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GHQ/SCAP Records (RG 331, National Archives and Records Service)

Description of contents

(1) Box no. 2981

(2) Folder title/number: (30)
School Board - General

(3) Date: Feb. 1951 - July 1951

(4) Subject:

Classification	Type of record
9811, 9813	c, e, s

(5) Item description and comment:
i) Kinki
ii) Includes Contents List

(6) Reproduction: (Yes) No

(7) Film no. Sheet no.

(Compiled by *National Diet Library*)

The List of Members of Council on Education Board System

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2.	Akira Imamura		Vice-chairman of Japanese Teacher Association	74-2061, Shiinamachi, Toshima-ku
3.	Renji Ono		Chief Secretary of Local Administration Research Council	2-111-3, Nozawa, Setagaya-ku
4.	Tanotsu Ogita		Chief Secretary of Local Financial Commission	5-1321, Shimoochiai, Shinjuku-ku
5.	Akira Kato	48	Chairman of the Assembly of Kanagawa Prefecture	3675, Kurami, Samukawa-cho, Koza-gun, Kanagawa Prefecture
6.	Shigezo Kusai	63	Chairman of the Assembly of Hachioji City.	40, Motoyokokawa-cho, Hachioji-shi
7.	Ryudo Kikuchi	62	Principal of Hibiya Upper Secondary School	3-897, Kitazawa, Setagaya-ku
8.	Kiyotsura Koyama	59	Superintendent of Board of Education in Urawa-shi	289, Maechi, Urawa-shi
9.	Kazuyuki Kono	43	Director of the Budget Bureau of the Finance Ministry	15, Aoba-cho, Shibuya-ku

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5.	Akira Kato	48	Chairman of the Assembly of Kanagawa Prefecture	3675, Kurami, Samukawa-cho, Koza-gun, Kanagawa Prefecture
6.	Shigezo Kusai	63	Chairman of the Assembly of Hachioji City.	40, Motoyokokawa-cho, Hachioji-shi
7.	Ryudo Kikuchi	62	Principal of Hibiya Upper Secondary School	3-897, Kitazawa, Setagaya-ku
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9.	Kazuyuki Kono	43	Director of the Budget Bureau of the Finance Ministry	15, Aoba-cho, Shibuya-ku
10.	Setsuzo Sawada	66	President of Tokyo University of Foreign Languages	545, Gokurakuji, Kamakura-shi Kanagawa Prefecture
11.	Yasuji Saguchi	63	Principal of Kojimachi Elementary School	2-186, Kitagawa, Setagaya-ku
12.	Gisaburo Shiratori	53	Mayer of Tsudanuma-shi	1386-1, Kukuta, Tsudanuma-cho Chiba-gun, Chiba Prefecture
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14.	Tai Sekiguchi	61	Member of J. E. R. C.	1415, Yamanouchi, Kamakura-shi, Kanagawa Prefecture
15.	Kotaro Takagi	47	Member of Board of Education in Sakai-shi	1-31, Kitanosho-cho, Sakai-shi

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16.	Jiro Tanaka		Professor of Law Faculty of Tokyo University	10-2-41, Nishikata-cho, Bunkyo-ku
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18.	Shinichi Nakamura		Superintendent of Kanagawa Prefectural Board of Education	Momijigaoka, Nishi-ku Yokohama-shi
19.	Akira Noguchi		Principal of Atago Lower Secondary School	1-748, Nishida-cho, Suginami-ku
20.	Ryozo Hiranuma	71	Vice-President of the Tokyo Chamber of Commerce and Industry	55, Kitakaruizawa Kita-ku Yokohama-shi
(Chairman) 21.	Tamon Maeda	66	President of Japan Scholarships Society	406, Futoo-cho, Kohoku-ku, Yokohama-shi
22.	Seiya Munekata	42	Professor of Educational Faculty of Tokyo University	4-63, Mejiro-cho, Toshima-ku
(Vice-Chairman) 23.	Kyosuke Yamazaki	61	Chairman of Members of Tokyo Metropolitan Board of Education.	861, Komaba Meguro-ku
24.	Seiichiro Yasui	59	Governor of Tokyo Metropolis	2-524, Akatsutsumi, Setagaya-ku

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From - RESOLUTIONS ON PROBLEMS OF EDUCATION FINANCE
ADOPTED AT 38TH PLENARY SESSION OF THE JAPANESE
EDUCATION REFORM COUNCIL HELD ON JAN.26 1951

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FORWARD

Since the establishment of the Japanese Education Reform Council, it has adopted numerous resolutions and recommendations on fundamental plan and principles concerning important problems of education in this country.

On the basis of these resolutions and recommendations, new educational systems have been established and extensive reforms in the field of education have been made, but unfortunately in implementing these educational reform measures, financial provisions therefor have not been made sufficient with the result of some of these measures having been left, so to speak, in a half finished shape.

It is a matter of course that education reform is no easy job. It requires a long time and ceaseless efforts on the part of the whole nation in general and of educators in particular. But, at the same time, it is essential for the government to make appropriate provisions for financing properly all these reform measures in order to accomplish the fundamental purpose of education reform. Accordingly, the Japanese Education Reform Council set up though belatedly a special committee on education finance charged with the function to consider at length and lay down fundamental principles in regard to financing properly various educational programs the Council had in view.

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After mature consideration extending over 18 months, the said committee formulated series of draft resolutions on education finance which were finally adopted at the plenary session of the Council on January 26, 1951.

Now, in submitting these resolutions to the government, the Japanese Education Reform Council desires most sincerely and seriously that the government may take measures as soon as possible to make appropriate financial provisions for the completion of new educational programs in accordance with fundamental principles involved in these resolutions.

Chapter 1. Financial problems concerning pre-school education.

The kindergarten constitutes part of the regular school system provided for by the School Education Law. The Reports of the First and Second United States Education Mission to Japan also recommend that kindergartens should be established as part of elementary schools. The existing kindergartens, however, number only 2,100 (out of which only 33 are national and 841 are public), and can accommodate no more than some 3 % of children in attendance age. There are 7 prefectures which have no public kindergarten, and 17 prefectures which have less than 10 kindergartens. Some kindergartens, suffering from difficulties in management and meagre sums of salaries for teachers, are compelled to be closed down. It is therefore necessary to take the following financial measures concerning pre-school education: -

(1) At present the total expenditures of kindergartens are borne by cities, towns and villages. This is responsible for the difficulties in kindergarten management and the extremely low salaries of teachers. On the other hand, nurseries are given national subsidies under the Child Welfare Law. This causes some kindergartens to transform themselves into nurseries. Salaries of kindergarten teachers should be disbursed by prefectures as in the case of salaries of elementary and lower secondary school teachers.

(2) Government subsidies should be given for the rehabilitation of war-damaged kindergartens as in the case of elementary schools.

(3) The educational expenses of cities, towns and villages are included in the system of the local finance equalization grant, but those of kindergartens are not specified therein. It is therefore necessary to specify the latter as in the case of elementary schools.

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Chapter 2. Financial problems concerning compulsory education.

The promotion of compulsory education is based upon a constitutional obligation, and is a national policy of basic importance in the construction of a peaceful nation. Nevertheless, budgetary appropriations necessary for the implementation of the 6-3 system are anything but sufficient. Nor is there any guarantee of the expenditures essential for compulsory education. This is a really regrettable state of affairs. The ideal of equal educational opportunities is far from being realized, while educational circles are in a restless condition. Thus the 6-3 system is in a predicament.

In the face of the situation, the following measures should be taken to secure at least the minimum expenditures of compulsory education in accordance with the principles of equal educational opportunities and free compulsory education provided for in the Constitution.

(A) Securing current expenditures.

(1) A bill concerning the securing of minimum standard educational expenditures of public schools should be drafted.

(2) The aim of this law should be to provide for fundamental principles concerning the securing of standard expenditures of public schools (universities will be excluded) and the calculation of standard unit costs, to advance the equality of educational opportunities, to balance the incidence of the people for educational expenditures, and to elevate the autonomy of boards of education.

(3) Prefectures and cities, towns and villages should be obligated to appropriate standard educational expenditures. It is of-course desirable that they should appropriate educational expenses in excess of the above standard educational expenditure.

(4) The standard unit cost should be the cost calculated per pupil on the basis of costs for such items as teachers, school things, installations, maintenance and new construction etc. which are to be classified in an appropriate number of groups in consideration of the type, scale and organization of schools, conditions of the locality and other special circumstances. The standard educational expenditures of prefectures and cities, towns and villages should be calculated on the basis of the above standard unit costs.

(5) The Education Minister should carefully examine the standard educational expenditures calculated by cities, towns and villages boards of education and prefectural boards of education, and report them to the Local Finance Commission.

The Local Finance Commission, while calculating standard administrative expenditures of prefectures and cities, towns and villages, should use the above report as the basis of educational expenditures.

(6) The principle of free compulsory education should be firmly upheld. Free distribution of textbooks should be implemented immediately in areas where it is comparatively easy, while efforts should be made to realize the goal in all areas as speedily as possible.

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(7) For the time being, prefectures should bear expenses for the salaries of personnel engaged in compulsory education.

B. Expenses for improving school facilities.

Half of the expenses for this item should be defrayed out of the National Treasury, while the other half should be supplied by means of the floation of local loans. With the view of speedy improvement of school facilities, an annual plan should be established in accordance with the following standards: -

(1) Plans should speedily be established and executed so as to secure minimum educational standards. As an emergency measure, space of 0.7 tsubo per pupil should be made available in order to do away with irregular teaching.

From the educational point of view, it is essential to secure at least 0.9 tsubo per elementary school pupil and 1.2 tsubo per lower secondary school pupil. To attain this goal within 4 or 5 years, basic measures should be worked out. Among other things, it is urgently necessary as an emergency step to secure 0.7 tsubo per person so as to dissolve irregular practice such as double-shift and teaching in over-crowded or temporary classrooms.

The policy of the Education Ministry in 1949 was to calculate 0.7 tsubo per person by pooling all the space of elementary and lower secondary schools situated in cities, towns and villages. In 1950 the Ministry, amending the above policy, seems to have agreed to the separation on a small scale of such units as schools established by associations, independent lower secondary schools and special school districts with dif-

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ficulties in school attendance. It is urgently necessary to propel this policy further so as to secure 0.7 tsubo per school.

(2) Rehabilitation of school buildings in dangerous conditions should be accelerated.

Worn-out school buildings built over 40 years ago cover some 2,830,000 tsubo (some 7,700,000 square meters), out of which buildings covering some 440,000 tsubo are in dangerous conditions owing to the lack of repair during the war. Their speedy rehabilitation is called for.

(3) Measures should be taken to facilitate the rehabilitation of school buildings damaged by the war or natural calamities.

The floor space of war-damaged elementary schools totals 1,432,915 tsubo. No more than one third of these buildings have been rehabilitated by the end of March, 1950, including buildings which schools constructed by themselves. Plans should be made to accelerate their rehabilitation.

After the war many schools have suffered from the visitation of disasters like floods and earthquakes etc. Their repairs require adequate subsidies.

(4) Gymnasiums should be made available and fully equipped. In cold and snowy areas or districts with long rainy seasons, it is necessary to have adequate gymnasiums to protect the health of children.

(5) Facilities necessary for the execution of new education should be made adequate.

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go on in classrooms. There are few facilities for special classrooms. Government subsidies should be given to furnish adequate equipments for new education.

(6) Positive counter-measures should be taken to protect school facilities from natural calamities.

Government subsidies should be given to enable schools to protect their facilities from damages caused by fire, typhoon and flood etc. Technical advice should be given so that appropriate counter-measures can be taken.

(7) Efforts should be made to improve the facilities of schools for the blind and deaf.

In the light of the purport of compulsory education for the blind and deaf and the spirit of the Child Welfare Law and the Law for the Welfare of the Physically Handicapped, efforts should be made to improve the facilities of schools for the blind and deaf. Owing to various circumstances, they have poorer equipment than public schools in general. They leave much to be desired.

(8) Floatation of loans should be secured.

It is exceedingly important not only to secure floatation of loans equivalent in value to subsidies as a part of the overall financial program designed to adjust school equipment, but also to secure floatation of loans for expenditures of independent enterprise and purchase and adjustment of school sites and so forth. In the case of utilizing funds of the Deposits Bureau, the rate of interest for the floatation of loans

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is still as high as 6.5%. The rate should be lowered.

(9) The construction of new lower secondary schools has been subsidized out of Public Works Expenditures. The expenditures are not to be disbursed for construction which was completed or started before being certified by the Economic Stabilization Board. Proper measures should promptly be taken to take care of the works which were not subsidized inasmuch as they had been started without being certified by ESB owing to unavoidable urgent circumstances or ignorance of the above procedure.

(10) Government subsidies should be given to improve facilities of lower secondary schools.

The construction of lower secondary school buildings has shown considerable progress annually. But facilities therein, which authorities could not afford to take care of, are in a pitiable condition. The total expenditures necessary for the installation of standard facilities in lower secondary schools all over Japan are 35,473,025,260 yen. It is worthy of note that the total estimated sum of existing facilities (including repair expenses) is no more than 4.1 % of the abovementioned figures.

If lower secondary education is to be fruitful, it is absolutely essential that, consequent upon the adjustment of school buildings, they should be furnished with facilities most befitting the content of each curriculum. Schools could hardly do without such facilities for a single day. As a matter of fact, however, cities, towns and villages which are

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obligated to establish lower secondary schools are still being pressed with the adjustment of school buildings, and can scarcely afford to disburse expenditures necessary for the fulfilment of facilities. It is therefore necessary to give national subsidies to cover part of the expenditures necessary therefor in order to encourage and stimulate the improvement of these essential facilities.

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Chapter 3. Financial Problems concerning Upper Secondary School Education.

In order to promote upper secondary education, it is necessary to establish appropriate financial plans for its adjustment and expansion in the future. With the enforcement of the equalization grant system, there is no guarantee for the standard financial requirements of upper secondary schools. Consequently, there is anxiety as to the possible decline of educational standards and the financial discrepancies between local authorities. We hereby point out only those key problems connected with upper secondary school education which require speedy solution. In other words, budgetary measures should promptly be taken to improve the following matters:

1. Enforcement of the standard for the establishment of the upper secondary school.

Efforts should be made so that some budgetary measures be taken for the purpose of operating from 1951 the permanent standard for the establishment of the upper secondary school provided for in Ministry of Education Order No. 1.

2. Securing of working expenses.

Regarding the working expenses of the upper secondary school, a law concerning the standard educational expenses, etc. should be enacted. Its content should be approximately equal to that of compulsory education.

3. National subsidy for the completion of facilities for the courses of the part-time upper secondary school.

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Regarding the working expenses of the upper secondary school, a law concerning the standard educational expenses, etc. should be enacted. Its content should be approximately equal to that of compulsory education.

3. National subsidy for the completion of facilities for the courses of the part-time upper secondary school.

Of the courses of the part-time upper secondary school, the condition of equipment and facilities of both the central and the branch school are

just as bad as or worse than those of the lower secondary school. In spite of the plan to keep the part-time upper secondary school at the same level with the full-time one, it can hardly achieve the objective of upper secondary school education.

The attendants at the part-time upper secondary school are the working youths throughout the country, who will in future shape the backbone of local culture and industry. The success or failure of their education may well exercise a far-reaching influence on the future destiny of Japan pursuing the path of reconstruction. The government should therefore grant a national subsidy for part of the expenses for the above facilities, while encouraging local authorities to replenish their facilities of their own accord.

4. National subsidies for the promotion of vocational education.

(1) National subsidy for the completion of facilities.

If vocationsl people are to elevate their qualities and techniques, the first and foremost necessity is for them to learn by experiment. It is, however, expensive to have ample provision of facilities for experimental learning. Moreover, these facilities have to be renewed year by year.

The expenses required for the establishment and maintenance of the vocational upper secondary school are far greater than those for the ordinary upper secondary school. This difficulty and the prejudice against [illegible] account for the inactivity of vocational edu-

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The expenses required for the establishment and maintenance of the vocational upper secondary school are far greater than those for the ordinary upper secondary school. This difficulty and the prejudice against vocational education largely account for the inactivity of vocational education. The facilities of the current vocational upper secondary schools are conspicuous by their absence. They were either destroyed and burnt by war, or else were damaged by change of use or evacuation during the

war, but have failed to be repaired and fell into decay. Even in the post-war period, this deplorable state of affairs continues unabated, partly for financial reasons and partly because of little interest people have shown in vocational education.

Local expenditures thus do not suffice to provide for the above facilities. Their fulfilment calls for a national subsidy, inasmuch as the promotion of vocational education is an important problem closely tied with the post-war economic reconstruction of Japan.

(2) Securing of vocational teachers.

There are few qualified vocational teachers on account of the scarcity of institutions for their training, popular prejudice against vocational education, and the very shabby treatment accorded them compared with those in business circles. Their qualities are thus deteriorating. The government should consider the problem from the national point of view, and grant a state subsidy for their special protection.

(3) Textbooks, etc.

Vocational textbooks are varied in kind, but each textbook has a small circulation. This makes their publication a hard task, and even if published, they are so expensive. Vocational textbooks therefore require special protection by the state in the form of a national subsidy. In addition to the heavy burden for purchasing such costly textbooks, pupils have to pay much more for implements needed for experiments and workshops than pupils re-

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burden should be seriously considered.

5. National subsidy for lower secondary school correspondence education.

In the light of the spirit of the equality of educational opportunities as set forth clearly in the constitution and the School Education Law, the lower secondary school correspondence education was started as from 1948 for the benefit of working youths who cannot attend even the part-time courses. This is an entirely novel attempt in our country. As an educational institution for working youths, this is no less significant than part-time education, and is doubtless worthy of strong state encouragement.

From this standpoint, a national subsidy was granted for the management of this system in 1948-1949 in respect to correction and other expenses. In view of the importance and distinctive character of this education, it is necessary to continue the national subsidy for some time so as to promote the system further.

6. Teachers who give guidance to pupils.

Pupils guidance plays a notably important role in new education which aims at the over-all growth of their personality. At a time when there is a growing demand for welfare guidance, vocational guidance, and, in particular, for the establishment of moral education and fundamental measures designed to prevent juvenile delinquency, it is imperative that each lower and upper secondary school should have a full-time teacher who can devote himself to pupils guidance. The expenses required for this should be placed

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In order to establish this system, it will furthermore be necessary to educate qualified teachers. Permanent basic measures are suggested as follows:

(1) Teacher training course in pupils guidance will be established in the university.

(2) If it is difficult to establish such a course in a short space of time, the government might consider holding annual courses for the training of teachers in pupils guidance for a certain period. Their expenses should be paid out of the national treasury.

7. Completion of school library.

School library today plays such an important role in every-day education as may be called the heart of the school. As a matter of fact, however, the books kept in each school are not enough for the pupils' learning activity. The adjustment and completion of school library is absolutely essential for achieving the goal of new education. As this is beyond the means of local expenses, a national subsidy should be granted for this purpose.

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Chapter 4. Financial Problems concerning National Universities.

In the light of the mission and heavy responsibility of higher education in the construction of a cultural state, it is necessary to take prompt and adequate measures, according to the following principles, so as to reform the financial and accounting management of national universities.

1. Overall plan of university finance.

National universities at present totalling 71 in numbers are in a deplorable financial condition. In view of the urgent need to improve their financial status, it is necessary to establish an overall plan concerning university finance.

(1) As for new or additional construction, reconstruction and rehabilitation of facilities, a certain annual plan should be worked out on a nationwide scale. Each university or faculty should accordingly fix priority or urgency of projects, and gradually complete them one after another. In the meantime, the establishment of new universities should be suspended excepting special cases.

(2) In relation to the establishment of the over-all plan, 71 universities should be divided into those having post-graduate courses (especially doctor's courses) and those without them. Facilities should be adjusted and enlarged as required in these respective categories.

(3) In view of the present state finance, we can hardly hope for the immediate implementation of the over-all plan. Therefore the plan should be put into effect by fixing the order of priority in accordance with the

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(3) In view of the present state finance, we can hardly hope for the immediate implementation of the over-all plan. Therefore the plan should be put into effect by fixing the order of priority in accordance with the following principles:

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(a) Special consideration should be given to the speedy rehabilitation of school buildings and equipment damaged by war or natural calamities or falling into decay.

(b) In view of the prevailing conditions of universities of education and liberal arts and faculties of education, priority should be given to the improvement of their facilities.

(c) Priority should be given to the completion of departments or faculties which are in urgent need in the light of local conditions and the desire of the general public.

(d) In the case of departments or faculties which are equally in urgent need of improvement, preference should be given to those whose present facilities appear poorer.

(4) In the working out of the above over-all plan, preferential treatment may be given to universities which can enlist local cooperation by way of donations and floatation of loans and so forth.

2. Special account of national universities.

The system of national universities special account should be set up so that national universities may regularly discharge their function without being influenced by political or financial fluctuations of society in general. The system should, on the one hand, guarantee the annual appropriation of a certain sum by the budget, and, on the other, should enable universities to accumulate funds accruing from such sources as enterprise

of the general public.

(d) In the case of departments or faculties which are equally in urgent need of improvement, preference should be given to those whose present facilities appear poorer.

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introduced. These measures designed to enlarge university finance are worthy of earnest consideration.

The content of the special account will be as follows:

(1) The entire national universities will constitute one special account, but each university will adjust its own account forming a division of the total special account.

(2) The principle that university expenditure is dependent upon national appropriations will be maintained, but income arising from properties, tuition fees, donations, etc. will also be considered.

(3) The systems of funds, reserve funds and loans and so forth will be established.

3. Methods of calculating the budgets of national universities.

In order to make national universities budgets rational and fair, standards of the calculation of the budgets should be established in accordance with the following principles:

(1) Expenditures for facilities.

(a) As to expenditures for construction, minimum space required per student should be fixed with respect to each faculty and department in accordance with the division of non-experimental, experimental and clinical. Kinds of buildings and standards of combination should be decided in the light of the characteristics of faculties and departments. Construction expenditures should be calculated in terms of standard unit prices depend-

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(b) Expenses for facilities, especially for those for research, should be calculated according to certain minimum standards for facilities to be established in view of the characteristics of each faculty and department.

(c) Expenditures for the renewal of facilities should be established for the purpose of renewing old and decaying facilities.

(2) Working expenses.

(a) The working expenses related to faculties should be divided into expenses for management, students, research and travelling. Management expenses should be sub-divided into expenses for business, salaries and allowances, and maintenance, while students expenses should be sub-divided into expenses for tuition and for welfare and guidance. Standard educational expenditures should be decided with respect to each of these items.

(b) As to expenses for business and tuition, standard unit cost per student should be fixed according to the division of non-experimental, experimental, and clinical. As to expenses for welfare and guidance, average standard unit cost per student should be fixed without regard to categories of students. As to expenses for research, standard unit cost per course or professor should be fixed according to the division of non-experimental, experimental, and clinical.

As to salaries and allowances, apart from general standards governing educational public service personnel, special consideration should be given to the treatment of teachers in view of the special character of university education and research. Salaries of teachers holding offices

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allowances, and maintenance, while students expenses should be sub-divided into expenses for tuition and for welfare and guidance. Standard educational expenditures should be decided with respect to each of these items.

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As to salaries and allowances, apart from general standards governing educational public service personnel, special consideration should be given to the treatment of teachers in view of the special character of university education and research. Salaries of teachers holding offices concurrently should also receive special consideration.

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Special considerations should also be given to travelling expenses, especially those for research.

As for maintenance expenses, there shuould be standard unit cost calculated per tsubo of the building. There should also be standard unit cost per certain area of experimental plantations and of attached farms.

(c) The working expenses for the headquarters of a university should, instead of being dependent upon those for its faculties, be established as an independent item, and be worked out appropriately in consideration of the structure of faculties, size of headquarters, and the number of the students and so on.

(d) The working expenses for faculties with post-graduate courses should be calculated under various items as shown below.

(3) Universities with post-graduate courses.

In consideration of their mission as researchers training institutions, universities with post-graduate courses should not be established in too many numbers. Instead, efforts should be made to improve the qualities of such universities.

(a) As to expenses for facilities, necessary facilities should be adjusted taking into consideration the condition of the facilities of faculties.

(b) Minimum facilities standard and standard unit cost should be established according to the division of non-experimental, experimental and clinical.

(c) In relation to working expenses, standard unit costs should be fixed with regard to management expenses and student expenses. Special considera-

ture of faculties, size of headquarters, and the number of the students and so on.

(d) The working expenses for faculties with post-graduate courses should be calculated under various items as shown below.

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(b) Minimum facilities standard and standard unit cost should be established according to the division of non-experimental, experimental and clinical.

(c) In relation to working expenses, standard unit costs should be fixed with regard to management expenses and student expenses. Special consideration should be given to expenses for research in particular.

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(4) Attached research institute.

(a) The standard unit cost of expenses for facilities should separately be fixed according to the kinds of attached research institutes. The total expenses should be calculated according to the number of their personnel.

(b) As to the budget of attached research institutes, measures should be taken to see that they keep the equilibrium with similar research institutes under government offices.

(c) Cooperation with institutes under government offices should be promoted. Methods should be taken to make it possible for the attached research institute to be entrusted with basic research by agencies outside the university.

(5) Other attached facilities.

(a) Attached hospital.

The standard unit cost of expenses for facilities and working expenses should be fixed largely in terms of the number of beds and considering the number of patients.

Special consideration should be given to research facilities and research expenses.

(b) Attached research facilities.

The standard unit costs of expenses for facilities and running expenses should be fixed. Special consideration should be given to research facilities and research expenses as in the case of attached research insti-

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(c) Cooperation with institutes [illegible]

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(c) Attached schools.

Considering the mission of attached schools, standard unit costs of expenses for facilities and running expenses should be fixed in accordance with standards to be established separately.

(6) In consideration of the state of dispersion of faculties and their local differences, adequate adjustment should be made of the budget for each university.

(7) Measures should be taken so that the unit cost concerned may immediately be adjusted in respect of each budgetary item in response to the fluctuation of prices of commodities.

4. Management of university finance.

(1) Procedures concerning the request of each university for the budget should be simplified so as to minimize political negotiation.

(2) The system of the detention of the university budget should be reformed or abolished. In the event of emergencies, budgetary measures such as extraordinary expenses, reserve funds and supplementary budgets and so forth should be adopted.

(3) University business should be simplified and management should be rationalized in order to economize expenditures.

(4) As for facilities for research of less urgent nature, measures should be taken to enable universities, not to mention faculties, to make mutual use of them and to transfer their custody among faculties and universities

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Chapter 5. Financial Problems concerning Social Education.

For the purpose of thorough democratization of education in Japan, it is essential to reform and promote not only school education but also social or adult education.

Among the graduates of lower secondary schools in Japan today, about 25 % proceed to full-time upper secondary schools, while less than half of the graduates of the latter proceed to universities. This means that among children and youths finishing compulsory education, social education aims at far larger numbers than school education does. This brings us home to the vital importance of educational policies for youths and children. When we further think of the vast number of the adults other than these children and youths, the importance of social education for youths and children as well as for adults can hardly be exaggerated.

It may be recalled that educational expenditures covered 5.1 % of the total national budget of 1949, while less than 1/500 of the former was appropriated for social education. In the prefectural budgets of the same year, educational expenditures covered 32.1 % of the total budgets, but no more than 1/150 of the former was appropriated for social education.

Social education covers so extensive and varied fields that the amount assigned to each project out of these national and prefectural budgets is exceedingly meagre, with the result that some projects are not carried out effectively. In order that social education may be further promoted and

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Social education covers so extensive and varied fields that the amount assigned to each project out of these national and prefectural budgets is exceedingly meagre, with the result that some projects are not carried out effectively. In order that social education may be further promoted and bear fruit, we desire that appropriations therefor should be increased both in national and local budgets. In case ample budgets are not available,

priority should be given to such fields of social education as are considered most important, while other projects should be gradually undertaken as soon as budgetary arrangements are made.

From this point of view, we desire that the government should, for the time being, lay emphasis upon the following measures.

(1) Training of leaders of social education.

What is most urgent in promoting social education is the training of leaders for social education. Accordingly, there should be systematic, long-term re-education of present leaders of local self-governing bodies, social education institutions, and organizations engaged in social education, whereas the training of future leaders should be carefully undertaken.

For this purpose, universities should have courses on social education. Appropriate research and training institutes for social education should be set up, while the government and local self-governing bodies should be adequately staffed with personnel conversant with social education. It is necessary to provide for facilities whereby these officials concerned are trained, and professional and technical guidance and advice are given in compliance with request from local boards of education and others.

(2) Preparation and distribution of guidance materials.

As an integral part of the training program for social education leaders, accurate materials should be prepared abundantly and be made readily available for the use of these leaders.

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As an integral part of the training program for social education leaders, accurate materials should be prepared abundantly and be made readily available for the use of these leaders.

(3) In view of the deplorable shortage of social education facilities such as citizen's public halls, libraries, museums, &c., efforts should be made so that they may, as quickly as possible, be adjusted and completed.

(4) Every measure should be taken in order that the importance of social education be more thoroughly recognized and understood not only by schools but also by the general public. Universities and other schools should be fully prepared to implement school extension courses.

(5) Improvement of social education facilities for youths.

The trend of youths engaged in work exercises far-reaching influence on society. Social education facilities for these youths leave so much to be desired, giving rise to undesirable phenomena. With a view to creating and developing environment in which working youths are induced to strive to elevate themselves, it is urgently necessary to enlarge and improve social education facilities.

The budget at present assigned is far frow sufficient to implement these few measures. We therefore desire that budgets for the implementation of the above-mentioned measures should be increased as much as possible together with educational budgets in general.

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Chapter 6. Financial Problems concerning Cultural Education.

A. Financial problems concerning the protection of cultural properties,

As for the preservation and utilization of national treasures, important cultural properties, special historic sites and places of scenic beauty and natural monuments as well as historic sites and places of scenic bueaty and natural monuments, etc., the Cultural Properties Protection Law has been established. Accordingly, the government is expected to take adequate measures to promote the purport of the Law.

It is necessary that budgetary measures should be taken in consideration of the following points:

(1) The government should in principle subsidize all the expenses necessary for the repair and restoration of national treasures, and important cultural properties, and for the restoration of special histric sites, special places of scenic beauty and natural monuments as well as historic sites, places of scenic beauty and natural monuments. The expenses for the facilities to protect these from calamities should be treated in the same manner as expenses for their repair.

(2) The government should take budgetary measures for special historic sites, special places of scenic beauty and natural monuments as well as for historic sites, places of scenic beauty and natural monuments, in the same manner as for national treasures and important cultural properties.

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(2) The resolutions of the Fifth General Conference of UNESCO passed last year concerning UNESCO's activities in Japan are being implemented in 1951. Consequently, it is up to our country to stimulate UNESCO activities in response to the above resolutions, and develop active UNESCO movement in Japan. It is desired that financial measures necessary therefor should be provided.

In particular, with respect to projects to be subsidized by UNESCO in accordance with the above resolutions, it is earnestly hoped that adequate financial measures be taken so that Japan may come up to the expectation of UNESCO and member states of UNESCO.

C. Financial problems concerning international flow of culture and promotion of education for international understanding.

Foreign cultures have not by any means been fully understood and appreciated by our people in the past. Education for international understanding was, generally speaking, at a low ebb. In particular, during the last War, Japan was isolated from the world, thus lagging far behind the world civilization. With a view to improving this state of affairs, Japan Education Reform Council passed a resolution concerning the introduction of foreign cultural properties and the overseas travel of persons connected with culture in general in addition to students. It then expressed the desire that the government should strive to realize the purport of the resolution. So far, however, measures connected thereto have been adopted only on a small scale. Thanks to the goodwill of GHQ, during the last few years, we have witnessed measures which somewhat facilitate the realization of the above resolution, but it is only proper

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(3) The government should take adequate budgetary measures concerning the expenses necessary for the custody, survey, adjustment of environment, and preservation of facilities of national treasures important cultural properties; special historic sites and special places of scenic beauty and natural monuments, as well as of historic sites, places of scenic beauty and natural monuments. Adequate budgetary measures should also be taken to meet the expenses necessary for the preservation and survey and so forth of invisible cultural properties which threaten to decay, and the survey of buried cultural properties in danger of abusive unearthing.

(4) Considering the fact that the utilization of cultural properties has been totally neglected in the past, ample budgetary provisions should be made to stimulate their full utilization.

(5) The government often finds it necessary to purchase national treasures, important cultural properties and buried cultural properties so as to secure their protection. Adequate budgetary provisions should therefore be made to facilitate the purchase.

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B. Financial Problems concerning UNESCO.

(1) It is desired that adequate financial provisions should be made so that exchange of information and international flow of education, science and culture between Japan and UNESCO Headquarters and Member States of UNESCO may be further promoted.

that we should, on our part, establish our own independent plan as speedily as possible. Among other things, we should endeavor to elevate scientific research of Japan to the world level and to accomplish academic achievement which could contribute to the advancement of world civilization. Education for international understanding should also be given every encouragement.

A considerable number of foreign students wish to come to Japan for study. Measures to receive these students should speedily be taken, for international flow of culture would thus be facilitated to the benefit of the countries concerned.

The fact that our country has, in this field, accomplished little with her own initiative, is attributable to various reasons. An important factor has been the lack of funds. In view of the recent developments which are turning in favor of the exchange of culture, we desire that the government, while looking to governments and individuals in foreign countries for benevolent assistance, should adjust educational finance in general and promptly move forward towards obtaining funds necessary for interchange of culture based on Japan's own independent plan.

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Chapter 7. Financial problems concerning national and private research institutes.

We desire that adequate financial measures should be taken for the benefit of national and private research institutes which play a significant part in the promotion of science in our country. The following points deserve consideration: -

(1) As to research institutes under the direct control of the government, there should be adjustment and amalgamation as far as possible. The budget of research institutes whose continued existence is necessary, should, in principle, be assessed and calculated by the same standard as the budget of institutes attached to national universities.

(2) In consideration of the difficult management of private research institutes, we desire that subsidies should be increased, along the line of the recommendation of Japan Science Council, so as to help promote their development. With respect to subsidies to these private research institutes, there has been a tendency to make light of researches in the fields of cultural sciences. It is therefore hoped that the rate of subsidies to cultural sciences should be adjusted appropriately.

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(3) Research institutes, whether governmental or private, should strengthen ties between research and actual life, and see to it that the fruits of research would serve to benefit social life in order that the general public may be induced to show interest in contributing research expenses amply and generously.

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Chapter 8. Financial Problems concerning Scholarship, Welfare and Relief of Students.

As for the scholarship and the welfare and relief of students, the business is being carried out by schools and such national agencies as the Japan Scholarship Society and the Students Relief Association. However, in comparison with the number of the students aimed at by these agencies, only a handful of students are being actually relieved. It is sincerely desired that the government should annually increase these funds as much as state finance permits, and establish their financial foundation.

Chapter 9. Financial Problems concerning the Promation of Private School Education.

1. The Private School Law has provided that private schools should be established by school juridical persons, which are special juridical persons. Accordingly, the establisher of private schools may be said to have been legally clarified, but in regard to the establishment of their financial basis, various problems remain yet to be solved.

2. It is a matter of course that private schools should be independently managed with the school juridical persons' own property, and should not be dependent on official aid in their management. Accordingly, their working expenses should be paid from their own income such as tuition fees and others, and should not in principle be subsidized by official aids.

3. In view, however, of the important role played by private schools in the education of our people, every effort should be made to stimulate private school education so as to promote the overall growth of our education. Encouragement should be given in particular to such schools as have distinctive characteristics and hopeful future. Apart from giving aids for working expenses, it should be appropriate, as necessity arises, to give official help in meeting such extraordinary expenses as

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4. On the other hand, official grants should be given for the training and welfare of private school educational personnel. For example, the government or local public organs should give necessary subsidy for the establishment of the mutual aid system of private school educational personnel. They should also meet part of travelling and other study expenses necessary for private school educational personnel who participate in short courses.

Chapter 10. Problems concerning the Resources of Educational Expenditures.

The fundamental concept to guide the compilation of budgets for compulsory education, upper secondary education, university education and social education, &c. has been described in the resolutions stated in the preceding chapters. The total sums required on these bases would indeed be colossal. We, however, earnestly desire that the government will do its best to secure the resources required for these educational expenses, bearing in mind the following principles in particular:

1. In view of the inadequate educational expenditures under the stringent state finance, the government should, in the compilation of its budget, follow the principle of giving priority to educational expenditures, thereby make reasonable adjustment of educational expenses and other expenses, and endeavor to increase the former.

2. As for the expenses required for school education, etc., the government should compute overall expenses on the basis of the principles recommended in the preceding resolutions. Priority in expenditures and annual plans should be established depending upon the urgency or otherwise of projects, and expenditures based thereon should be secured.

3. In the light of the importance and urgency of educational expenses, the government should explore and seek special financial resources besides such general resources as taxes:

(1) In order to meet the colossal extraordinary expenses required for the completion of the 6-3 system, national universities, and the rehabilitation of buildings and facilities damaged by war and natural disasters,

preceding chapters. The total sums required on these bases would indeed be colossal. We, however, earnestly desire that the government will do its best to secure the resources required for these educational expenses, bearing in mind the following principles in particular:

1. In view of the inadequate educational expenditures under the stringent state finance, the government should, in the compilation of its budget, follow the principle of giving priority to educational expenditures, thereby make reasonable adjustment of educational expenses and other expenses, and endeavor to increase the former.

2. As for the expenses required for school education, etc., the government should compute overall expenses on the basis of the principles recommended in the preceding resolutions. Priority in expenditures and annual plans should be established depending upon the urgency or otherwise of projects, and expenditures based thereon should be secured.

3. In the light of the importance and urgency of educational expenses, the government should explore and seek special financial resources besid such general resources as taxes:

(1) In order to meet the colossal extraordinary expenses required for the completion of the 6-3 system, national universities, and the rehabilitation of buildings and facilities damaged by war and natural disasters,

efforts should be made so that the expenses to be borne by the state may be met by part of the counterpart fund, and that expenses to be borne by local self-governing bodies may be met by deposit fund by increasing the revenue through the floatation of local loans.

(2) As for educational enterprises of local self-governing bodies which are in urgent need of completion, special grant aids other than equalization funds should be increased as enumerated in the preceding resolutions.

4. In view of the conspicuous importance of educational expenses in the finance of local self-governing bodies, special consideration should be given to the provision of resources for local taxes and the increased appropriation of equalization grants.

As for the school district system and its financial measures to meet educational expenses of local self-governing bodies, there is a recommendation by the Second US Education Mission. In the circumstances, a special council should be set up to deliberate on the practicability of the recommendation. If it is practicable, financial plans should be worked out in accordance with the decision of the council.

CONCLUSION

Studies and investigations of questions on education finance have long been neglected in Japan with the consequence of the scientific basis for the consideration of these questions being far from established. Such a state of affairs has undoubtedly been one of main factors responsible for the present condition of insufficiency of educational appropriations.

The more the Council deleberated and studied the questions on education finance, the more it came to realize the tremendous difficulties of their solution. The series of resolutions hereby submitted to the government can hardly be claimed to be the exhaustive and conclusive documents on the subject. In fact, they are not quite what the Japanese Education Reform Council intended to be.

The Council wished at first that the conclusions arrived at on all subjects involved in these resolutions be fully armed with scientific data and be clearly expressed in figures, but the present structure of the Japanese Education Reform Council and personnel resources it has at its command are not such as to enable it to complete a thorough-going and exhaustive study of the questions as desired. In these circumstances, it was forced to be satisfied with the result as embodied in the present resolutions, which merely indicate essential aspects of financial

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problems requiring speedy solution as the first step forward for the eventual solution of problems on education finance.

In view of the fact that without appropriate financial provisions necessary for education reforms, the final success and accomplishment of the various reforms contemplated can hardly be expected, the Japanese Education Reform Council wishes hereby to urge the government to set up a special powerful council on education finance composed of members of competent authority and armed with ample funds to support all its activities, together with an able secretariat of its own to the end that a thorough-going and scientific study of the education finance questions be completed in due course on the basis of fundamental principles embodied in the series of the above-mentioned resolutions of the Council.

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10 May 51		Minutes of the Meeting of the Special Committee to the Kinki Pref. Bds. of Ed. Liaison Council
June		Joint Conference of Bd Members and Supts of the 5 Major Cities
		Reference Material for Board of Education System
		Policy for the Reform of Board of Education System
16 June 51	(Newspaper translation)	What Will be Future Aspect of Municipalities' Bds. of Education?
17 July 51		Kinki Pref. BOE, Special Committee Meeting
9 July		KAEA Conference on School Finance

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110-A

Reference Material for Board of Education System

Published by Osaka Pref. Board of Education

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Comparison of Highlighted Opinions of Local Bodies Concerned on the Recommendations in Regard to the Allocation of Administrative Affairs.

Meeting of the chairmen of the prefectural assemblies - 2 Feb. 1951

Opinions of the chairmen of the prefectural assemblies

I. Summarized opinion

We agree and support the basic thinking and policies of the recommendation. However, if we give our opinions concerning the recommendation and the method of putting it into effect, they are as follows:

A. In regard to the recommendation.

(1) If the administrative support given by the prefectural governments is considered the true aspect of our country's policy of local autonomy, it is necessary to reconsider the position ~~and~~ of the prefectures since they are the natural and the necessary part in the set-up of the local autonomy.

(2) In order to carry out the important fnctions of the prefectures, it is necessary to levy tax on all the citizens of the prefectures and thus build a foundation for one autonomous body. Therefore, we support the establishment of the prefectural citizens tax.

B. In regard to carrying out the recommendation

(1) In regard to the recommendation on decentralization, it must be put into effect in order to build up a true democratic government in our country from the very foundation in spite of the world situation which has the tendency at present toward central autonomy.

(2) To put the recommendation into effect, we hope for an earnest and one bodied cooperation of the Diet and the national government.

(3) Not only must the local areas be ready to accept the recommendation but the local administrative board must consider a gurantee of local finance which must accompany the recommendation.

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(4) All citizens must be educated to become conscious of the necessity of local self government.

Governors' Meeting

I. Summarized opinion

We consider this recommendation a true form of self government and offer our respect and full support.

Our opinions in regard to putting it into effect are as follows:

(1) We expect a cooperative support of the Diet and the national government in putting the recommendation into effect.

(2) In order to disseminate the understanding for the necessity of local autonomy, the government as well as the administrators must clarify the necessity of the local citizens to take the responsibilities of the local government.

(3) Due to the present status of the local finance, it will be impossible for the local government to take over the work which was paid for from the national budget without obtaining the means to carry on the work. It is hoped that the local committee will study the method of strengthening the local finance and give constructive suggestions.

(4) The increase of the local power and the strengthening of local financial independence are sure to cause keen interest and and criticisms of the citizens. Therefore, it is hoped that the local committee will recommend to strengthen the auditing system, and ~~for it~~ the committee to take its own responsibility.

Mayors' Meeting

I. Summarized opinions.

(1) As far as the relation between the national government and the local bodies is concerned it is appropriate and should be put into effect.

(2) Relation between the prefectural offices and that of the municipalities. The cities are against the idea of having the prefectural offices do the liaison work ~~of~~ between the national office and ~~that~~ the offices of the municipalities due to following reasons:

(a) The administrative work of the prefectural offices are mainly with agricultural and fishing villages while the cities specialize in business and industry.

(b) There is very little difference between the administrative ability of the prefectural staff and that of the cities. In case of the major cities, the staff is more proficient than that of the prefectures and therefore, more efficient.

(c) In regard to the apportioning of the national subsidy and the local issuing of bonds, partial ~~in~~ handling ~~them~~ will result from the political issues of the pref. As far as the cities are concerned, the induction of the prefectures will disturb their mutual harmony.

(d) National subsidy as well as ordinances relayed through the prefectures will be delayed. The delay in the payment of the subsidy will force the cities to borrow funds ~~for~~ on which interest must be paid. Such process will ~~and~~ injure all around efficiency.

(e) The number of the cities is few and they can make direct contact with the national office, This will avoid the delay ~~from~~ due to neglect on desk.

(3) In order to put the recommendation into effect, the national office must be speedily consolidated by doing away with offices which can be merged into another, thus lessen the national tax and strengthen the local financial source.

(4) In regard to the need of increasing local administration fund in order to put the recommendation into effect, reallocation of financial sources is desired. In this case, instead of increasing the equalization fund, it would be better to transfer the liquor tax and establish a tobacco tax.

II. Respective opinions.

All except for the following points, the recommendation is applicable:

(1) Recommendation No. 9 - Administration of transports.

(a) To give to the city the responsibility of buses and trucks on certain roads within the city limit.

(b) To include the opinion of the city in regard to automobile transport, number of times to be operated, and the price of the railway fare in the local areas.

(2) No. 10- Administration of Public Works. To give the cities the responsibility of the government lines within the cities. To apply

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this, not only to the five major cities but to all the cities.

(3) Conclusion

As far as the administrative responsibility of the cities are concerned, the cities cannot agree to the prefectures coming in between the national and the city offices.

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Meeting of the Town and Village Assemblymen of Japan

I. Summarized Opinion

We wish to express our approal for inducting the opinions of the towns and villages to a great extent. However we are doubtful as to the sincerity of the Diet and the national office and must be especially careful as their attitude would greatly effect the autonomy of the local offices.

A. Opinions in regard to difficulties anticipated in putting the recommendation into effect.

(1) The town & village finances continue to be stringent. With additional responsibilities, it will be difficult to put the recomendation into effect without new sources of finance.

(2) To safeguard the local offices from receiving any directives or subsidy from the national offices and to prevent the local bodies from overstepping their rights, it is necessary to come to a legal agreement.

(3) To plan a legal settlement to have the national office bear the expense of the work handed over to the local office and to form a special committee in a democratic manner to decide the allocation of financial responsibilities.

(4) To train for a more efficient ~~and to~~ and to local staff, raise its standard and culture, the national office should establish a training institution or make proper financial settlement for this purpose.

(5) In order to effect the rationalization of the towns and villages in regard to the present problem, the offices concerned should prepare simple explanatory materials to enlighten the citizens.

II. Respective Opinions

Recommendation No. 1---Educational Administration

A. School Education

(1) The salaries of the teachers of compulsory education should be made into a more elastic equalization fund. The construction of 6--3 schools should be appropriated entirely by the national office with the minimum subsidy standard of 0.7 tsubo per pupil.

(2) To make a gun unit Board of Education for villages and towns. (Against school district and education tax.)

B. Social Education

To obtain an independent standard budget from the equalization fund for the operation of the citizens' public halls.

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Recommendation No. 2 -- Welfare Administration

A. Living Subsidy

1. To continue the same allocation of financial responsibilities (national 80, prefecture 10 and cities towns and villages 10%).

2. The selection and the number of Minsei Iin is to be decided by the municipalities.

B. Social Insurance

1. The entire responsibility of handling the citizens health insurance and one half of the insurance payment and the entire payment for tubercular treatment are to be borne by the national subsidy.

Recommendation No. 5 -- Agricultural Administr tion

A. The national office must plan the means of financial sources for the towns and villages to carry out land improvement.

Recommendation No. 6 Forestry Administration

A. It is necessary to merge the administration of forestry with river, colonization, dam and to make a law covering the entire plan such as the law on the preservation and protection of the national land and to make a national plan for a single budget.

Recommendation No. 9 Administration of Transport

A. It is natural that the municipalities are included in the transportation council.

Recommendation No. 10 -- Administration of Public Works

A. For a country surrounded by sea on four coasts as ours, it is important to consider the protection of the coasts from water. Therefore, it is hoped that reconsideration be given in the recommendation on the allocation of work as well as financial responsibilities.

Recommendation No. 11 -- Others

A. To give necessary appropriation to carry on the election responsibilities of the national office.

B. To use citizen or family registration system for election register to simplify the work. A fee should be charged for making the census register as requested by the offices in charge.

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III. Method of publicizing and disseminating the contents of the recommendation.

In order to effect an early realization of the recommendation the national government, the Diet, the political parties and all organizations must take enthusiastic and dauntless steps to plan for its establishment.

A. In regard to the method.

1. The work of the national government and the local bodies concerned.

a. To publish the explanation and opinions on the recommendation in all the newspapers and magazines.

b. To announce through radio, hold movie and lecture meetings.

c. To distribute simple, comprehensible printed summary of the recommendation.

2. The special work of the organizations concerned and the towns and villages.

After all persons directly concerned have fully understood the aims of the recommendation, to have them hold lecture meetings, round table discussions, study conference, etc. to educate all organizations, schools and cross section of the citizens.

Supplement to the explanation of the main points given by the vice chief secretary.

I. Reallocation of educational responsibilities.

A. Elementary and Lower Secondary Schools.

1. If all the responsibilities of elementary and lower secondary schools are placed on a local public body according to the report of the Education Mission and Shoup Mission, the problem will probably arise as to which of the following bodies should be given the responsibility.

a. Each city, town and village.
b. A larger body than the municipalities.
c. To form a local public body of appropriate size different from (2).

Remarks:---

With the above points in mind ~~the connection with~~ the unit to be established must be considered.

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B. In case both the prefectures and the municipalities are to share the responsibilities, the following is an anticipated plan of basic principle in regard to reallocation of responsibilities.

Allocation of responsibilities	Prefectures	Municipalities
(1)	Personnel supervision	Curriculum & operation of school; payment of salaries
(2)	Personnel supervision; payment of salaries	Curriculum and operation of school; supervision of school facilities
(3)	Personnel supervision; payment of salaries curriculum & school operation	Supervision of facilities
(4)	Others	

Remark:---

With the above points in mind, it is necessary to consider the relation between the allocation of responsibilities and the budget available.

II. Upper Secondary Schools

A. As in the case of the above, if all the responsibilities are to be given to one local public body, the following points must be considered.

1. To give the responsibilities, mainly to the prefectures.
2. To give the responsibility of the vocational training schools to the prefectures.
3. To make it the basic principle to exclude the prefectures from any responsibility of the upper secondary schools.

Remark:---

According to (2) and (3) the problem arises as to whether the responsibilities not given to the prefectures should be given to the municipalities or to a larger local body. With this in mind, it is necessary to consider the unit to be established.

B. In case the responsibilities are given to the prefectures, municipalities or to some local public body of appropriate size, the following possibilities may be anticipated.

Allocation of Responsibility	Prefectures	Municipalities or other Local Body
(1)	Supervision of personnel	Curriculum & school operation; payment of salaries; supervision of facilities.
(2)	Supervision of personnel curriculum & school operation	Payment of salaries; supervision of facilities
(3)	Supervision of personnel payment of salaries	Curriculum & school operation supervision of facilities
(4)	Others	

Remark:---

With the above points in mind, it is necessary to consider the reallocation of responsibilities and the budget available.

C. Part time schools, schools for the blind and kindergartens.
The same problems arise as in A and B in this case.

D. Social Education.

1. Social education facilities.

a. To give all responsibilities of supervision and operation of libraries, museums, citizens, public halls to the municipalities.

b. To give major responsibilities to the prefecutures and minor ones to the municipalities.

c. To give the responsibility of setting up and operating all social education facilities to local public body.

2. Guidance of organizations concerned with social education.

a. To give the responsibility to the municipalities of giving guidance to social educational organizations (PTA, Youth and women's organizations, etc.)

b. To make it the major responsibility of the prefectures.

c. To make it the responsibility of some local public body of appropriate size otner than those mentioned above.

d. To make it the joint responsibility of the prefectures, the municipalities and the local public body mentioned in (3).

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3. In regard to making available the school facilities (extension school). It is necessary to consider the responsibilities of the parties concerned in establishing the school and the local public body where the school is located.

E. Private Schools

1. To give to the prefectures, the responsibilities of all private universities, upper secondary, lower secondary and elementary schools and libraries.

2. To give the responsibility to the local public body closely connected with private educational facilities.

3. To divide the area of responsibilities according to the type of educational facilities.

F. Special consideration of 5 major cities, special districts and Hokkaido. The problem is to what extent the special consideration be given in regard to A to E.

G. Regulating the allocated responsibilities of the national, prefectural and orffices of the municipalities. Even if the basic principles for the allocation of responsibilities are planned, it is anticipated that there is a necessity of putting additional regulations in carrying out the responsibilities. For example:

1. To what extent will the universities which have close connections with the community accept the words of the prefectures in regard to their operation (make available the school facilities for in-service training courses).

2. To what extent will the prefectures regulate the supervision of the operation of elementary and lower secondary schools under the responsibilities of the municipalities. For example:

a. The supervision of attendance and certain responsibilities by the prefectures.

b. To give the responsibility of supervision of personnel to the municipalities and to geve the prefectures the right to advice and regulate important matters.

c. To have the prefectures give supplementary guidance in regard to curriculum and operation of the schools.

3. To give the prefectures the responsibility of issuing certificates to teachers below the upper secondary schools of the national public and private schools.

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4. To give the prefectures the responsibilities of regulating the school districting of public upper secondary schools.

5. To give the national office the right to advice the regulation of personnel such as principals and teachers.

6. Others.

Above are the problems in regard to the supervision and guidance of the prefecture on the work in charge of the municipalities and of the national office on the work in charge of the prefectures.

7. Others

Besides the above, there is a necessity of considering the allocation of responsibility of the Junior College in each university.

II. The problem of the extent of duties to be given to the Board of Education.

A. In case of the enlargement of duties whether to give it

1. The responsibility of universities and private schools.
2. The responsibility of religious matter.
3. The responsibility of health and sanitation and constructions related to schools.
4. The responsibility of child welfare work in relation to non-attendance.
5. The responsibility of expenditure related to school.
6. The right to give directives in regard to income for educational matters.
7. The right in special cases to introduce draft of laws and budget to the Assembly.
8. The right to decide all matters concerned with education according to the by-laws of the Board of Education.
9. The right of taxation, collection and decision on the budget.

B. In case of lessening its responsibilities, whether to give

1. The responsibility in general of school education and social education (to exclude culture, religion, technical matters concerning schools).
2. The responsibility of school education in general.
3. The responsibility of school education in general and certain aspect of social education (for example, auxiliary guidance work of social education).
4. The responsibility of specific work concerning school education as well as social education (for example, to decide or cancel the establishment of schools, their personnel, supervision and operation and fundamental policies of schools).
5. The responsibility of specific matters in regard to school education.
6. To make it an advisory body.

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Outline of the Fifth General Meeting of the Board of Education System

I. Important opinions expressed during the general discussion

A. There is a necessity of making the unit to be established large to the extent that no difficulty arises from the interchange of personnel. Even if it is established in the gun unit, it is better to have the prefecture responsible for the personnel.

B. The most important problems in regard to the allocation of responsibilities are the problems on personnel and supervision of the upper secondary schools. If the standard of the teachers is lowered to the local level, not only will it cause inconvenience in the interchange of teachers but will injure their positions and cannot be advantageous in view of educational independence. Looking from this angle, the payment or salaries should also be the responsibility of the prefecture. In regard to lowering the level of the upper secondary schools to that of the local areas as recommended by both the First and the Second Education Mission, Japan is at present not in the stage to be able to give upper secondary school education to all her citizens as in America. Therefore, there is a very little necessity of lowering the standard of the upper secondary schools to that of the local areas. For the above reasons, the prefectures should take the responsibility, except in case of the large cities.

C. Even if the upper secondary schools belong to the cities, it is true that the students applying for the schools are from the entire prefecture. Therefore it is better to give the responsibility of establishing upper secondary schools to the prefectures.

D. The Board of Education without a say in the personnel matter has no significance. Boards of Education of appropriate size should be established and given the responsibility of personnel.

E. The reallocation of educational responsibilities should be decided after considering the general amount of administrative responsibilities and the financial ability of the municipalities. In view of the above problem, it is better not to treat the municipalities ~~and the~~ of different capacity in the same manner but to establish Boards of Education only in the large and middle size cities and keep the municipalities under the direct supervision of the prefectural boards. However it is better to give the supervision of school facilities to the municipalities.

F. The Boards of Education established in the large and middle size cities must be absolutely independent from the prefectures in all matters as well as of upper secondary schools. The school administration must

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be carried out on the same status as the prefecture. Concerning the method of deciding the size of the cities, the unit of 150,000 population, applied in case of the establishment of health centers may be considered.

G. Although it is impossible to increase the wealth of the small municipalities even if they are given the financial sources, the large and middle size cities have the financial ability to carry on the educational administration independently. In order to strengthen the prefectural finance, a plan to transfer a part of the national tax can be considered.

H. From the point of preserving the educational independence of an independent body, it is not right to give the prefecture the responsibility of personnel. Boards of educations which are to be established should be the aggregate of the municipalities and strong enough to take on the responsibilities of both the personnel and their payment.

I. There is no objection to having the prefectures in charge of the upper secondary schools temporarily. However, the establishment of the schools by the cities independently must be recognized. In view of coordinating the city politics and its educational policies, the vocational upper secondary schools which are closely correlated with the city administration, have great many instances when the city cannot wait for the plans to come down from the prefectural offices.

J. To have towns and villages establish their own Boards of Education is not the aim of the Board of Education System. It is better to establish them on gun unit.

K. It can be said that the towns and villages where there is no Boards of Education would probably prefer to have the Board of Education, they themselves have elected, manage their schools if the schools they built cannot be under their direct supervision.

L. Is it not reasonable to allow a certain difference in the rights given to the prefectural and the local boards? For example, it is not suitable to have the local board responsible for the teaching certificates.

M. Is it not better to study the problem of compulsory education independently? Is it not reasonable to consider establishing two boards, one for elementary and lower secondary schools and one for upper secondary schools, according to the needs.

N. In regard to social education, the nature of social education is such that it ought not to be monopolized by any one body. Even the small municipalities should be allowed to carry out the work freely and give as much service as possible at every opportunity. The entire responsibility should be given to the prefectures.

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O. In case there is any illegality on the part of the chief in regard to bilateral budget, a plan must be considered to revise it without injuring the aims of the local autonomy. However, to allow the Board of Education to submit its budget directly to the Assembly will injure the financial unity of the autonomous body.

P. To give the Board of Education the power of collecting revenue independently will injure the synthetic character of the autonomous body. Futhermore, it is not appropriate for the rationalization of the local finance.

Q. Although, it seems appropriate under the present system to give the autonomous body the right to levy tax for its own purpose, it must adhere strictly to the aggregated finance of the autonomous body.

R. In order to uphold the equality of opportunity in education, it is necessary to give reconsideration to the problem of the national subsidy for education. The allocation of responsibilities should be considered with this in mind. The responsibility of the personnel should remain in the hands of the prefectures.

Opinions in regard to the establishment
of school district and school tax.

Specialist members of the Investigation
Committee on local administration
by Chief secretary of the Governors'
Mtg.

I. We are totally against the plan to establish school districts and to collect tax within the district. It is said that the Mombusho is planning to establish a school district to every 10,000 population and to give a part of the collected revenue for education in view of the recommendation of the Second Education Mission, Aug. 1950, on the problem of school district and tax (to establish school districts ~~aside~~ outside of the local administration districts and a system of collecting tax within the district for the educational fund of elementary, lower secondary and upper secondary schools).

The reasons for our opposition.

As a method of democratizing our local administration, it can be well understood that the first thing to be considered is to decide the method of handing over the work of the national office to the local offices; secondly to avoid assembling of power through local decentralization; thirdly to form various committees with the purpose of assembling impartially the opinions of the citizens and to work for mutual help and cooperation and see that the operation concurs with the fundamental principles of democracy. However, it must have its own limitations. To establish independent administration and finance at the same time will break up and encourage schismatic and independent principle and bring the local administration into confusion, thus losing the administrative unity where constructive plans for education, welfare, sanitation, public works, police, industry and others are necessary. We believe, therefore, that the respective committee should carry out its responsibilities within the limit of its budget in the most effective and impartial method. The responsibility of allocating the work rests with the heads of the local bodies and their assemblymen who have been elected by the wishes of the people at public elections. In this way, the various work of the local administration can best be developed.

Above are the fundamental reason for opposing the plan. Following is the supplementary reason in view of the present situation.

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1. A kind of school district and tax may be applicable where the administrative set-up is still undeveloped but under the present condition where the local public bodies are fully developed, they should be carried out within those bodies. To establish new school districts will be a drawback at this present stage.

According to the report of the six governors and prefectural assemblymen who went on a study tour of America in Oct, 1950, following is an example of overdoing the decentralization project.

"We were surprised to find so many one classroom schools or one teacher schools in the rural areas of the United States. Of the 14,000 elementary schools, 7500 are said to be one classroom schools. On the other hand, there were schools in the cities with wonderful facilities and equipments. Of course, the reason may be attributed to geographical condition. However, the main reason is that the school finance is wholly dependent on the economic ability of the special local body within the school district. It is also said that even if the facilities are poor under the present set-up, they prefer not to accept any subsidy from either the national or the state offices rather than suffer their educational supervision".

2. Although it appears as if the object of the new establishment of the school districts and tax is to set up boards of education with independent budgets, it is impossible to attain absolute independence even if the tax from the prefectures and the municipalities supplement the budget because most of the local education fund which is to support the compulsory education shows an approximate average obligation as municipalities 30%, prefectures 40% and the nation 30%. School districts for this purpose has, therefore, no significance.

Following is the amount of educational appropriation for local education, according to the 1949 balanced account.

Appropriating unit	Local Ed. Expense Total expenditure	Percentage	Total amount of the central local gov't general expenditure	% of Ed. expense
Central gov't	26,249,292,000 (68,208,038,000)	26.2	741,313,625,000	6.7
Prefecture	41,958,746,000	42.0	226,492,214,000	30.1
City	11,032,913,000	11.3	57,586,355,000	19.2
Town & village	20,534,024,000	20.5	84,297,476,000	24.3
Total	99,774,975,000	100.0	local 368,476,045,000	27.1

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Remark

1. Pref. expenditure in parenthesis includes the national subsidy.

2. Of the total local education expenditure, 90.3 or 90.4 %is for compulsory education .
Following is the amount of the national subsidy in 1950 for local education fund.

Total am't	%	national subsidy	%	local expense	%
102,505,000,000	100	31,055,625,000	30.3	71,449,375	69.7

3. The main point of the problem is to what extent the central and the local bodies should appropriate for the compulsory education. To guarantee this is the uppermost problem. Unless the central body does not clarify its stand on compulsory education fee for the citizens of Japan as stated in the new Constitution as wellas in the Fundamental Laws of Education, this problem cannot be solved.

Although since 1950, the law on appropriation of the compulsory education by the central body has been abolished and is to be paid from the local equalization fund, it is irrational to expect the weak local bodies to bear the entire responsibility of national compulsory education as stated in the new Constitution. Furthermore the plan formulated last year by the Mombusho to deduct the compulsory education fund from the equalization fund is thought to be against the original purpose of the equalization fund which was to have been an unrestricted financial source. We believe that it should be handled just as in the case of living subsidy or social insurance system.

4. Unless the above problems in regard to compulsory education is first decided and then consider the amount to be subsidized by the national body and where to seek sufficient financial sources, it is meaningless to discuss the transfer of any responsibilities .

5. If the above mentioned problem is first solved, an aggregation of municipalities will follow as its natural outcome with the strengthning of its finance. Therefore, there is no need of establishing an intermediate body such as the school district. Especially since the compulsory education fund is closely related to the attendance in school and quorum of students in proportion to the population (approximately thirteen) elementary school students to the population of one thousand and in the lower secondary schools, sevents to the same population), it should be considered that even if the area is enlarged, it does not mean the curtailment of expenditure to any large degree.

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6. As the result of the aforementioned facts, it is thought that many boards of education will be established in the municipalities. However, in the small weak towns and villages where its establishment is not sought, there is no need to push this project but it is better to plan a way of operation with the cooperation of the prefectural board of education according to the respective conditions of the local areas and in this way, bring about the realization of a true form of local autonomy.

Laws concerning the allocation of administrative responsibilities.
Investigation Department of the
Mayors' Meeting.

Administration of School Affairs.

I. Administration in relation to the School Education Law.

In regard to this administration, it is thought appropriate to allocate the responsibilities according to the following policies. The responsibility of the (city) private elementary and lower secondary schools which are at present under the prefectures should be transfered to the city.

a. The responsibility of elementary and lower secondary school affairs should be given to the municipalities.

b. The responsibility of the upper secondary schools should be given to the city or to the prefecture.

c. The responsibility of all universities except the national, should be given to the large cities (population of more than 500,000) and to the prefectures.

d. The responsibility of the blind and deaf schools should be given to the large cities and to the prefectures.

II. Administration in relation to the library law.
The responsibility of all libraries except the national, should be given to the municipalities.

III. Administration in relation to the special law on government, educational staff. Although the responsibility of employing secondary and

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elementary school teachers is in the hands of the municipalities the prefectures are responsible for the registration of the applicants thus resulting in a very irrational condition. It is thought proper to be consistent in giving the right to the district employing the teachers on the matter mentioned above in regard to the administration of special law on government educational staff.

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File: ~~Big Cities~~ 11°-A

Joint Conference of Bd Members and Supts ofthe 5 Major Cities

Date: 2 June 1951

Place: Kobe, Mayor's Official Residence.

Attend: Each Bd Ed was represented by 2 or 3 members, Superintendent and a couple of their subordinates. (about 30 in all)

1000 - 1200: Dr. Shiomi's Lecture on " Educational Administration and Finance" (synopsis in separate sheet.)

1300 - 1600:

1. Report of Superintendents' meeting held the previous day.

1. To bring USS under single control of city: To study more and appeal to National Gov't.

2. Establishment of National Association of Local Bds Ed:

3. Re Resolutions of 2nd Central Ed Finance Study Conference: Too favorable for prefectures.

4. Re Floating Loan for 6-3 Construction: Broaden the allocated limits in supplementary budget.

5. Re Ed Minister's Inquiry on Legislating the School Lunch Law: Support unless local financial burden increases.

6. Re Establishment of Special City System: To cooperate and expedite its realization.

2. Report of Committee: The Committee had done everything to convince Diet members to submit to the Diet a draft revision of Bd Ed Law stipulating the special status of the 5 major cities and bring all public USS in the respective city areas under the control of City Bds Ed.

The reporter closed his statement with an implication that a large sum of money should be given to Diet members concenned to have them introduce the desired bill to the Diet session.

One of the participants (Kobe Bd?) said from his own past experience as a Diet member that the most effective way is to invite important Diet members to a lunch party and solicit them. However, the reporter responded that he had tried similar method already, but in vain.

They could not reach any definite agreement on this matter except to work through the 5-men Commission which was somewhat sympathetic with the 5 cities when the Commission made the first report to submit to the National Government and Diet Houses.

3. Establishment of Local Bds Ed Assn: National Association of Local Bds Ed excluding those of prefectures was proposed and decided on the following alleged reasons:

(1). Emergency needs to fight against pref Bds Ed which object against giving the 5 Cities the control of Pref USS and placing the said Cities on the

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equal level with them.
(2). 5 Major Cities alone are not strong enough to achieve their purposes.
(3). Pref Bds advocate "Only Pref Bds and no Locals."

The proposed National Association of Local Bds Ed to be established as follows:
Organization: 3 Blocs: East (Kanto including Sendai)
Middle (Tokai Hokuriku Region)
West (Kinki including Hiroshima)

Date for Organization: 16 June. However, on June 14, local Bds Ed will meet by themselves to discuss proposals to present to the General Meeting of the Joint National Association of Pref and Local Bds Ed to be held on June 15.

In case the said proposals are turned down (which they expect very probable) at the said Joint meeting, local Bds will resign from the said Joint National Assn as members.

(Miura)

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110-A

Minutes of the Meeting of the Special Committee to
the Kinki Prefectural Boards of Education Liaison Council.

DATE: 10 May 1951

PLACE: Tennoji Library, Osaka City

1. Resolutions:

a. Re Size of Board of Education District: Establishment of board of education shall be compulsory in case of prefectures, but optinal in case of cities, towns and villages.

b. Re Re-allocation of Responsibilities: Since this is to be included in Problem No. 1, it shall be omitted.

c. Re Firm Establishment of Educational Finance:

(1) To revise Article 57, par. 2 and Article 58, par. 2 of the Board of Education Law, and paragraph 2 of Article 97 of the Local Autonomy Law.

(2) To set up standards high enough to materialize the provisions of educational laws.

(3) By restoring such a system as the Law concerning National Treasuer's Share of Compulsory Education Expenses, to put the compulsory education expenses outside the scope of the Equalization Grant.

d. Re Method of Electing Board Members: Public election as it is at present. However, election should be financed with public funds completely.

e. Re Relation between Board of Education and Superintendent: Unnecessary to discuss. In this connection, Mombusho should be strongly warned and told that this problem is not necessary to discuss. Mombusho should be sternly criticized for such an attitude of theirs toward this problem and should be told that this very attitude is a negligence of the Bd of Ed Law.

2. An emergency proposal was made by Mr. Mizukawa, member of Osaka Board, to discuss whether the board of education system is to be continued or abolished, and the discussion concluded that the system must be continued.

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a. Logical Background: Art. 1 of theBd Ed Law.

b. Method of Carrying on the Campaign:

(1) To clarify through press etc, the attitude that supports the continuance of the Bd system.

(2) Each prefecture will carry on the information campaign about the necessity of the board of education. Especially, mayors of cities, towns and villages are to be informed thereof.

(3) To lead the general public to support the continuance by publishing the achievements of the existing boards of education.

(4) To present the Kinki resolutions to the National meeting in Tokyo and carry on a nation-wide campaign.

(5) For each prefecture to appeal positively to their Diet members.

(6) To give pressure to the Deliberative Councils of Mombusho and the Cabinet.

3. Free Discussion:

Mombusho has been blamed by the Natonal Bd Ed Members Liaison Council for admitting only two representatives in personal capacity from the board members to the Board of Education System Deliberative Council. Also has been demanded of Mombusho is an increase of representation in an anticipation of the said two representatives' failure to attend.

At present, Mr. Yamazaki, one of the said two representatives, is ill in bed and Mr. Takagi, another representative, is going over to the States. Therefore, board members will not be represented at meetings of the said Council at all at least for the time being. However, Mombusho has taken no measures against this situation. It has been decided that Mombusho be blamed very strongly for its irresponsible attitude.

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Existing Constitution of The Kinki Prefectural Boards of Education Liaison Council

CHAPTER I GENERAL

Art. I. This Liaison Council shall be called the Kinki Prefectural Boards of Education Liaison Council. (Hereafter referred to as L.C.)

Art. 2. This L.C. shall purport to exchange information and discuss concerning the matters of common interest that come under the jurisdiction of each prefectural board of education in Kinki Region, putting special emphasis upon the matters of public relation; as well as to promote friendly relation among the members of this L.C.

Art. 3. Business concerning this L.C. shall be handled by the Secretariat of the sponsoring prefecture by turns.

CHAPTER II ORGANIZATION

Art. 4. This L.C. shall be organized by the boards of education established in the prefectures of Osaka, Kyoto, Hyogo, Nara, Wakayama and Shiga.

Art. 5. Chairman for the meeting shall be decided by the sponsoring prefectural board of education.

CHAPTER III MEETINGS

Art. 6. Chairman shall precide over the meeting.

Art. 7. The sponsoring prefectural board of education shall request the presentation of topics to discuss from each prefectural board of education one week prior to the meeting.

Art. 8. The next sponsoring prefectural board of education shall be decided at the meeting.

(Enacted 13 Feb. 1948)

DECLASSIFIED E.O. 12065 SECTION 3 402/NNBS NO:

Proposed Revision

CHAPTER I GENERAL

Art. 1. This Liaison Deliberative Council shall be called the Kinki Prefectural Board of Education Members Deliverative Council. (Hereafter referred to as L.D.C.)

"each prefectural board of education in Kinki Region" of Article 2 shall be changed as "7 prefectural boards of education in Kinki".

Art. 3. "this Liaison Council" of Article 3 shall be revised as "this Liaison Deliberative Council".

CHAPTER II ORGANIZATION

Art. 4. This L.D.C. shall be organized by the members of the 7 prefectural boards of education in Kinki.

CHAPTER III MEETINGS

Art. 5. This L.D.C. shall meet 6 times each year. However, extraordinary meetings may be held in case of need.

Art. 6. Meetings shall be held in Kyoto, Osaka, Shiga, Hyogo, Wakayama, Nara and Mie in the order mentioned.

Art. 7. Chairman of the sponsoring board of education shall be the Chairman of the meeting.

Art. 8. Those matters which require continuous study may be entrusted to the Special Committee.

Art. 9. This Constitution shall be revised through a concurring vote of a majority of the members present.

Adopted 21 May 1951

(Translated by Miura)