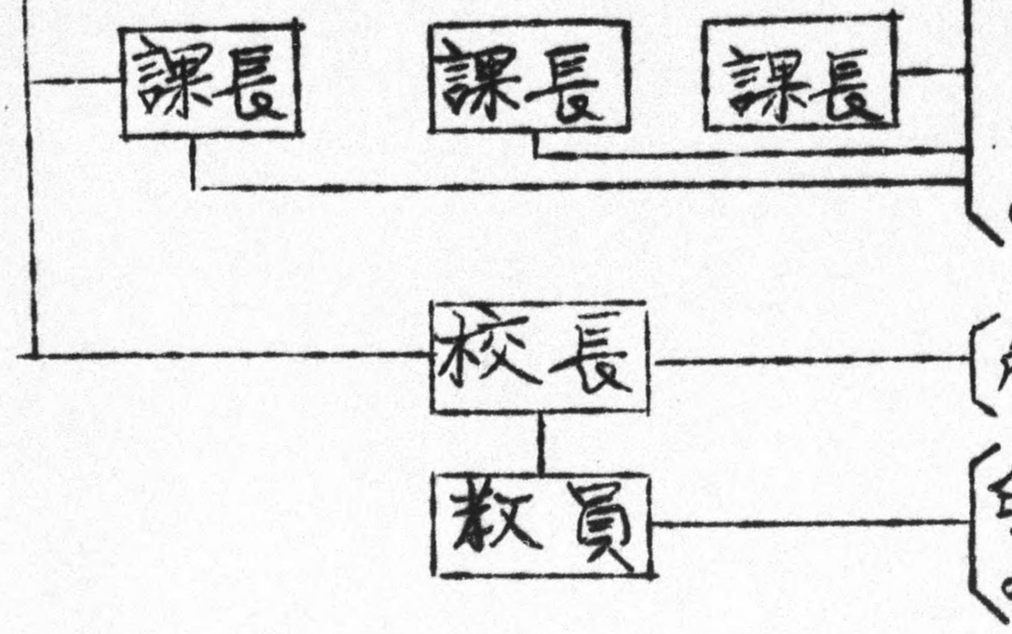
教育委員会、教育長、事務局、学校の関係



DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77-5-1



教育上それぞれ一定部門を分担する所管部門の職員を監督する所管部門の計画を教育全体の諸計画とよく調和させる。



一定の課を担任する。
所管下の職員を監督する。
所管する課の計画を他の課の計画とよく調和させる。

所管学校を運営監督する。

児童生徒に対し直接教授の責任をもつ

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77504

File Copy

SUGGESTIONS RELATIVE TO THE ADOPTION OF A TEMPORARY ORGANIZATION

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

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

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

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

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

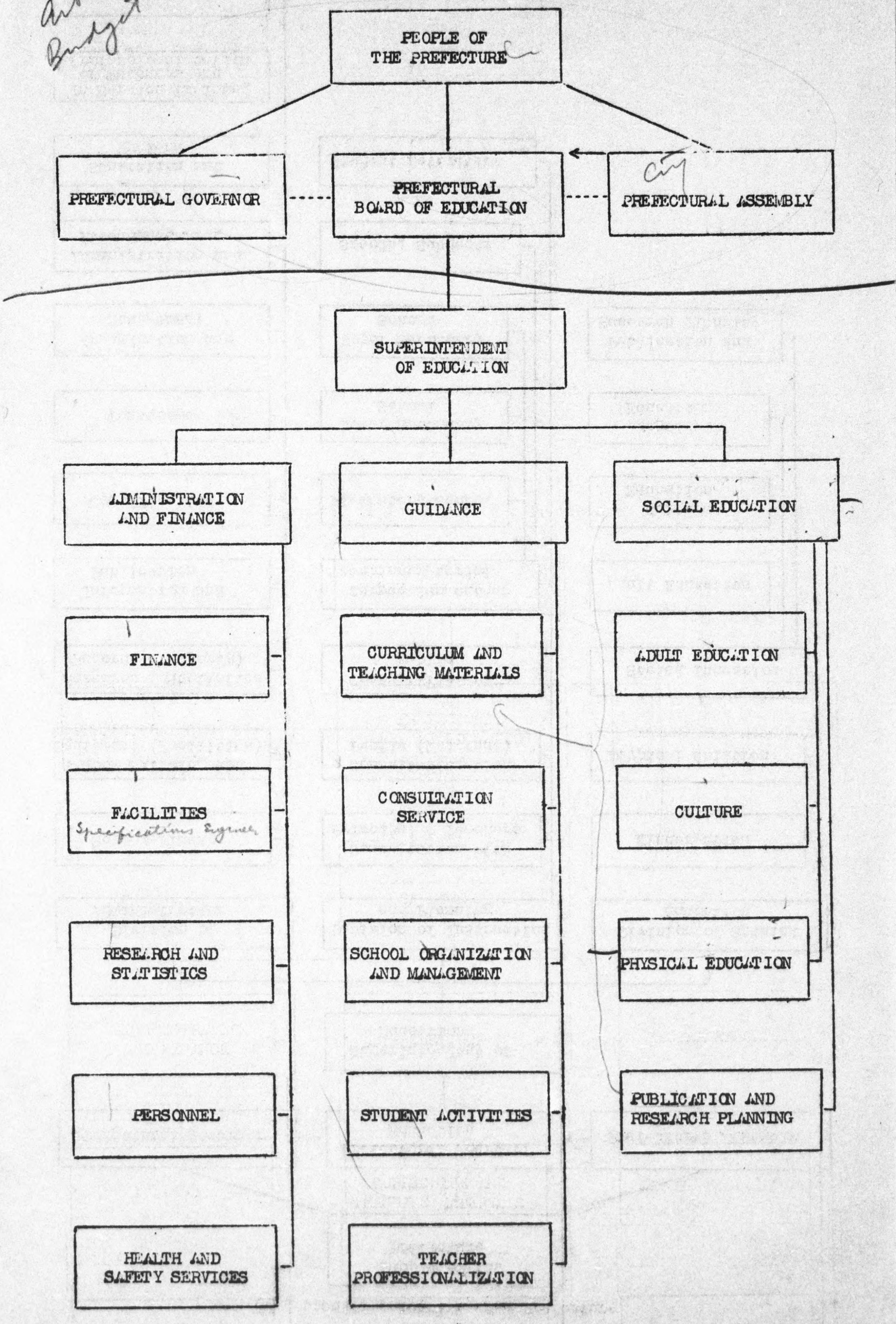
The chart entitled "The Suggested Organization of a City, Town, or Village" represents the lines of responsibility that must run to and from each principal of a school. To the left of the diagram will be placed the staff organization found necessary in the light of the size of the community. The size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

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77504

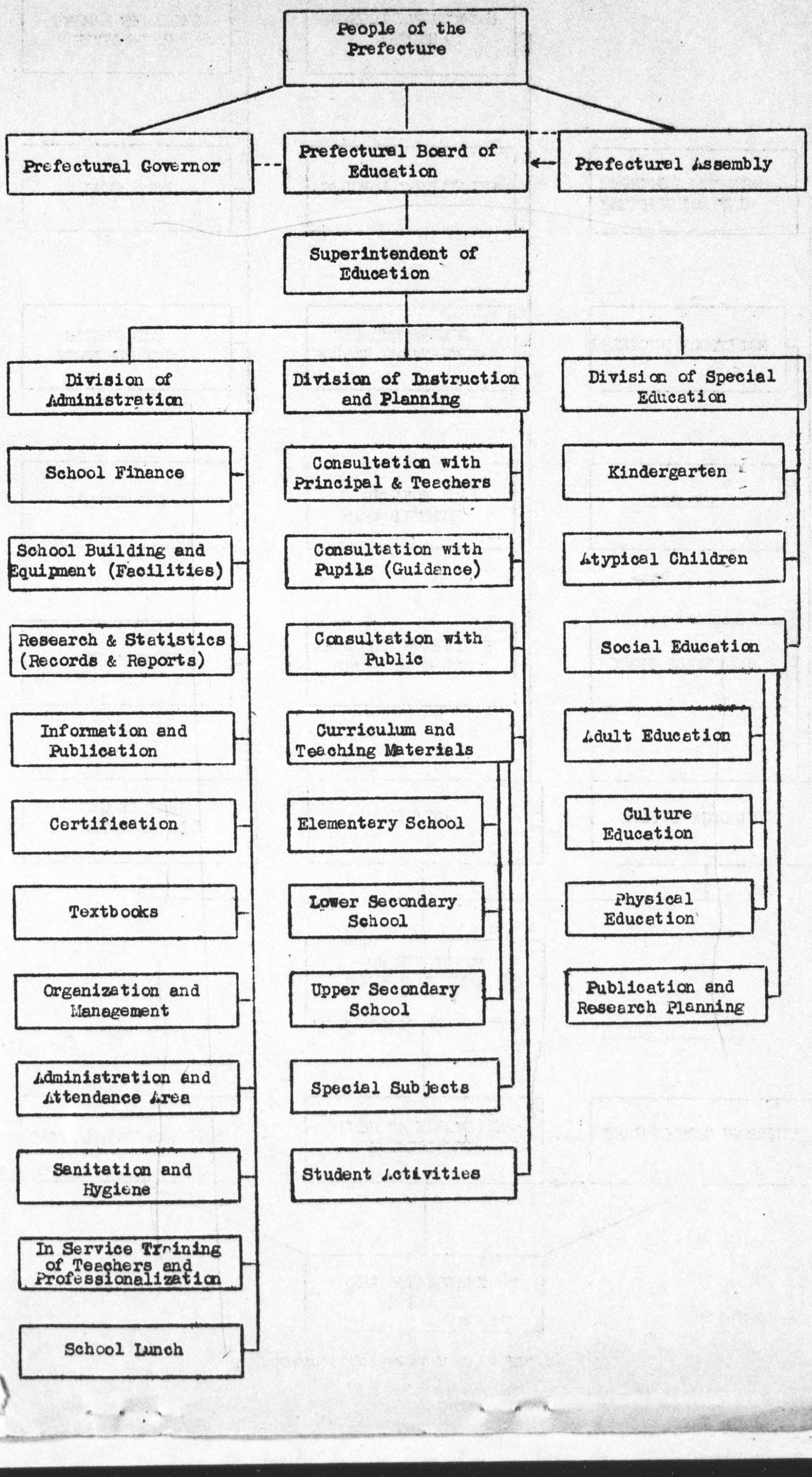
ax 49
Budget

Suggested Organization of a Prefecture



DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775040

Suggested Organization of a Prefecture



DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 779[illegible]

A SUGGESTED DISTRIBUTION OF FUNCTIONS
(Prefectural Boards of Education)

FINANCE

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

RESEARCH & STATISTICS

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

CONSULTANT SERVICE

-Consultation with principal and teachers of
  elementary
  lower secondary
  upper secondary
  correspondence
  evening & part-time
-Consultation with pupils:
  educational guidance
  vocational guidance
-Consultation with the public
-public relations
  bulletins
  open house
  press
  model home
  radio
  speeches

FACILITIES

-Buildings & grounds
  equipment
  supplies
  operation
  maintenance
  removal of hazards
  space provisions
    for curriculum
    for activities
    for offices
    for storages
    for contests
-Building programs. Planning:
  -the needs in the light of curriculum
  -the space provisions
  -the materials
  -the finance
  -the construction

CURRICULUM & TEACHING MATERIALS

-Curriculum
  elementary
  lower secondary
  upper secondary
  handicapped
  kindergargarten
  vocational
-Textbooks
-Teaching-materials
-Auditory aids
-Visual aids

ADULT EDUCATION

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

PERSONNEL

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

SCHOOL ORGANIZATIONS & MANAGEMENT

-Organization
  Principal
  Asst. principal
  Secretaries
  Caretakers of
    elementary
    lower secondary
    upper secondary
-Management
  Housekeeping
  School records
  Internal finance
  Principal
  Teacher
  Pupil
  Custodian
  Space utilization
  Use of library

CULTURE

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

HEALTH & SAFETY SERVICES

-School lunch
-School sanitation & hygiene
-School safety
  pupils
  patrons
  teachers:
  on bleachers
  in classroom
  in corridors
  on playgrounds
  enroute to & from school
-Physical examinations & follow-up
-Cumulative health records
-Dental examinations
-Immunization

STUDENT ACTIVITIES

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

TEACHER PROFESSIONALIZATION

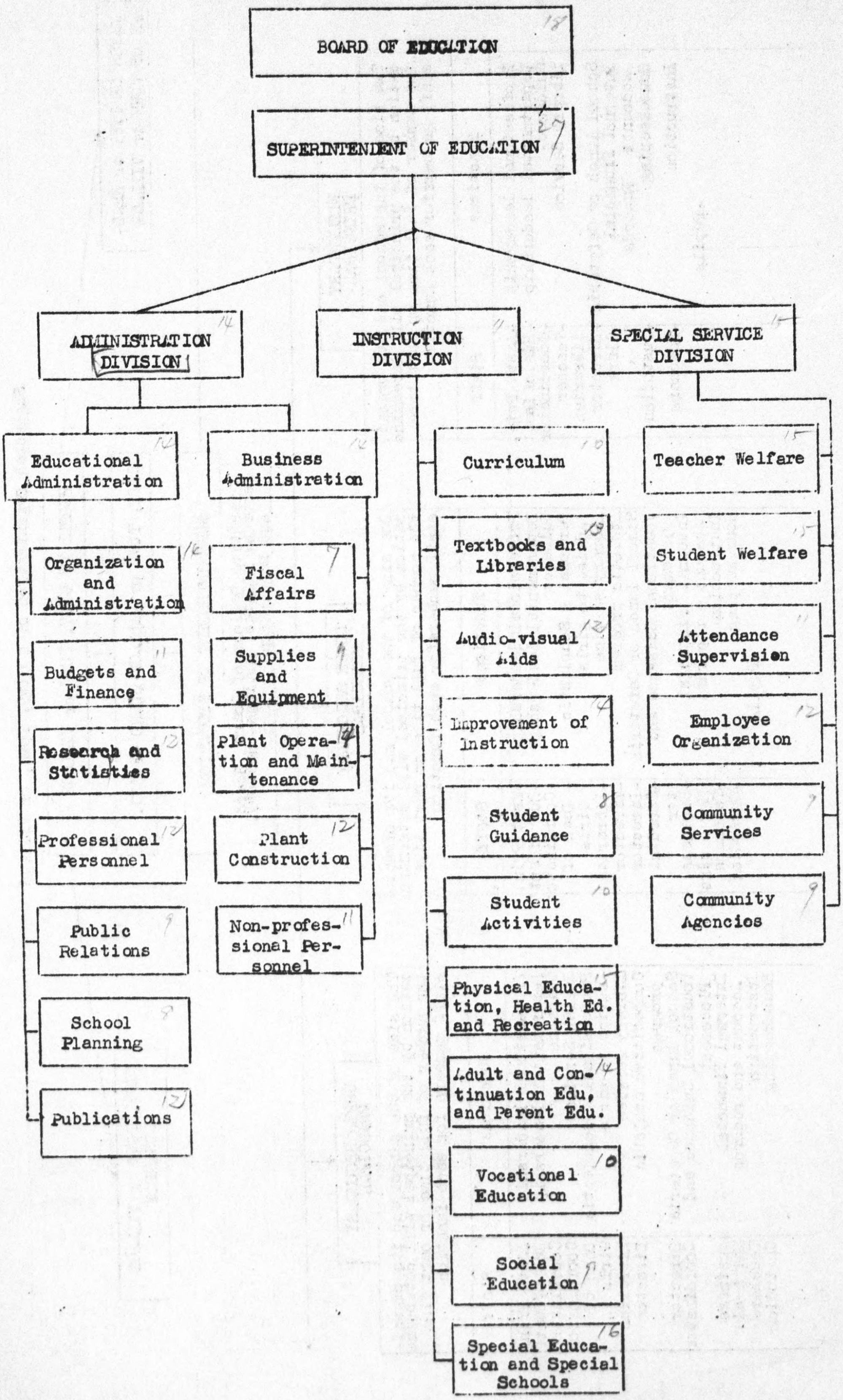
-Inservice training of teachers
  correspondence
  extension
  leave of absence for study or travel
  reading circle
  summer school
-Professional organization

PHYSICAL EDUCATION

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

Suggested Organization of a Large City



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

Suggested Organization of a City, Town, or Village

PEOPLE OF CITY, TOWN or VILLAGE

MAYOR OF CITY or HEAD-MAN OF TOWN or VILLAGE

CITY, TOWN or VILLAGE BOARD OF EDU.

CITY, TOWN or VILLAGE ASSEMBLY

SUPERINTENDENT OF EDUCATION

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

ELEMENTARY PRINCIPAL

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

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

LOWER SECONDARY PRINCIPAL

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

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

UPPER SECONDARY PRINCIPAL

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

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

Prefectural

BOARD OF EDUCATION

SUPERINTENDENT OF EDUCATION

INTERNAL ADMINISTRATION

- PERSONNEL
- PAYROLL
- ACCOUNTING
- PROPERTY

LEGAL COUNSEL

DIVISION OF GENERAL AFFAIRS

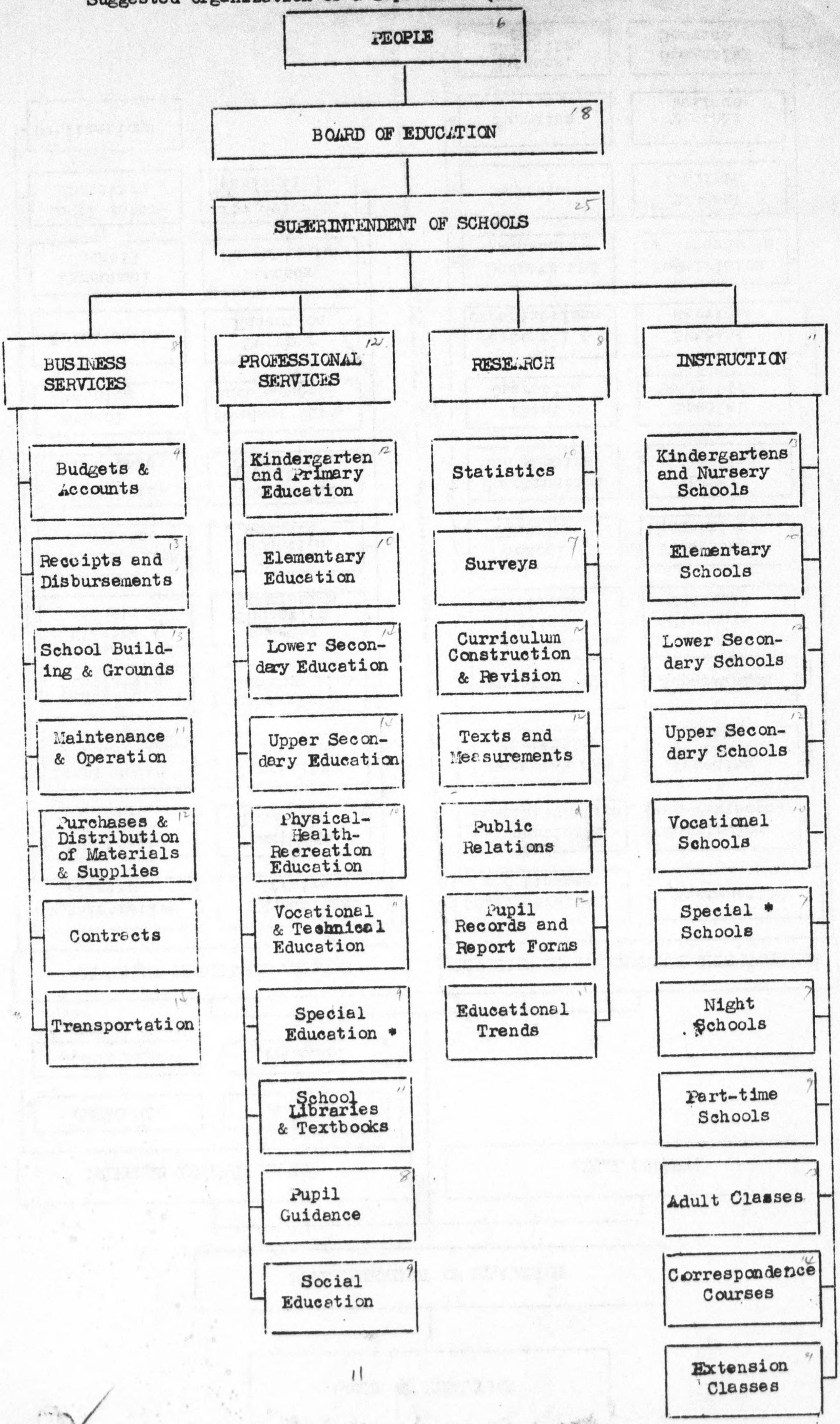
- Administrative Affairs
  - Commission of Local Units
  - Local Board of Education
  - Research & Statistics
  - Finance & Accounting
  - Certification Committee
  - Administrative Conference
  - School Planning
  - Procurement
  - Personnel Council
  - Legal Interpretation
  - Publications
- Educational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

DIVISION OF PREFECTURAL INSTITUTIONS

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11504

Suggested Organization of a Department (Prefecture or City)



* Physically and Mentally Handicapped, etc.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11981

HEADQUARTERS
KINKI MIL GOVT REGION
APO 301 (Kyoto, Honshu)

RSA/ay

25 JAN 1949

000.8

SUBJECT: Further Informational Materials on School Boards

TO : Commanding Officer, Hyogo Military Government Team, APO 317
Commanding Officer, Kyoto Military Government Team, APO 301
Commanding Officer, Nara Military Government Team, APO 25
Commanding Officer, Osaka Military Government Team, APO 25
Commanding Officer, Shiga Military Government Team, APO 25
Commanding Officer, Wakayama Military Government Team, APO 25

1. Enclosed in English and Japanese are further informational materials on school boards including (a) "Basic Concepts on School Boards", prepared for one of the recent School Board conferences, (b) "A Good Creed for School Board Members", prepared by Shiga Military Government Team and accepted by the school boards there, and (c) "Relation of the School Board to Employee Organizations in the United States", an excellent guide for school boards in their dealings with teachers' associations and teachers' unions.

2. These materials are informational and not directive in nature.

BY ORDER OF COLONEL BURNS:

J. E. ENGLEHARDT
Captain, AGD
Adjutant

Incls:
As indicated.

05980

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

HEADQUARTERS
KINKI MIL GOVT REGION
APO 301 (Kyoto, Honshu)

MSA/ay

000.3

25 JAN 1949

SUBJECT: Further Informational Materials on School Boards

TO : Commanding Officer, Hyogo Military Government Team, APO 317
Commanding Officer, Kyoto Military Government Team, APO 301
Commanding Officer, Nara Military Government Team, APO 25
Commanding Officer, Osaka Military Government Team, APO 25
Commanding Officer, Shiga Military Government Team, APO 25
Commanding Officer, Wakayama Military Government Team, APO 25

1. Enclosed in English and Japanese are further informational materials on school boards including (a) "Basic Concepts on School Boards", prepared for one of the recent School Board conferences, (b) "A Good Creed for School Board Members", prepared by Shiga Military Government Team and accepted by the school boards there, and (c) "Relation of the School Board to Employee Organizations in the United States", an excellent guide for school boards in their dealings with teachers' associations and teachers' unions.

2. These materials are informational and not directive in nature.

BY ORDER OF COLONEL BURNS:

Encls:
As indicated.

J. E. ENGELHARDT
Captain, AGD
Adjutant

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 119014

Teams

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

RELATION OF THE SCHOOL BOARD TO EMPLOYEE ORGANIZATIONS IN THE UNITED STATES
(Summary taken from "School Boards in Action")

For nearly a century boards of education and professional organizations of teachers have been striving for the same objectives. Only within the last ten years did teachers and other school employees become eligible for membership in the American Federation of Labor and the Congress of Industrial Organization. About five percent of them joined union groups while the rest belong to various education associations.

Professional Education Associations

Membership of school employees in professional organizations has tremendous value for the school district. In a small school dist... the association keeps the isolated school informed of new thought and procedures of education. Local organizations help the board recruit new teachers and assist these teachers to learn about the educational program and the people of the district.

The purposes of the National Education Association (NEA) are "To elevate the character and advance the interest of the profession of teaching and to promote the cause of education." The NEA has greatly influenced the development of professional standards among teachers and the promotion of sound educational legislation. School board members can obtain a general view of the program by reading the NEA Handbook. Associate membership in the Association is available to school board members.

Of special interest to board members is the work of the American Association of School Administrators--the national professional association of superintendents of education. School board members can be associate members (without vote) by paying the annual fee.

Teachers also belong to local and state education associations affiliated with the NEA. The programs of these associations make for higher professional standards and morale. There are national groups organized in terms of special interests, such as, principals, social studies, science, research, health, and school secretaries. School employees should be free to belong to any of these groups.

Unionization of School Personnel

Sometimes school personnel may decide to join unions and bargain collectively with the board regarding salaries, hours, and working conditions. Because union bargaining methods are usually built on militant principles, there is danger of conflict and antagonism arising. The board should make every effort to show attitudes of fairness, interest in the welfare of employ-

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

ees, and willingness to discuss any problems concerning employees, and the union should reciprocate by considering the welfare of the pupils as a prime factor in all decisions. Generally teacher unions and the public do not approve of strikes by teachers.

There are two general types of unions: teachers' unions and unions of janitors and other school custodial employees. The total membership of teachers in the American Federation of Teachers does not exceed five percent of the teachers in the United States.

Both labor unions and professional education associations support the expansion and improvement of education, more emphasis on teaching democracy, equal pay for equal work, adequate salaries, academic freedom, tenure, and pensions. The teachers and custodial unions usually frown on strikes as a method of achieving their objectives because theirs is a public service, but strikes have occurred to the detriment of pupils. Boards should recognize that the right of industrial employees to strike is a cherished right of workers, and when public employees, such as teachers, waive this method of securing their objectives, they expect in return fair consideration of their interests.

General Principles in Dealing with Employees

1. Any employee should be free to join any lawful organization but he should exercise the responsibility that goes with leadership.

2. Employees or their representatives should be free to discuss with the school administration any matters pertaining to employment, salaries, working conditions, improvement of teaching, or public relations of schools.

3. The right to work in a school system should be dependent upon preparation, ability, and effectiveness, not upon membership or non-membership in any organization.

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

5. Whatever decisions are agreed upon should be in written form so as to prevent misunderstanding.

In a school system with good morale board members, administrators, classroom teachers, non-professional employees, pupils, parents, and citizens in general are all partners in an attempt to build a sound educational foundation for democracy.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77504

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.

Incl 1

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77504

File Copy

SCHOOL BOARDS IN ACTION

Used by permission of American Association of School Administrators.
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-

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775014

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 reall 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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

*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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

REL TION OF THE BO RD MEMBER TO THE BO RD /S 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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775041

*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's 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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

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 limi 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 emoloyees.

B. Curriculum offerings

BOARD: Decides the general scope of the local educational offerings, in addition t 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 result 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 gener supervision over their work; provides for needed experimentation in determining economical and otherwise efficient methods for building care and upkeep.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11980

I will present my 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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

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 helpful 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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775040

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 maximum 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 field 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, budgets 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 other school units having similar physical characteristics, such as size, wealth, and latitude.

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 779014

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 ledg inventory of only the twenty to twenty-five items of concentrated value which ten to disappear. As of today, there would be included adding and calculating machin typewriters, reproducing machines, radios, floor polishers, vacuum cleaners, lawn mowers, vehicles, spray outfits, pianos, musical instruments, microscopes, balanc 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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 779014

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 administration, 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 will 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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

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 interference 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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77501

*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 intel ligently 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 bes 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 out 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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

*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 spe cial meetings as may be required. The business coming before the board is commu- nity 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 con- sideration 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 now in use for introducing an atmosphere of calmness and dignity in the regular meetings of the board. Employees, patrons, parents, interested spectators, loyal supporters 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 pub lic 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 acti- vities 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 es- sential 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 pro- found effect upon the personal relations of board members and patrons.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

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" basi 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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

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 prea 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 whol 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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

*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 hi 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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77504

plan our public schools. Schools are a prime essential. Without them democracy c not 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, wit 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 t 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 the

10. That an extensive program of building construction and repair be undertake 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 State: be reduced through the distribution of State and Federal funds on the basis of need.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

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 ballot 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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11901

SOME BASIC INFORMATION FOR

BOARD OF EDUCATION MEMBERS

A Compilation of Some Information

That Will be Helpful to Board Members

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11504

C O N T E N T S

PART I. INTRODUCTION

Introduction. Characteristics that are essential for board members.

A review of Constitutional and Legal Provisions that reveal the importance of education and directly and indirectly the importance of the task delegated to board members:

I. Abstracts from The Constitution of Japan.

II. Abstracts from the Fundamental Law of Education.

III. Abstracts from the School Education Law.

IV. Discussion of the Board of Education Law.

PART II. WHO MAY NOT SERVE

I. Who may not serve concurrently.

II. What procedure is to be followed when a person is elected who cannot serve concurrently.

III. What procedure must be followed when a person is elected who cannot serve.

PART III. THE BOARD MEMBER'S OBLIGATION

I. The oath of office.

II. The recall of Board Member.

PART IV. SUGGESTED PARLIAMENTARY PROCEDURE

"Comment by Educ. Div., CIE."

Local Autonomy

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:

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11961

"Translation from Japanese sources"

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11804

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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11964

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77504

"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/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 exoression of their own through music, dances, pictures, and other means." Art. LXXVIII, Art. LXXVII

"Translation from Japanese sources"

"Comment by Educ. Div., CIE."

IV. A Discussion of The Board of Education Law

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

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

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

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11580

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)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77504

"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 Marc' 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)

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

"Comments by Educ. Div., CIE."

PART II WHO MAY NOT SERVE

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

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

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

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

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

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

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

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

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

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

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

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

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

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 11501

"Comments by Educ. Div., CIE"

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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77504

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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77-84

"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 absense 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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 779040

"Comments by Educ. Div., CIE"

a. Unfinished Business

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

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

b. New Business

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

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

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

c. Communications and Petitions

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

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

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

4. Miscellaneous

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

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 77504

"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.

DECLASSIFIED E.O. 12065 SECTION 3-402/NNDG NO. 775047

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.