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

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Osaka

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

Tokushima School Board

MEMBER OF SCHOOL BOARD

Prefecture

Mr. Nakano
Mr. Mizukawa
Mr. Miboshi
Mr. Shono
Mr. Ishikawa
Mr. Kita
Mr. Hirose (from Assembly)

Municipal

Mrs. Nishiwaki
Mr. Wakita
Mr. Tai
Mr. Amano
Mr. Tamura (from Assembly)

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COPY

File: School Boards

OSAKA LIAISON & COORDINATION OFFICE
PREFECTURAL BUILDING
OSAKA

SY/ai

For Capt. Hunt

30 November, 1948

Remuneration Table for Prefectural and Municipal Assembly Men in Osaka Prefecture

Prefecture or City	Chairman (monthly amount in yen)	Vice-Chairman	Ordinary Assembly-men	Effective from:
Osaka Pref.	10,000	8,000	6,000	1 Jan. 1948
Osaka City	10,000	8,000	6,000	5 Oct. 1948
Sakai	6,000	4,500	3,000	1 Apr. 1948
Kishiwada	3,500	2,500	1,500	19 Aug. 1948
Fuse	3,500	2,500	1,500	1 Sept.1948
Toyonaka	2,000	2,000	2,000	14 Sept.1948
Ikeda	2,500	2,200	2,000	15 Sept.1948
Suita	3,000	3,000	3,000	1 Apr. 1948
Izumi-Ohtsu	3,000	2,000	1,000	1 Jun. 1948
Takatsuki	2,000	2,000	2,000	1 Sept.1948
Kaizuka	2,000	1,800	1,500	1 Aug. 1948
Moriguchi	3,000	2,000	1,500	1 Apr. 1948
Hirakata	2,000	1,500	1,200	20 Sept.1948
Ibaragi	2,000	1,400	1,200	2 Sept.1948
Yao	4,000	3,500	2,000	12 Nov. 1948
Izumi-Sano	2,500	2,000	1,500	1 Apr. 1948

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Remarks: All remunerations listed above are paid by the authority given in Art. 203, Chapter VIII Allowances, of the Local Autonomy Law (Law No. 67, April 17, 1947; latest amendment Law No.52, June 3, 1948), in which it is stipulated that: "An ordinary local public body shall pay remunerations to its assemblymen, ..." (para. 1) and that: "The amount of remuneration and of reimbursement of expenses and the manner of payment thereof shall be provided for in bylaws." (para. 3).

The Regulations (by-laws) issued by the respective cities on the subject of remuneration all quote the above mentioned Law No. 67 as authority, and as the texts are practically the same in all cases, only the date from which the amounts shown above came into effect are given (in column at extreme right of the table).

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File School Board

August 1948

What is the Education Committee?

The Education Committee Law which is to bring about an epoch-making change for the educational administration of this country, was made public on July 15th.

By this law, the local educational administration which has been in charge of prefectural governors or mayors of cities and heads of towns and villages, including education, sciences and arts and general culture, will be handed over to the management by the Education Committees which consit of members elected by local people.

This is expected to achieve the true educational democratization by enforcing a educational administration according to fair public opinion and respective local circumstances.

The Education Committee consists of prefectural committees and local committees, Local committees are to be established in cities, towns and villages, and, this time, we establish them in 3 cities, that is, Osaka, Sakai and Kishiwada. As regards the establishments of these committees, the prefecural committee has 7 members (1 Pre. Assembly man included) and each of the local committees has 5 members (1 Municipal Assemblyman included).

They are all elected immediately by you, residents of the prefecture and the cities, from among candidates recommended by more than 60 voters.

The election of the members of the committees according to this epoch-making new system will take place on October 5th.

Whether the education is democratically enforced and can attain its own aim or not depends upon whether appropriate men are elected for the Education Committees or not. In other wards you, the voters, are responsible for the further improvement of education by this new system.

Then, what sort of men should be elected for the members of Education Committees? Of course, they must be persons of excellent personality and good sense, but at the same time they must have a steadfast belief, deep interest and enthusiasm on all the problems about education and, moreover, be cooperative.

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On the other hand, undesirable are both people who intend to abuse the official authority of member of Education Committee for earning their living or attaining their political ambitions and people who are considered to represent the interests of some specific organizations.

You, people of this prefecture!
Go to the coming election with deep understanding and belief about education, which is no cocern of anyone else but you.

OSAKA Prefecture

(TRANSLATION: S. OKAMOTO
TYPEWRITING: K. SUZUKI)
Submitted by K. Ueda

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Okada V
Otake RKO

Board of Education

file

Chapter VII. The Board and Educational Programs

1. Education legally a state responsibility.

Education is a state responsibility. Local boards of education are legally both agents of the state and representatives of the people in their communities. In the last analysis, the citizens of the state control public education. Through the legislature the people can prescribe the program of studies; require that plans for buildings be adopted by the ministry of education; fix a minimum salary for teachers; establish standards for teachers' certificates; provide for permanent tenure for teachers. This authority has seldom been used, right of decision being granted to boards of education.

The law, in Ohio, now provides that each local board of education must prescribe the program of studies for the school system. The action of the local board is subject to the approval of the state department of education.

2. Mission of Local board of education.

Within legal limits local boards of education have complete freedom of action in selecting personnel and in fixing salaries and working conditions. With reference to the educational program the local school board has three major functions: it puts into effect the minimum program of the state; it adapts the state program to the local community; and when financially able to do so it extends the program beyond the state minimum.

In recent years many local boards have developed certain programs for securing community participation in studying the need of the community and in setting up a program for the schools to meet these needs. Parent-teacher councils, professional staff councils, and student councils, both public and private agencies concerned with health, welfare, and recreation are invited by the board of education to sit with them in discussing and formulating educational policies.

3. How Public Opinion may be Obtained and to What effect it may be used.

In a recent study the National Opinion Research Center of the University of Denver asked the following questions in every part of the United States:

What do you think is the most important thing for children to get from their education in school?

Are you satisfied with what they are getting from their education in school?

Is there any kind of change you would like to see made in the public schools?

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34 percent regarded academic subjects most important, 14 percent regarded citizenship education most important, and only 11 percent considered social adjustment most important, while others mentioned desirable character traits, or vocational training.

The complete report of this survey exposed "areas of ignorance and misinformation regarding education in the US". It indicates a need for more intensive surveys in various localities to determine public understanding of and reactions to specific educational policies.

4. Scope of Educational Program.

Usually the program of public education includes only nine to twelve years. It will be necessary, in the future, to extend to larger numbers of pupils the school program upward and downward. Adult education for all who will avail themselves of it is urgent, when millions of veterans and war workers are looking to vocational readjustments. General education as well as vocational education should be included in any upward extension of the lower and upper secondary schools. The summer vacation period should be used for camping, recreation, work experience, all related to the educational program.

Local boards, in order to meet these post-war problems, may well seek the cooperation of citizens, as well as parents and the students.

The responsibility of the state in this connection is to provide leadership and guidance, to find ways and means for supporting an expanded program, and provide for regional schools under local control with a large measure of state support.

5. Program of Studies.

The following six areas, in addition to health and work experience, are proposed as making up the indispensable content for all American youth:

1. Civic responsibility and competence
2. Understanding of the operation of the economic system and of the human relations involved therein.
3. Family relationships
4. Intelligent action as consumers
5. Appreciation of beauty
6. Proficiency in the use of language.

When it comes to the preparation of courses of study and the construction of specific units of study, the professional staff of the schools should be free from interference. Curriculum planning and development is a highly technical task which requires special training. Board members cannot be expected to have the technical competence to pass on the work of expert teachers in this field, any more than the patient's family can pass on the doctor's treatment. Nor can the board pass upon specific textbooks, library materials, or methods of teaching.

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6. Controversial Issues.

Controversial issues are those which divide the local community. They include all the problems that are vitally important for modern living on which people in the community have conflicting views. Shall the schools avoid these issues? Shall these vital problems be excluded from the classroom? Here the local board should take a stand. It should protect teachers who deal with these live subjects. Such issues should come up only when and as the interests and previous experiences of the children make them appropriate but should not be prohibited when interest or need set the stage for approaching them.

The problem of academic freedom arises when selfish or misguided individuals or pressure groups seek to interfere with the work of the school. The board should examine the proposals or objections with care and decide on a course of action which will be for the best interests of the school and community.

7. Guidance and Counseling.

Rarely is counseling service now provided in the elementary school, except by the regular teachers. Skilled counselors must be provided for the important work of guidance and counseling. Equally important is the initial placement service for those who drop out of school and for the graduates who do not go on into upper secondary school and college. The placement service should also have charge of finding for students significant types of work experience and various forms of community participation, especially in welfare, recreation, and other services needed in the community. The placement service should work closely in cooperation with the counselors and should provide adequate follow-up in order to coordinate the work experience, the community participation, and the early experiences on the job with the counseling services of the school.

8. Physical Factors.

The furniture and equipment of a modern school should be selected according to specifications that result from an analysis of the needs of the program. Supplies should also be provided generously so that the program will be made effective.

Audio-visual aids are necessary. Libraries of slides, film slides, motion pictures, and recordings must be available. Projection equipment, radios, and phonographs are essential. Textbooks must be improved by use of more effective illustrations.

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File School Boards

Executive

3KA NR 1 & 1

PP UAPEL

FM UAPEK 7373/CG I CIRPS 2103152
TO UAPEJ/CO KYUSHU MIL GOVT REGION
UAPLF/CO TOKAI-HOKURIKU MIL GOVT REGION
UAPEL/CO HYOGO MIL GOVT TEAM
UAPEL/CO OSAKA MG TEAM
INFO UAPEL/CO NARA MG TEAM
INFO UAPEL/WAKAYAMA MG TEAM
QXN UAPEK/KYOTO MG TEAM
WD CRNC

CITE ICBA - 150 FOLLOWING INFORMATION IS BASES FOR NEW CONFERENCE WHICH SHOULD BR HELD MONDAY CMA TWO THREE AUGUST AND ATTENDED BY NEWSPAPER REPORTERS AND EDITORIALISTS CMA RADIO REPRESENTATIVES CMA PREFECTURAL EDUCATION SECTION CHIEF CMA GOVERNOR OR VICE GOVERNOR CMA AND REPRESENTATIVES OF PETER TARE ABLE AND WOMENS ORGANIZATIONS PD PREFECTURE DASH WIDE DISSEMINATION IS REQUESTED PD RELEASE IN NAME OF JAPANESE PD DO NOT REPEAT NO QUOTE MILITARY GOVERNMENT PD MESSAGE FOLLOWS GLN ELECTION FOR THE SCHOOL BOARDS WILL BE HELD OCTOBER FIVE THROUGHOUT THE EMPIRE NATION PD AT THAT TIME ALL PREFECTURES AND THE FIVE BIG CITIES WILL ELECT SCHOOL BOARDS PD PREFECTURAL BOARDS

WILL HAVE SEVEN MEMBERS AND LOCAL BOARDS WILL HAVE FIVE MEMBERS PD CANDIDATES FOR PREFECTURAL AND BIG CITIES SCHOOL BOARDS MUST SEND IN THEIR SCREENING QUESTIONNAIRE TO THE MINISTRY OF EDUCATION BEFOR RPT BEFORE SEPTEMBER ONE FIVE CMA ACCORDING TO NEW HATSUTEKI SIX NINE CMA RATHER THATN AUGUST TWO FIVE CMA PAREN HATSUTEKI SIX FIVE PAREN WHICH HAS BEEN AMENDED PD THEY MAY PRESENT THEM TO THE GOVERNOR WHO IS THEN RESPONSIBLE TO GET THEM INTO THE MAILS TWO DAYS BEFORE THE DEADLINE PD ANY CITY CMA TOWN CMA OR VILLAGE OUTSIDE OF THE BIG FIVE CITIES WHICH HAS A LOWER SECONDARY SCHOOL MAY HAVE A SCHOOL BOARD THIS YEAR IF IT PASSES A RESOLUTION TO THAT EFFECT IN ITS

LOCAL ASSEMBLY AND REPORTS ITS INTENTION TO THE PREFECTURAL GOVERNOR BEFORE WEDNESDAY CMA AUGUST TWO FIVE PD THE CANDIDATES FOR SUCH SMALLER CITY CMA TOWN AND VILLAGE BOARDS WILL ALSO HAVE TO SUBMIT THEIR SCREENING QUESTIONNAIRES TO THE PREFECTURAL GOVERNOR AGAINST A DEADLINE WHICH EACH GOVERNOR DECIDES UPON CMA AND THE CANDIDATES WILL HAVE TO BE SCREENED BY THE PREFECTURAL TEACHERS SCREENING COMMITTEE PD ACCORDING TO THE SCHOOL BOARDS LAW BOARDS IN SUCH CITIES CMA TOWNS AND VILLAGES MUST BE FORMED NOT LATER THATN ONE NOVEMBER ONE NINE FIVE NAUGHT PD THEY MUST PASS A RESOLUTION OF THE LOCAL ASSEMBLY AND REPORT SUCH RESULUTION TO THE PREFECTURAL GOVERNOR

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LOVE PAREN BE SCREENED BY THE PROPER SCREENING AUTHORITIES CMA THE PREF ECTURAL SSCREENING BOARD OR THE NATIONSL SCREENTING BOARD PD THE SCHOOL BOARD SHOULD NOT REPEAT NOT BE CONSIDERED A MEANS OF LIVELIHOOD OR A STEPPING STONE TOWARD POLITICAL OFFICE PD IT SHOULD BE CONSIDERED A PART DASH TIME PUBLIC SERVICE WHICH IS LARGELY

ADVISORY IN NATURE PD IT SHOULD BE A POSITION OF HONOR AND RESPONSIBILITY IN THE COMMUNITY WITH STATUS EQUAL TO THEAT OF MEMBER OF THE LOCAL OR PREFECTURAL ASSEMBLY PD IT IS NOT EXPECTED THAT IT WILL TAKE THE FULL DASH TIME OF THE MEMBERS CMA OR THAT IT WILL BE A SERIOUS HANDICAP TO PROFESSIONAL PEOPLE IN CARRYING

ON THEIR JOBS PD INTERESTED AND ABLE PEOPLE OF ALL CLASSES WHO FULFILL THE ABOVE QUARLIFICATIONS SHOULD RUN FOR THE BOARD EVEN THOUGH THEY ALREADY HAVE FULL DASH TIME JOBS PD WOMENS ORGANIZATIONS AND PETER TARE ABLE GROUPS SHOULD MEET IMMEDIATELY AND GET OUT PETITIONS FOR COMPETENT PEOPLE TO REPRESENT THEM PD IT IS RECOMMENDED THAT THEY THINK RPT THINK PARTICULARLY OF NOMINATING ABLE WOMEN PD THE SUCCESS OF DEMOCRATIZATION OF THE SCHOOLS DEPENDS UPON THE ELECTION OF GOOD SCHOOL BOARDS PD THE SUCCESS OF SCHOOL BOARDS DEPENDS UPON THE CALIBER OF BOARD MEMBERS PD THE BEST QUALIFIED PERSONS MUXT RPT MUST COME FORTH NOW AND MAKE THEMSELVES AVAILABLE FOR ELECTION PD END

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NINE NAUGHT DAYS BEFORE ELEDTION CMA WHICH SHALL BE HELD ON OCTOBER FIVE OF THE YEAR BEFORE THE SCHOOL BOARD IS TO BE ESTABLISHED PD IT IS RECOMMENDED THAT CITIES CMA TOWNS AND VILLAGES WHO WISH TO HAVE SCHOOL BOARDS BEFORE ONE NINE FIVE NAUGHT MEET IMMEDIATELY CMA PASS A RESOLUTION TO THAT EFFECT AND INFORM THE GOVERNOR PD THEN LOCAL CITIZENS CROUPS SHOULD STIR THEMSELVES IMMEDIATELY TO NOMINATE THE BEST POSSIBLE CANDIDATES FOR THE LOCAL BOARDS PD THE MEMBERS OF THE SCHOOL BOARD CMA SHOULD BE REPRESENTATIVE OF ALL MAJOR SEGMENTS OF THE COMMUNITY INCLUDING VARIOUS PROFESSIONAL AND OCCUPATIONAL GROUPS PD SO THAT THE BOARD SHALL MIRROR THE IDEALS

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AND ATTITUDE OF THE ENTIRE COMMUNITY CMA IT MIGHT INCLUDE FOR EXAMPLE CMA A DOCTOR CMA A LAWYER CMA A FARMER CMA A BUSINESSMAN CMA A MEMBER OF SOME TRADE OR CRAFT CMA AND A PROFESSIONAL EDUCATOR NOT EMPLOYED BY THE PUBLIC SCHOOLS PD EACH BOARD SHOULD INCLUDE ONE OR MORE WOMEN PD IF ON THE OTHER HAND CMA THE SCHOOL BOARD SHOULD BE COMPOSED EXCLUSIVELY OF PEOPLE FROM ONE GROUP CMA SUCH AS TEACHERS OR BUSINESSMEN CMA THE WHOLE PURPOSE OF EDUCATIONAL DECENTRALIZATION WOULD BE DEFEATED PD THE SCHOOLS BELONG TO THE WHOLE POPULATION PD THEY ARE PUBLIC PROPERTY AND THEIR CONTROL HOULD BE TRULY REPRESENTATIVE PD ONE OF THE MAJOR RESPONSIBILITIES OF THE

PAGE SIX OF UAPEK 7373

SCHOOL BOARD WILL BE TO WORK OUT A BUDGET PD ONLY IF THE BOARD IS REPRESENTATIVE OF THE TAXPAYERS CMA WILL IT BE ABLE TO WORK OUT AN ADEQUATE SCHOOL BUDGET PD INASMUCH AS THE SCHOOL BOARD HAS THE AUTHORITY TO DO BUSINESS WITH THE TEACHERS CMA IT IS NOT WISE THAT IT SHOULD BE MADE UP EXCLUSIVELY OR PREDOMINANTLY OF TEACHERS PD IN ADDITION TO THEIR LEGAL REQUIREMENTS CMA MEMBER OF THE SCHOOL BOARDS SHOULD CLN PAREN ABLE PAREN BE INTERESTED IN SCHOOLS AND CHILDREN SMCLN PAREN BAKER PAREN HAVE AN UNDERSTANDING OF THE NEW EDUCATION AND WILLINGNESS TO PROMOTE REFORM SMCLN PAREN CHARLIE PAREN UNDERSTAND THE FINANCIAL STATUS OF THE SCHOOLS AND OF THE COMMUNITY SMCLN PAREN DOG PAREN BE ABLE TO DISCUSS SCHOOL AFFAIRS IN A PRACTICAL MANNER

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SMCLN PAREN EASY PAREN HAVE SOME FORMAL SCHOOLING SO THAT THEY CAN READ AND WRITE INTELLIGENTLY SMCLN PAREN FOX PAREN BE TAXPAYERS SMCLN PAREN GEORGE PAREN BE PERSONS OF GOOD MORAL QUALIFICATIONS WHO HAVE THE RESPECT OF THE COMMUNITY SMCLN PAREN HOW PAREN HAVE COMMUNITY PRIDE CMA PARTICULARLY IN THE SCHOOLS SMCLN PAREN ITEM PAREN BE NOT IDENTIFIED CLOSELY AS LEADERS OF ANY POLITICAL OR OTHER PRESSURE GROUPS SMCLN PAREN JIG PAREN HAVE THE TIME AND ENERGY TO ATTND ALL MEETINGS SMCLN PAREN KING PAREN BE COOPERATIVE INDIVIDUALS CMA NEITHER RUBBER STAMPS WITH NO INITIATIVE OR INDEPENDENCE CMA OR HEADSTRONG PERSONS WHO WITH TO DOMINATE THE SCHOOL BOARD SMCLN PAREN

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SUGGESTIONS RELATIVE TO THE ADOPTION OF A TEMPORARY ORGANIZATION

A

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

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

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

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

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

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

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

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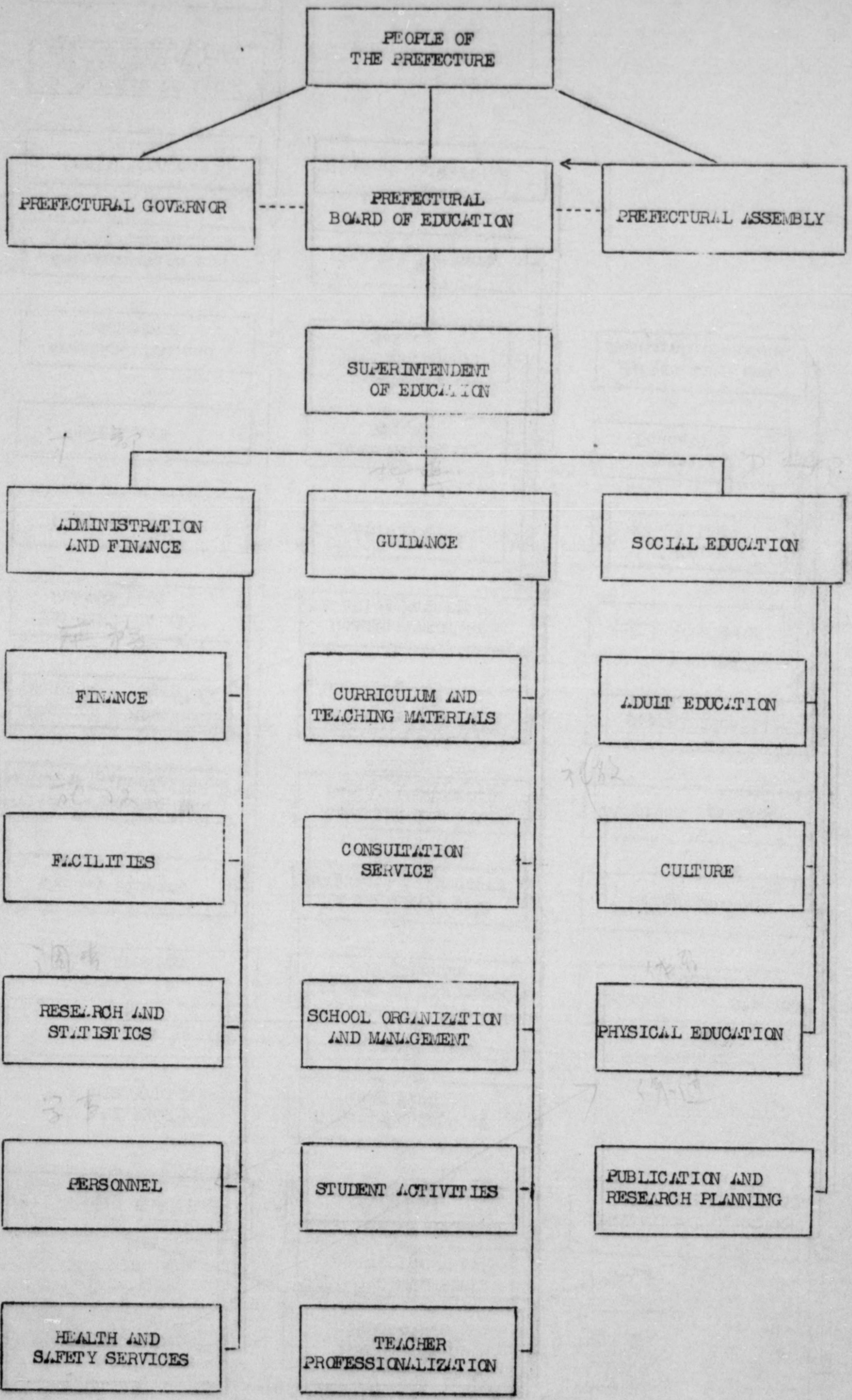
Suggested Organization of a Prefecture



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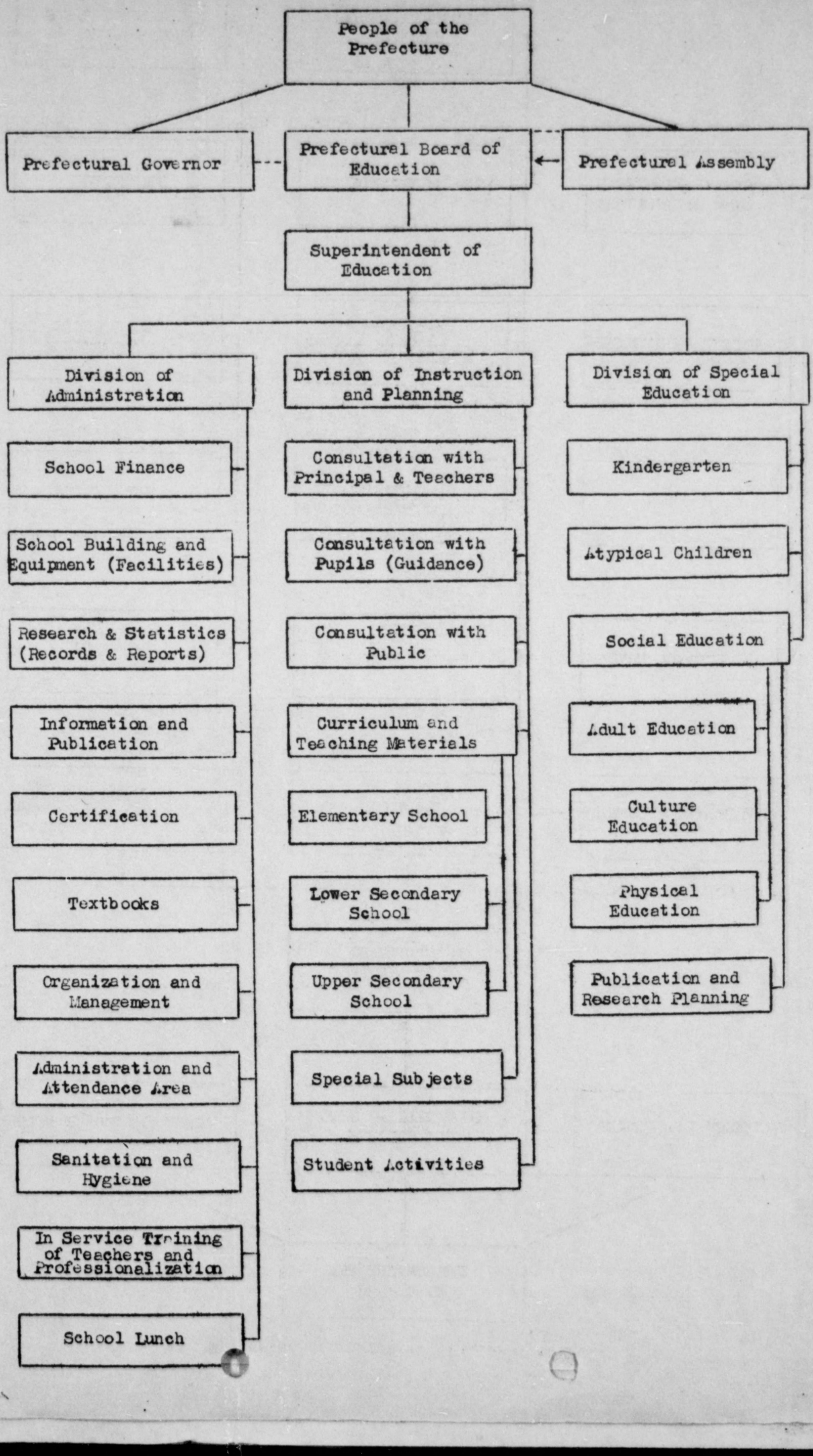
Suggested Organization of a Prefecture



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A SUGGESTED DISTRIBUTION OF FUNCTIONS
(Prefectural Boards of Education)

'INANCE

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

ESEARCH & STATISTICS

-Research & Statistics
- ecords keeping and safeguarding all permanent, cumulative records except the records of Board of Education, finance and teachers
- eports to M/Ed

-School administrative & attendance area

ONSULTANT SERVICE

Consultation with principal and teachers of
- elementary
- lower secondary
- upper secondary
- correspondence
- evening & part-time

Consultation with pupils:
- educational guidance
- vocational guidance

Consultation with the public

-public relations
- bulletins
- open house
- press
- model home
- radio
- speeches

FACILITIES

-Buildings & grounds
- equipment
- supplies
- operation
- maintenance
- removal of hazards
- space provisions
  - for curriculum
  - for activities
  - for offices
  - for storages
  - for contests

-Building programs. Planning:
- -the needs in the light of curriculum
- -the space provisions
- -the materials
- -the finance
- -the construction

CURRICULUM & TEACHING MATERIALS

-Curriculum
- elementary
- lower secondary
- upper secondary
- handicapped
- kindergargarten
- vocational

-Textbooks
-Teaching-materials
-Auditory aids
-Visual aids

ADULT EDUCATION

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

PERSONNEL

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

-Permanent cumulative records of non-certified employees
- experience
- health
- personal data
- training

SCHOOL ORGANIZATIONS & MANAGEMENT

-Organization
- Principal
- Asst. principal
- Secretaries
- Caretakers of
  - elementary
  - lower secondary
  - upper secondary

-Management
- Housekeeping
- School records
- Internal finance
- Principal
- Teacher
- Pupil
- Custodian
- Space utilization
- Use of library

CULTURE

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

HEALTH & SAFETY SERVICES

-School lunch
-School sanitation & hygiene
-School safety
- pupils
- patrons
- teachers:
  - on bleachers
  - in classroom
  - in corridors
  - on playgrounds
  - enroute to & from school

-Physical examinations & follow-up
-Cumulative health records
-Dental examinations
-Immunization

STUDENT ACTIVITIES

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

TEACHER PROFESSIONALIZATION

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

-Professional organization

PHYSICAL EDUCATION

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

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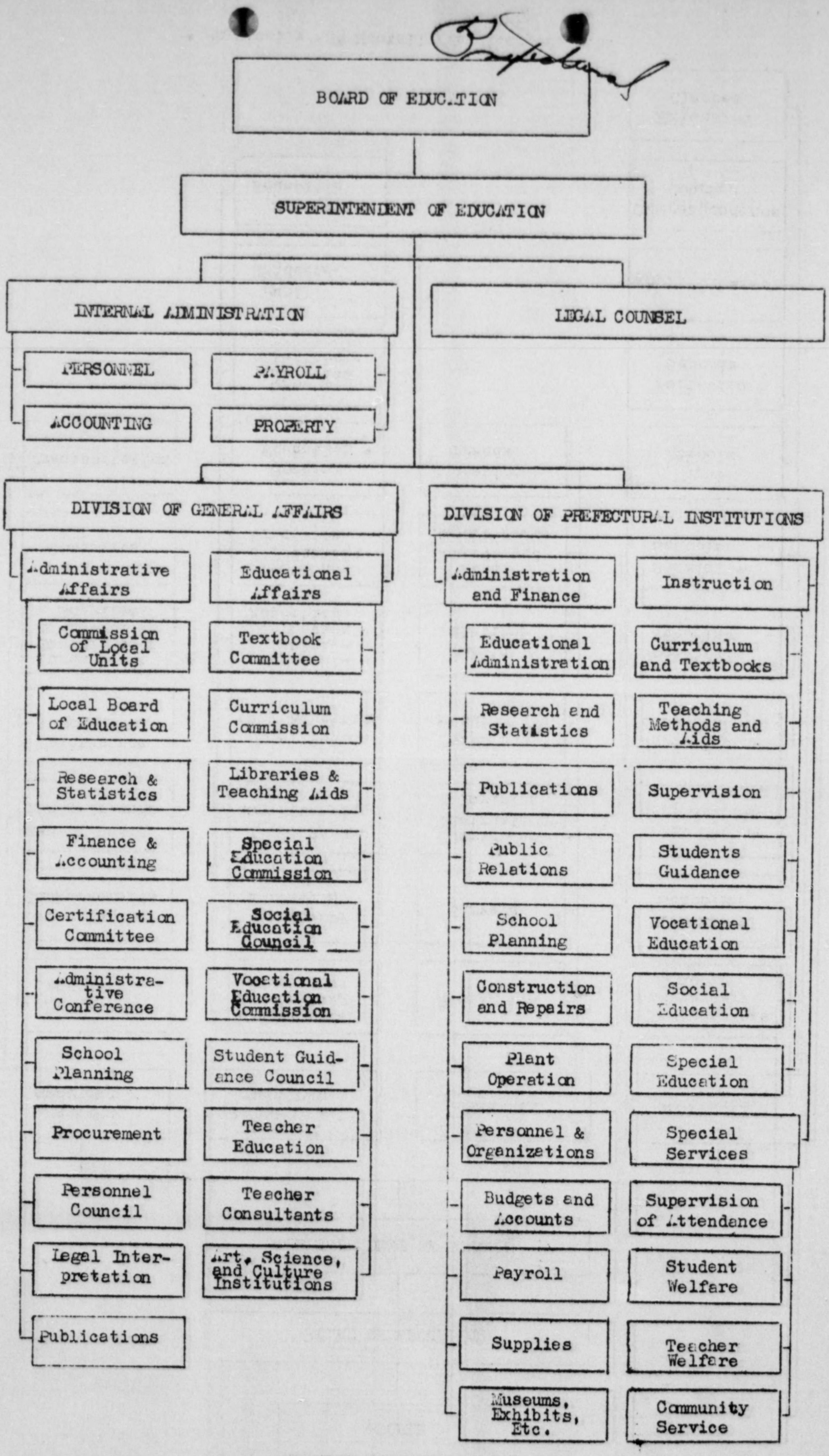

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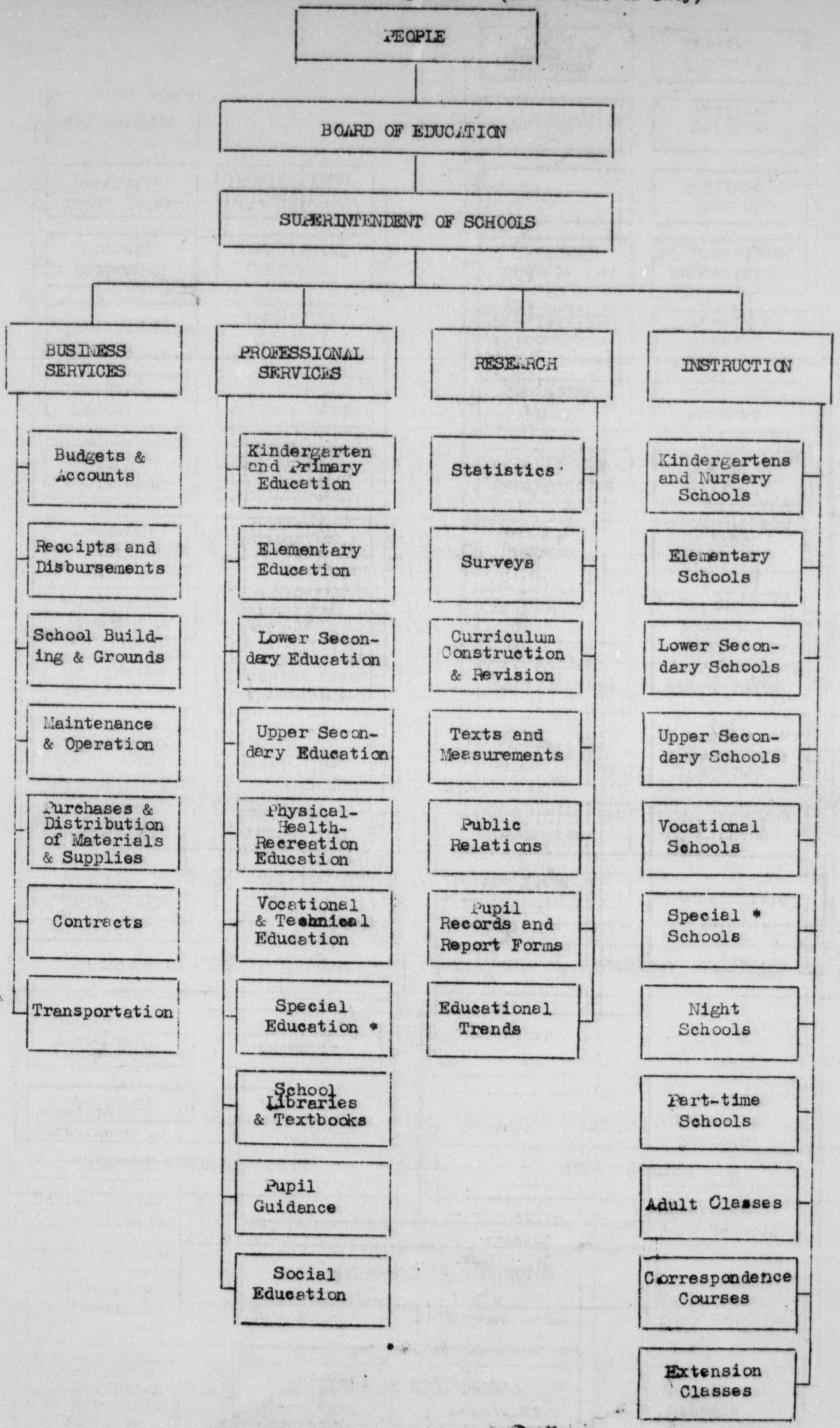
Suggested Organization of a Department (Prefecture or City)



* Physically and Mentally Handicapped, etc.

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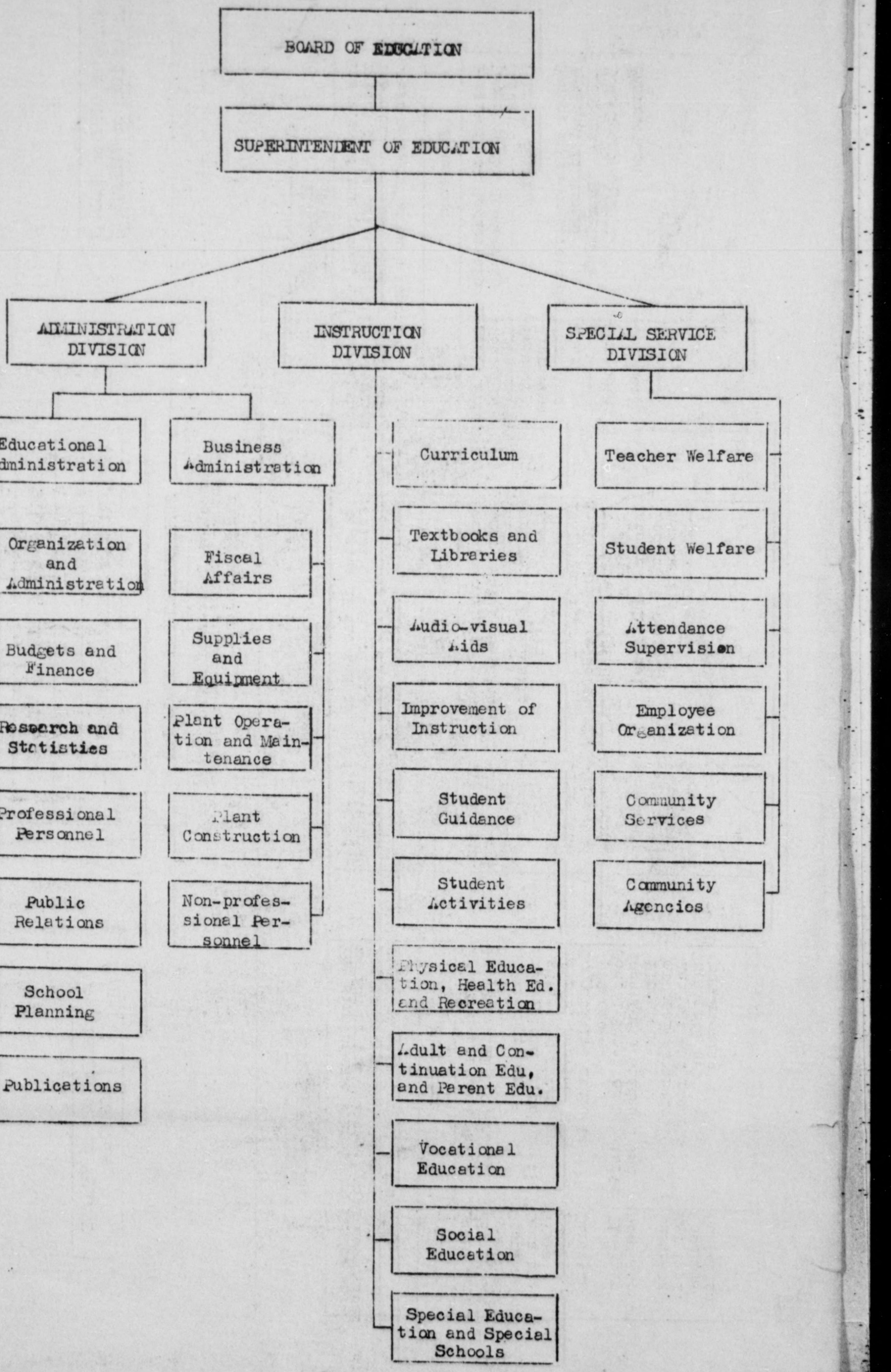
Suggested Organization of a Large City



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Suggested Organization of a City, Town, or Village

PEOPLE OF CITY, TOWN or VILLAGE

MAYOR OF CITY or HEAD-MAN OF TOWN or VILLAGE

CITY, TOWN or VILLAGE BOARD OF EDU.

CITY, TOWN or VILLAGE ASSEMBLY

SUPERINTENDENT OF EDUCATION

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

Secretariat

ELEMENTARY PRINCIPAL

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

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

LOWER SECONDARY PRINCIPAL

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

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

UPPER SECONDARY PRINCIPAL

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

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

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Comm. Pc
Joki. EIJ (1)

Report on School Board

Two-day Institute for the Members of the Boards of Education and Superintendents of 8 prefectures around Kyoto, Sponsored by The Education Section of Kyoto Military Government,
Mr. Anderson. presiding.
Dec - 29-30, 1945. -
at Sanjo Kaikan, Kyoto -

1st Day (Dec. 29) Forenoon:

1. Dr. Gulick gave a short welcome and inspirational speech to the assembly of about 60 persons -

2. Dr. Daly (Lecturer for the Institute for Educational Leaders, Tokyo) gave a lecture on "Board of Education", emphasizing on necessity of team work between the superintendent and the board members, that the board functions only through its meetings, that no individual member has any authority - He warned against over-earnest of the board-members by having frequent meetings. If they cannot trust the superintendent, change him, or they may resign the board and become superintendent themselves by qualifying themselves receiving proper training for the job -

Before the noon recess, at 11:30, the following question was answered:

Question - If the local assemblies cut down budgets, what the school boards should do?

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MONTHLY INFORMATION & EDUCATION REPORT			FOR MONTH OF		
ORGANIZATION APO	STRENGTH	Enl	Off	TOTAL NUMBER OF COMPANIES PLUS SEPARATE DETACHMENTS	
	T/O				
	M/R				
I & E EQUIPMENT	TYPE	BASIS OF ISSUE		ON HAND	SHORT / OVER
	RADIOS (R-100/URR)	1 per 50 men			
	P. A. SYSTEM	1 per Battalion			
	VOCATIONAL GUIDANCE KIT	1 per Battalion			
	"I" KIT	1 per Regiment			
TROOP INFORMATION PROGRAM (TIP)	Average number of Troop Information hours per company during past month			TIP subjects used during month	
	Average percentage of attendance per TIH				
	Number of Information Centers in Unit				
ARMY EDUCATION PROGRAM (AEP)	USAFI COURSES			SELF TEACHING	CORRES-PONDENCE / EXTENSION
	NUMBER of course applications forwarded during month				
	NUMBER of GED tests given during month				
	NUMBER of subject tests given during month				
	NUMBER of End-of-course tests given during month				
PUBLICATIONS RECEIVED	NAME OF PUBLICATION	NUMBER OF COPIES (each issue Received)		OTHER PUBLICATIONS	
	STARS AND STRIPES				
	NIPPON TIMES				
	OCTAGRAM DIGEST				
	TIPS				
	ARMY TALKS				
	I & E MAGAZINE KITS				
UNIT NEWSPAPERS	List names of daily newspapers published		List names of weekly newspapers published		Number of copies
NUMBER of Personnel Assigned to I & E Duties	UNIT	O	EM	TOTAL	Fill in as applicable to reporting organization.
	CORPS				
	DIVISION				
	REGIMENT				
	SEPARATE BATTALIONS				
	COMPANY OR DETACHMENT				

REPORT SUBMITTED BY: Name
Rank
Title

Report Control Symbol No. IE-1
Revised 1 Oct 46

TI & E REPRODUCTION SECTION, 25TH INF DIV

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Ans: The Superintendent makes studies of the needs of children, makes out a good budget and presents it to the B. Educ, and makes it known to the community.
Both the B. Educ. and Assembly members are elected by the community. Therefore, the B. Educ. should arouse public interest in the interest of children if the local assembly cuts the budget unreasonably.

Mr. Amagi of Mombusho cautioned against the short sightedness for local independent school tax. His opinion is that the local taxation alone will not cover the entire school expenses of most of the communities.

Afternoon session, 13:30 — 16 (Dec. 29)

Mr. Amagi gave a lecture on "School Finance" and the Basic National Tax Foundation Law for Public Schools, which is in preparation. Until we find out just how much we can spend for education in comparison with other expenditures, we cannot make a reasonable educational program.

Dr. Lewis (Lecturer of the Institute for the Educational Leaders) spoke on the necessity of rigid economy by hiring as few officials as possible. Any top heavy organization brings red-tape, inefficiency and extravagance. Also spoke on the necessity of "Equalization Funds" that can be distributed to local school districts.

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The afternoon session was closed by the following questions and answers.

1. Ration and distribution of building materials, paper, etc, are in the hand of Prefecture -
   Text books are to be chosen by the local school boards, but at present, owing to the control of paper, Mombusho distributes all the text books -
2. Closed Meetings for B. Educ. not advisable -
   Even in case of personnels, can make open to public if certain standard is made as to qualification and credentials beforehand -
3. Superintendent vs School Board. Who can be a dictator? There should be good understanding and good team work between the two.

2nd day (Dec. 30)

Mr. Amagi of Mombusho spoke on "Local School Board".
The original plan was to limit the size of population to 10,000 for a unit of local school board - But this was abandoned. The local unit must be large enough to provide for 12 years schooling. Must consider on wealth, economic and political conditions, distance, etc - Smaller districts may have consolidated schools.

Dr. Lewis on the "Organization of Secritariat"

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I. Recognition of the Basic Principles =

1. Economy. 2. Efficiency. 3. No Over-loading. 4. Simplicity. 5. Permanency -

II. Principles of Efficient Management =

1. Unity of command, working at each level -

2. Span of control, division of labor, time, space, and number. (Rarely can command over 3 or 5 units.)

3. Similarity of assignment in groups -

4. Get fewer, well trained, efficient men.

5. Delegation of authority -

Emphasized to consider the poor economic condition of Japan, and advised to cut down super-structure, and put in money for class-room teachers.

Dr. Jersil on "Teacher Consultant" =

1. Visits schools; 2. Advises new teachers; 3. Discusses problems with teachers individually or in groups; 4. He may be a specialist in certain line; 5. Co-operates with principals and teachers; 6. Evaluation of school programs; 7. advice on special curriculum.

One consultant can go around 3 to 5 schools.

Questions =

1. Petitions, especially from labor unions =

Ans. = Only board meeting as a body can work. Individual members have no authority -

All petitions, excepting those relating the superintendent, should be screened by the superintendent office.

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(5)

2. Salary for Board members?

Answer: No salary. Allowed only reasonable travelling expenses.

3. How often the Board usually meet in the States?

Ans. Usually once a month, for about 3 hours, in the afternoon.

The New York School Board meets only twice a year, meeting 2 days at a time.

Dr. Elmer, on "Adult Education":

Necessity of adult education for democracy.
Mombusho will distribute soon pamphlets called "Primer of democracy". The Military Government Teams throughout Japan are going to have adult education course through the prefecture school boards. The youths between 15-23 years must find proper places in democracy.

The institute adjourned at 15:30. About 60 persons present.

Comment: The conference was a great success.
The audience were very serious and attentive throughout the 2 day conference. The lecturers, who were the American educational leaders and lecturers of the Institute for Educational Leaders, Tokyo, were also very earnest and spoke plainly and answered the various questions with informal thoroughness.

Ray K. Otaka

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HEADQUARTERS I CORPS
APO 301 (Kyoto, Honshu)

BASIC CONCEPTS ON SCHOOL BOARDS
Dr. Heck

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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SCHOOL BOARDS IN ACTION

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Extracted from 1946 Yearbook, SCHOOL BOARDS IN ACTION.

DEALING IN FUTURES (pp. 12-14)

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

COMPENSATION (p. 45)

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

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

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

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

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

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

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

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

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

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

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

I. General Functions

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

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

II. Functions in Connection with Major Phases of the System

A. Professional and nonprofessional employees

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

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

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

B. Curriculum offerings

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

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

C. Finances

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

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

D. Plant

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

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

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E. Pupils

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

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

F. Public Relations

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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BASIC FINANCIAL FUNCTIONS (pp. 151-156)

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

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

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

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

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

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

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

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

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

THE BUDGET

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

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

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

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

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

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

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

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

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

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

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TELLING THE FINANCIAL STORY

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

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

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

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

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

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

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

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

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

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

RESPONSIBILITY OF THE LOCAL BOARD (p. 183)

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

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

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

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

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

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

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

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

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

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

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

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

OPEN MEETINGS (pp. 201-202)

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

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

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

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THE PRESS (pp. 204-209)

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

   (a) Meet needs and therefore should be maintained.

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

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

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

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

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

   (c) Add new educational services that are needed.

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Pc

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Okada

See leave
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HEADQUARTERS I CORPS
APO 301 (Kyoto, Honshu)

RSA/mth

27 September 1948

AG 014- BA

SUBJECT: Transmittal of Information Guidance Materials

TO: See Distribution

1. The enclosed materials were prepared by Civil Education Officers of Shikoku Military Government Region and are for your information and guidance in your civil education activities.

2. Since there is no copyright on these materials, you are at liberty to reproduce them, or write directly to C E Officer of Shikoku Military Government Region, APO 1050, for means of securing additional copies.

BY COMMAND OF MAJOR GENERAL SWING:

C. C. CARTER
Colonel, AGD
Adjutant General

5 Incls:
1. Bd of Educ Law Index
2. By-laws of Democratic Organization (Jap & Eng)
3. Discussion- A technique of Democracy (Jap & Eng)
4. Girl Scouts (Jap & Eng)

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BOARD OF EDUCATION LAW INDEX

NOTE:
LAL: Local Autonomy Law (Law No. 67, 17 Apr 47)
CO : Cabinet Order No. 239 (1948)
MI : Min/Educ Interpretation of Cabinet Order
IO : Imperial Ordinance
GO : Government Ordinance

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Aims of the law: Art 1
Allowances of personnel: Art 68; LAL Chap. VIII; CO (note)
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Authority, The competent: Art 93
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Deputy superintendent: Art 65
Disposal of property: Art 91
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Election administrative committee: Art 13
Election of boards: 7 thru 19, 72; CO Arts 7,8,9,10,11; LAL Chap. IV
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Emergency board meetings: Art 35
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SOME BASIC INFORMATION FOR BOARD OF EDUCATION MEMBERS

A Compilation of Some Information
That Will be Helpful to Board Members

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"Comment by Educ. Div., CIE."

PART I. INTRODUCTION

Characteristics that are essential for board members:

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

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

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

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

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

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

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

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"Translation from Japanese sources"

I. Abstracts from The Constitution of Japan

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

II. Abstracts from The Fundamental Law of Education

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

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

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

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

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

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

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

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

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

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

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

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

III. Abstracts from the School Education Law

A. Scope of the Law:

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

B. The purpose of the primary school:

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

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

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

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

C. The purpose of the secondary school:

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

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

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

D. The purpose of the high school:

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

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

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

E. Education for the handicapped:

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

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

"Translation from Japanese sources"

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"Translation from Japanese sources"

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

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

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

F. The kindergarten:

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

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

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

"Translation from Japanese sources"

"Comment by Educ. Div., CIE."

IV. A Discussion of The Board of Education Law

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

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

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

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

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

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

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

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

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

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

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

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

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

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

D. The Conduct of the Meeting.

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

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"Comment by Educ. Div., CIE."

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

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

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

E. The Superintendent of Education

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

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

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

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

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"Comments by Educ. Div., CIE.

PART II WHO MAY NOT SERVE

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

"Translation from Japanese sources"

PART III THE BOARD MEMBER'S OBLIGATION

I. The Oath of Office

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

II. The Recall of Board Member

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

PART IV SUGGESTED PARLIAMENTARY PROCEDURE

1. Parliamentary Procedure.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

2. The Conduct of the Meeting

   1. Preliminaries to the Meeting

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

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

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

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

2. Approval of Minutes of Preceding Meeting

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

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

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

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

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

3. Report of the Superintendent

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

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

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a. Unfinished Business

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

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

b. New Business

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

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

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

c. Communications and Petitions

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

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

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

4. Miscellaneous

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

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"Comments by [illegible] Liv. CIE"

5. Adjournment

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

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

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

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

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

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

(2) It is not debatable.

(3) It may not be amended.

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Mr. Anderson
Education Se

聲明書

今回の教育委員選挙に当り、われ〳〵は祖国再建の基盤たる教育民主化の為重大な関心のもとに徹底的な啓蒙並に組合員有志による積極的な選挙対策を講じつゝあるのであるが、巷間、組合の選挙活動につき誤解の生じてゐる向もあるので、こゝにわれ〳〵の基本的態度を明らかにし、之を聲明するものである。

一、教育委員会には少くとも現職教員を一人委員中に送りたいのである。われ〳〵は教育委員会の性格より考えて現職教員で委員会を独占しようとするものではない。あらゆる階層職能の中から、最も適任者が選出されることを念願すると共に、生徒児童及父兄市民の代表として又広く勤労階級の代表として、現職教員を少くとも一人教育委員会に送りたいのである。

二、現職教員が当選しても、その委員の生活は組合員によって保証されないことは明白である。即ち其の委員は、当選すれば直ちに辞職し、且組合員でなくなるからである。

三、組合が推せん候補の選挙資として組合員より五十円の金を集めてゐる様に誤解されているが、これは組合の教育委員会に対する啓蒙宣傳活動等を主とする事業遂行のための資金カンパである。

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四、巷間、組合員が生徒児童を署名運動に使ているが如き噂が傳えられているが、これは明らかに誤りである。われ〳〵は生徒児童を選挙活動に使うことは嚴にいましめ、組合員も決してかゝる行為を取つていないことを確信している。

五、組合はその性格から特定の政黨を支持するものでなく又其の指令に動くものでもない。もとより組合は政黨とは何等の関係もないのである。われ〳〵はあくまでも教育の民主化、及び教育の刷新興隆の為に当面の教育委員選挙に関しては、右の基本的な態度を持し、正々堂々と所期の目的完遂に邁進するものである。

右聲明する

一九四八年九月十八日

大阪教職員組合大阪市支部

大阪市教育者組合