

FUNCTIONAL CHART OF SECRETARIAT

ANNEXED CHART II

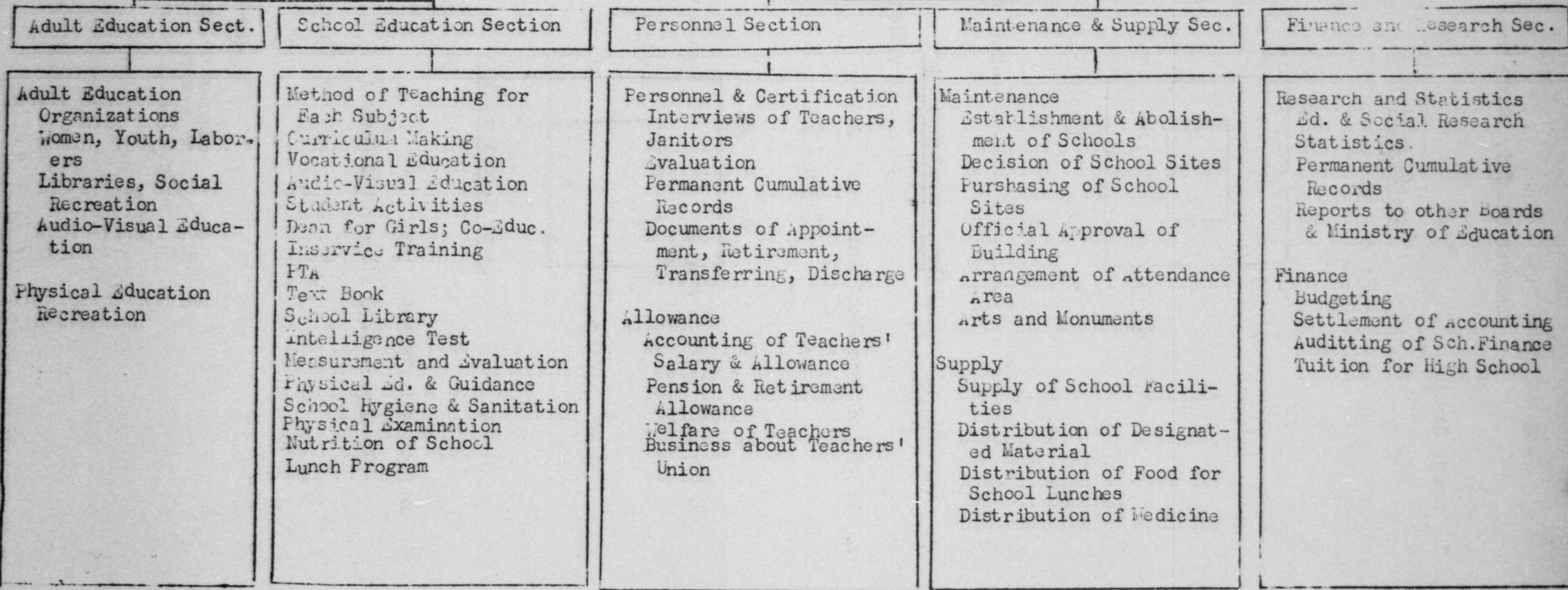
Superintendent

Office of Superintendent
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Secretary for Board Minutes	Official Documents
Rules & Regulations	Mail
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General Planning	Evaluation of Business
	Personnel of Secretariat

Department of Guidance

Department of Administration



CT

教育委員会規則一
教育委員会の構成並びに会議手續

日附

第一章 総則

第一条 名稱

本教育委員会は 教育委員会（以下委員会
という）とす。

第二条 運営

委員会の組織、権限及び職務については法令に別段
の定めある場合の外は本規則による。

第三条 委員長及び副委員長の選挙

委員長は委員の互選とし、無記名投票で次の行
い、絶対多数票を得たものを以て委員長とする。
絶対多数票のない場合は多数票を得た二委員
について更に投票を行う。

副委員長の選挙は委員長の選挙に準じて別に
此を行う。

関係地方公共団体議会の選出にかゝる委員は
委員長及び副委員長たるを得ない。

第四条 委員長及び副委員長の辞職

委員長及び副委員長はその任期中に於て委員
会の承認を得て辞職することか出来る。
この際辞職予定日の少くとも二週間以前に書面を
以て委員会に通告せねばならない。

第五条 空位

委員長又は副委員長の空位はその日より廿日
以内に再選挙でみだされねばならない。

第六条 委員の辞職

委員が教育委員会法廿条の規定により
辞職を願う時は、書面を以て辞職願を委員
長に提出し、委員会の承認を要しなければならない。

第二章 会議規則

第七条 会議

定例会は月に一回（毎月廿二土曜）開かれる。但
緊急の議事を処理するための臨時会は五日前に

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全委員に通告して開かれる。臨時会の議事は特殊の緊急を要する問題に限られる。

会期は一日とする。但特別の場合緊急の議案を処理するため、多数決を以て此を延長することか出来る。

第八条 欠席及び遅刻

止むを得ない場合、委員が欠席又は遅刻する時は開会前にその理由を委員長又は教育長に通知しなければならぬ。

第九条 定足数

議事進行に必要な定足数は全委員数の半分以上とする。

第十条 開会、閉会等

会議の開会、閉会、休憩、中止、又は再開は委員長がこれを宣告しなければならぬ。

会議中に討議決定された議事だけを正式に有効とする。

第十一条 教育長の出席

教育長は特別の事情により、出席出来ない場合の外は会議に出席せねばならぬ。

欠席する場合は代理人を出席させねばならぬ。

第十二条 事務局職員の出席

委員長及び教育長は特別の目的のため、事務局職員の出席をもとめることか出来る。

第十三条 退席

委員、教育長、事務局職員は会議中委員長の許可なく退席することか出来ない。

第十四条 席順

会議席及び委員の席順は別表一に例示する所による。

第十五条 委員長の臨時代理

委員長及び副委員長かとも欠席の場合には出席委員の中から委員長臨時代理を互選する。

第十六条 弁言

委員及び教育長は開会前又は起立して自己の職氏名（「委員又は教育長」）を告げ弁言しなければならぬ。委員長は前項に示す職氏名を繰返して弁言を許可する。但勸議に対し、單に「賛成」又は

「反対」という場合は許可を必要としない。

第一七条

第二二条の規定により、出席する事務局職員は説明又は参考資料開陳のため、六一六条に準じ委員長の発言許可をうることも出来る。

第一八条

委員長、教育長、及び事務局職員は発言の許可を得て着席のまゝ意見を述べることも出来る。

第一九条

発言は審議中の議題の外に亘つてはならない。

第二〇条

発言の許可は一時に一人に限つて与へられる。審議中の議事を討議するための発言の時間には一定の制限を置くことも出来る。

委員長はその席に於て議題につき、必要あらば随時発言することも出来る。但し他人の発言を押しやらないよう注意せねばならない。

第二一条 勸議

勸議は此れに対する支持がなければ議題に採用することか出来ない。

第二二条 表決

表決は出席中の委員に限る。且出席中の委員はすべて表決に加らねばならない。代理人による表決は許されない。

委員長は表決に加らねばならない。

第二三条

表決には条件をつけることも出来ない。即「賛成」又は「反対」に限る。

第二四条

委員長は表決すべき勸議を改めて明確に説明して投票により表決せしめなければならない。但特別の場合挙手で表決をとることも出来る。

第二五条 決定

表決の票数の結果は委員長が発表する。議案が成立するためには出席委員の過半数の賛成を得なければならない。

可否同数の表決は無効である。その場合次回に於て再審議されねばならない。

第二六条 会議の進行順序

会議の順序は通常次にによる。

一、開会

二、前回の議事録の朗読、承認又は訂正

三、教育長の報告、説明

イ、継続議事

ロ、新議事

ハ、通信、請願

四、その他へ自由討議、調査計画等

五、閉会

第二七条 教育長に対する輔佐

報告又は説明に際し、教育長はホ一二条の規定により事務局職員の輔佐を受けることが出来る。

第二八条 秘密会

委員長は委員の表決によつて、秘密会を宣する。ことが出来る。委員長は議事の公開を中止し、委員及び必要なる職員以外の全員退席の後、委員会又は個人に対し不利となるべき討議又は調査をなすため秘密会を開くことが出来る。

第二九条 秘密会における表決

決定をなすべき表決は公開の会議に於てのみなされねばならない。秘密会の議事はその都度委員会
の表決を得て議事録に記録される。

第三〇条 書記主任

書記主任は教育長の推せんにより、事務局の職員中から委員長によつて指名される。

書記主任は委員長の命により委員会の事務を行う。

第三一条 議事録

委員会は会議の議事録をなえつけねばならない。議事録には議事の要領の外に、開会、閉会の日、一時、会議の場所、及び出席委員の氏名並びに

選挙、その他委員長の必要と認める事項を記載する。討議、反対、動議、表決はすべて議事録に記入するものとする。

第三二条 議事録の作成、承認、訂正、及び署名

議事録は会議終了後十日以内に書記主任が作成する。

議事録は次会に於て承認又は訂正されねばならない。但前回の会議後十日以内に次回の会議が召集された時には更に次回の会議まで此を延ばすことが出来る。議事録には委員長及びその他の委員一名並びに教育長が此に署名しなければならぬ。議事録に署名する委員は議事録承認の際委員長が此を指名する。

第三三条 議事録の保管

議事録は書記主任が此を事務局に保管し請求ある時は何時でも一般の閲読に供しなればならぬ。

第三四条 委員会の決定の公表

委員会はその決定事項を公表するため必要の手段を講じなければならぬ。

第三五条 小委員会の設置

種々の特殊な問題を研究するための小委員会の設置は会議に於て決定することが出来る。

第三章 教育長と事務局

第三六条 教育長の任務

教育長は教育委員会に議案を作成提出する。

第三七条

教育長は事務局職員を指揮、監督し、委員會管轄下の校長、教員及びその他の教育関係職員を指導監督する。

第三八条

教育長は左にかゝげる事項の外に委員会の委任を受けて教育事務を専攻すること出来る。教育長は左の事項に關しては直接責任をもつ。

- 一、教育予算の見積り及び内容
- 二、学校その他の教育機関の設置及び廃止
- 三、教育目標の設定
- 四、教科用図書の設定
- 五、事務局職員及教育職員の取扱基本方針
- 六、事務局部長及び委員会の管轄する学校長の人事
- 七、教育関係職員の組織する労働組合及び各種団体との重要な協約
- 八、教育関係の重要な協約
- 九、新制高等学校の通学区域の設定及び変更。
- 一〇、地方(又は)府県教育委員会との連絡協議会
- 一一、諸規則の改廃
制定)

第三九条 事務局

委員会に設置する事務局を
会事務局(以下事務局という)という。

教育委員

第四〇条 事務局の構成

事務局に教育長室、並びに次の部課を置く。
(別表ニ参照)

- 教育長室
- 秘書課
- 指導部
- 社会教育課
- 学校教育課
- 管理部
- 人事課
- 施設課
- 調査整理課

第四章 紀律

第四一条 会議の能率

委員並びに事務局職員は会議を能率的
且事務的に運営すること。

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第四二条 紀律

会議中会議の円滑なる進行を妨害する行爲は禁ぜられる。

第四三条 退出命令及び出席禁止

会議中に紀律を乱す委員があれば、委員長は次に警告を与へること。警告を受けたるにも拘らず依然として紀律を乱し、会議の進行を妨げる場合は委員長は議決により退出命令を弁し、当日の出席を禁止すること。

第五章 請願及び傍聴人

第四四条 請願

請願は教育長室に提出して処置を求め得る。教育長により決定出来ない事項に限り、委員会に回附する。委員会はすべての請願とその処置について承知して置かねばならない。

第四五条 傍聴人

二〇才以上の者のみ傍聴者として入場を許される。二〇才未満の者は大人に伴われて委員長の特別許可を受けたものだけが傍聴を許される。

第四六条

傍聴席が満員になつた場合にはそれ以上傍聴人の入場は許されない。

第四七条

傍聴人は次のことをしてはならない。

- 一、議事の進行に關し大声で意見を述べ或は大聲で互に話し合ふこと
- 二、各種の妨害行爲をなすこと
- 三、もとめられた場合を除き会議で弁言すること。

第四八条

会議の紀律を紊る傍聴人がある場合委員長は直に退場を命ずることか出来る。

第四九条

会議終了の動議が成立するや傍聴人は直に退出しなければならぬ。

第六章 附則

第五〇条 規則実施の時期

本規則は承認の日又は規則に示されてゐる期日から実施される。

第五一条 修正

修正事項は委員又は教育長により書面を以て提議され、討議の上、多数決を以て承認された場合に本規則に追加される。

第五二条

会議手續に關し疑義の生じた場合は「民主主義の技術」(四口民事部民間教育課提供)(又は他の承認をうけた会議規則)に準據して此を解決する。

第五三条

左の事項は本規則一に引續き施行せらるべき規則ニ及び規則三等の中で明瞭に規定されねばならない。

- 一、校長、教員、指導主事の職務
- 二、学校の設立並びに廃止に關する規定
- 三、教員の勤務時間に関する規定
- 四、通学区域に関する規定
- 五、その他委員会の運営に關する事項等。

第五四条 必要とする規定の一例

新制高等学校はすべて教育委員会によつて設けられた学区内の他の公立学校と同様に運営されねばならない。財政は学校の規模、施設の均分化の必要、地方の要求に応じて委員会により賄われねばならない。

市町村及び学区は府県の財政的援助による新制高等学校に對しても責任をもつべきである。

第五五条 諸規則制定に關する説明

教育委員会の決定に三種ある規則、地方自治体に提出すべき議案及び決議を加へてある。

第五六条

教育委員会規則は教育委員会の基本的規則

をなし、教育制度のすべての要素を必ずづけるものである。恒久的な規則の性質をもつすべての事項はすべてこれに含まれねばならない。規則は連続して番号を附し、別々の規則が一つ一つの主要な事項に関して書かれねばならない。規則には説明の表題を附し、日附を記入せねばならない。規則を参照するには表題、番号、日附を以てなされる。

第五七条

教育委員会規則案は教育長が必要と認める時、又は教育委員会によつて依頼された時は、詳細に亘つて教育長により準備されねばならない。規則案は教育長によつて委員会の二回に亘る連続会議に提出される。第一讀会に於ては可否の表決はとらず、討議され、修正が提議される。規則案は次回の会議に於て提出され、修正を加へた上で表決かとられる。多数決により承認された時は適當な番号を附し実施される。

第五八条

規則の修正は規則と同じ手續にもとづいて行われねばならない。修正された規則はもとの規則と同じ基礎番号を附し、斜棒線を引いて連続番号を附する。(規則の第一回修正は規則ノ1であり、第二回は第三回の修正はそれぞれノ2及びノ3である。) 題目は修正されたものと同じであるが、日附には修正の日附が附される。停止事項はもとの規則と同じ番号と題目を附す。但日附は新しい修正された規則の日附をつける。停止及び廃止は規則及び修正規則に示された手續によつてなされる。停止された規則は目次に入れて置くが、廃止された規則は書類綴と目次から除かれ、教育長室備附の本書書類綴におさめられるものゝ外は廃毀される。

第五九条

規則は教育長秘書室、部課長室、各学校校長室備附の教育関係のすべての重要な法令、文部省訓令、通牒の寫しを保存する基本規則書類綴の

中に保存されねばならない。教育長又はその指名する代表者はこの書類綴に最新の書類が揃つてゐるか否か定期的に検査せねばならない。教育長は定期的に少くとも毎年基本規則書類綴におさめられてゐる書類の目次を作成し、書類綴の前の方にとゞなければならぬ。この目次は新しい法律や外の規則書類の受領に因り、鉛筆で書き変へが出来るようにして置く必要がある。

第六〇条 議案

地方自治団体に提出すべき議案は教育委員法で地方自治体の承認を要すると規定されてゐる特殊の問題に限つて準備するべきである。議案は関係地方自治体で承認されてゐる方式で立案され、教育委員会規則提出と同じしかたで教育長によつて提出されねばならない。

第六一条 決議

決議は制限された一時的性質をもつ事項に限られ、教育委員会に対してだけ拘束力をもつものである。決議には規則又は議案の作成やある特殊の処置を要する要求、特殊の問題に対する態度の表明で別に処置を要しないもの、或は将来のある問題についてとらるべき決定を含むものである。決議は議事録に記載すべきではあるか、元来非公式の性質のものであるから一般に頒布されない。

第六二条 通牒

法律と教育委員会規則の限界内に於て、教育長は必要と思われた通牒を教育委員会事務局と教育長に出す。これらの通牒は規則の形をとらず、事務局通牒と名づけられる。「事務局通牒」は教育委員会規則又は國の法律と矛盾する時は廃止せられる。

別表一 会議席表

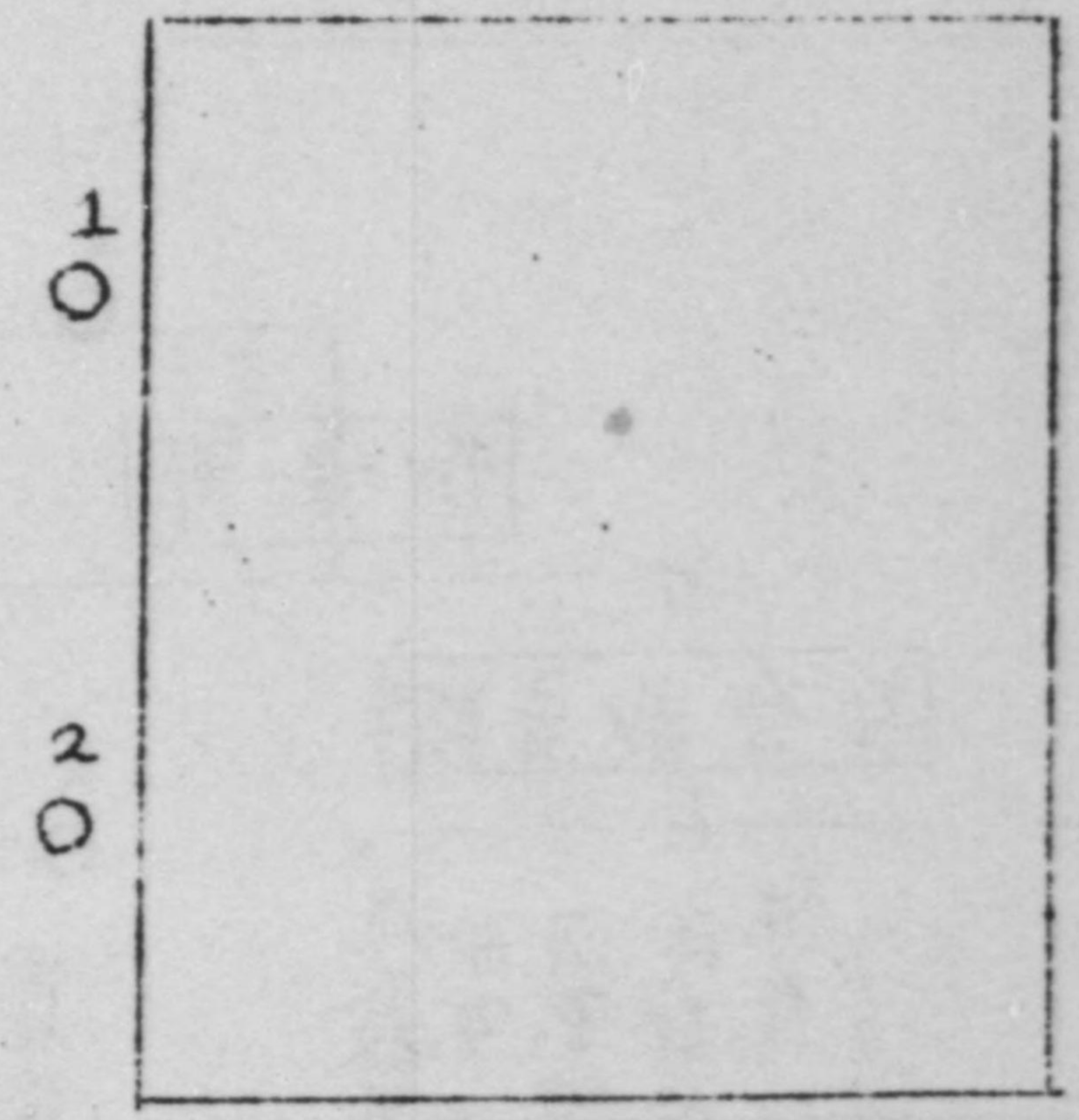
(一) 方形

事務局職員席

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記録席

◎ ○



30 40

会議席区劃線

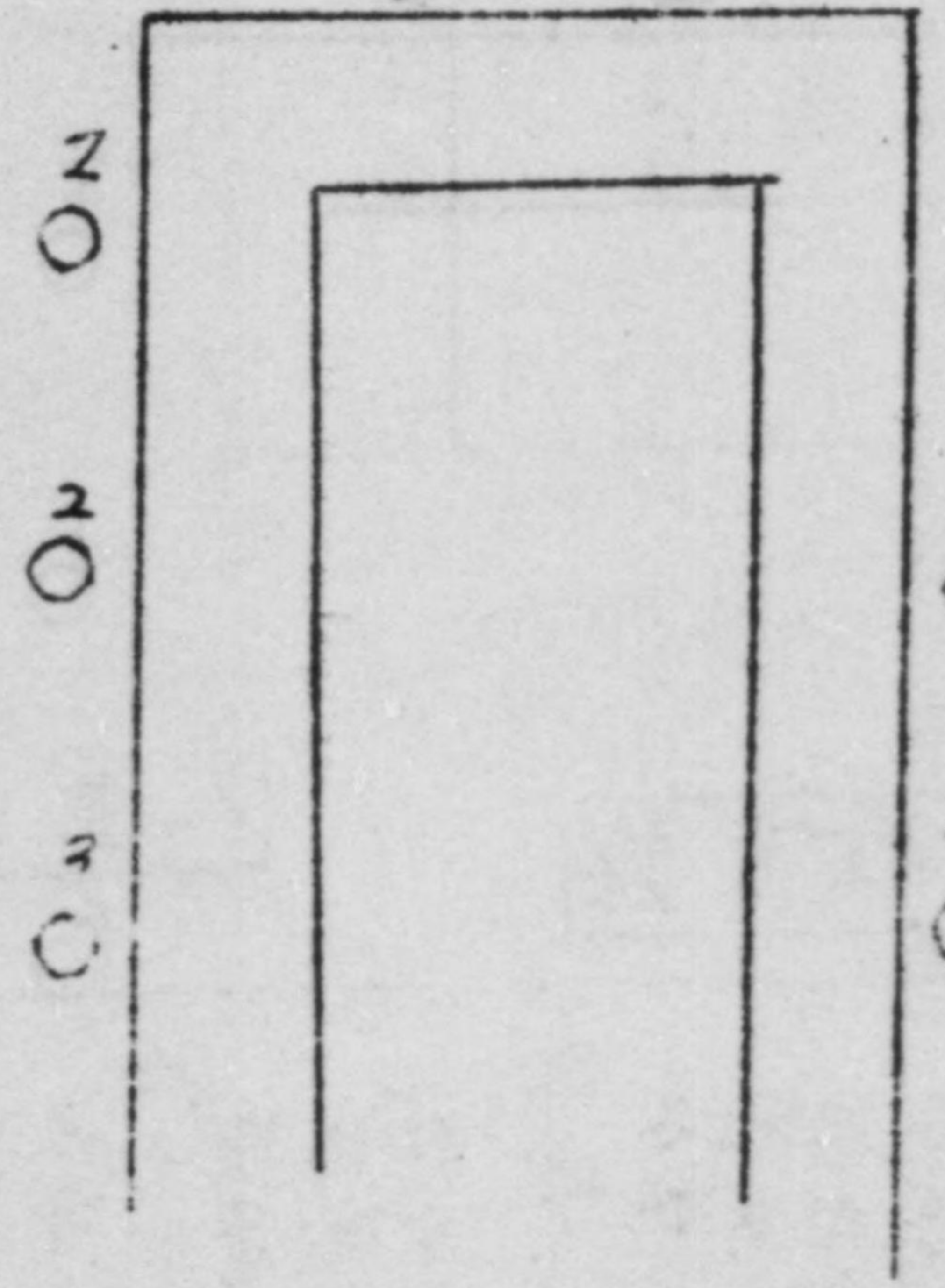
記者席

傍聴席

(二) 馬蹄形

記録席

◎ ●



会議席区劃線

記者席

傍聴席

(三) 田形

(一) に準ずる

20
20
30

備考

◎ 議長

○ 委員

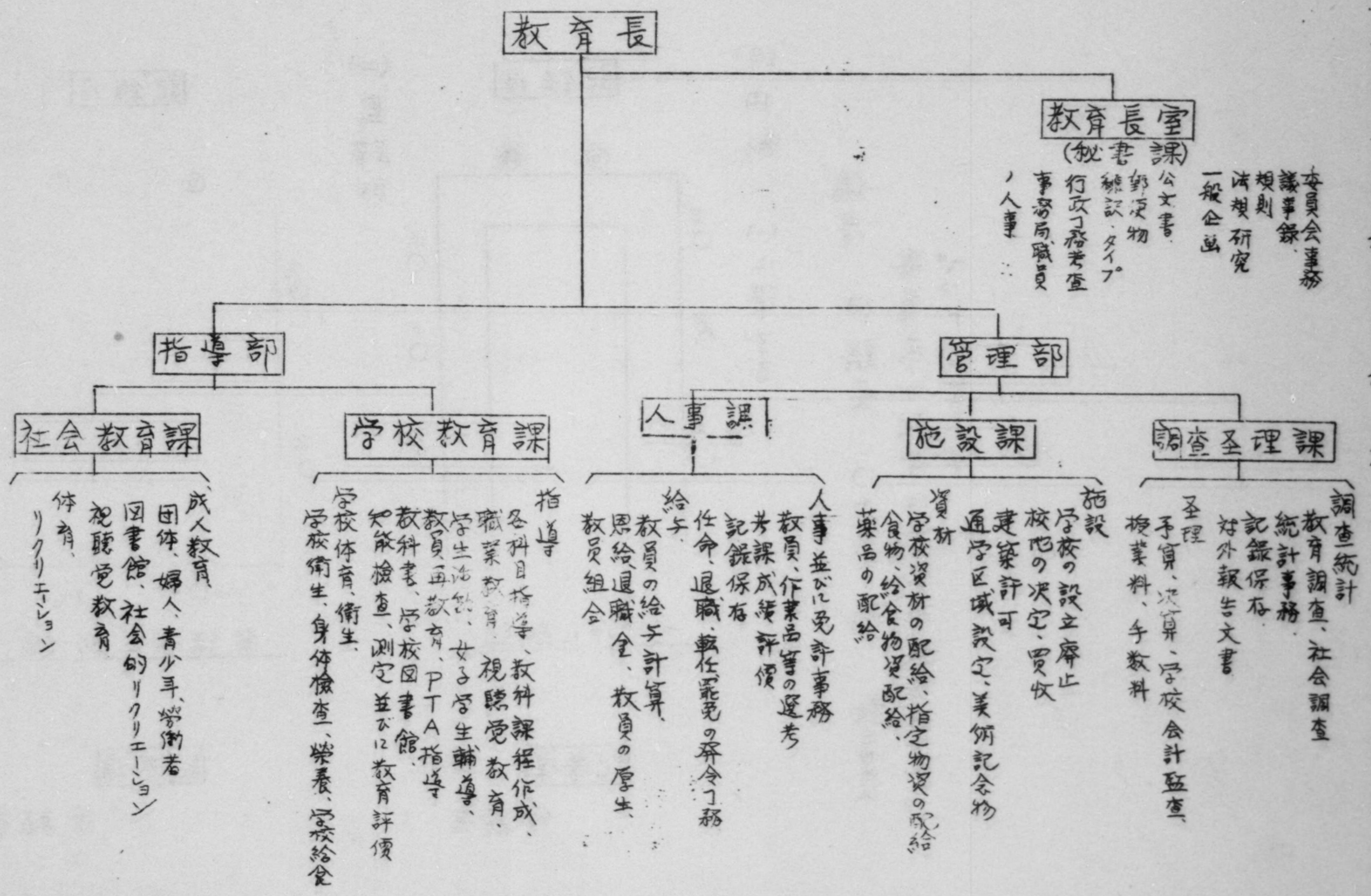
◎

教育長

毎員席の数字は委員の氏名のアルファベット順を示す

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別表二 事務局事務分担表



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TO R.H.

SOME BASIC INFORMATION FOR
BOARD OF EDUCATION MEMBERS

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

CIE SCAP

Sept 48

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*Papers checked **
contain material re Supt - SIB relations.

C O N T E N T S

PART I. INTRODUCTION

Introduction. Characteristics that are essential for board members.

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

- I. Abstracts from The Constitution of Japan.
- II. Abstracts from the Fundamental Law of Education.
- III. Abstracts from the School Education Law.
- IV. Discussion of the Board of Education Law.

PART II. WHO MAY NOT SERVE

- I. Who may not serve concurrently.
- II. What procedure is to be followed when a person is elected who cannot serve concurrently.
- III. What procedure must be followed when a person is elected who cannot serve.

PART III. THE BOARD MEMBER'S OBLIGATION

- I. The oath of office.
- II. The recall of Board Member.

PART IV. SUGGESTED PARLIAMENTARY PROCEDURE

"Comment by Educ. Div., CIE."

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:

"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 to clarifying the aim of education and establishing the foundation of education for new Japan." Introduction

"Translation from Japanese sources"

- 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.

"Translation from Japanese sources"

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:

and technical

"The high school shall aim at giving the students higher general/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

the deaf, or
schools for the blind, schools for/

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

"Translation from Japanese sources"

"Translation from Japanese sources"

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

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

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

F. The kindergarten:

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

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

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

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

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

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

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

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

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

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

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

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

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

- D. The Conduct of the Meeting.

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

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* 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, stricken 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. (Parliamentary Procedure is placed as part IV of this material)

E. The Superintendent of Education

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

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

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

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

"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. Before the expiration of the time limit. (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. After the expiration of the time limit.
 - 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.

3 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.

"Comments by Educ. Div. CIE"

5. Adjournment

- a. When business is concluded, a member moves to adjourn by saying, "Mr. Chairman, I move we adjourn," or the chairman calls for a motion for adjournment.
- b. A motion to adjourn must be made, seconded, and put to immediate vote before actual adjournment takes place.
- c. The presiding officer must declare the meeting adjourned and this fact must be recorded by the secretary.
- d. After the meeting is declared adjourned, the meeting is officially closed, and no business can be conducted until the next meeting of the board.
- e. Three special rules apply to the motion for adjournment:
 - (1) It may not interrupt a speaker or the process of voting on a motion, but it is in order at any other time.
 - (2) It is not debatable.
 - (3) It may not be amended.

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

8 Feb. '49

- Not yet submitted*
1. That the control of education does and should rest in the hands of the people.
 2. That the people state their general policies regarding education through certain legal enactments such as the New Japanese Constitution, the new Japanese Education Law, and the like.
 3. That this control should be exercised by a board of education that is elected by the people, acting within the framework of legal authority.
 4. That the people in cities shall elect local boards of education for the control of education within each city.
 5. That all towns, villages, and rural areas shall be combined to form local school districts of such size as will enable them to provide a good and varied curricular program for the children of each such newly organized district.
 6. That the people of each such newly organized school district shall elect a board of education for the control of education within that district.
 7. That the board of education shall retain to itself the authority to legislate, that is, the authority of policy-making and evaluating.
 8. That the board shall elect a superintendent of schools to whom it shall delegate the authority of executing board policy and administering the affairs of the local school district.
 9. That the board shall provide upon the recommendation of the superintendent, a secretariat and teaching staff of adequate size to enable the superintendent to administer the schools of the districts in accordance with the policies of the board of education.
 10. That the superintendent shall recommend to the board of education basic policies for the control and administration of the schools.
 11. That the superintendent shall provide the data necessary to enable the board of education to intelligently decide upon the specific policies it is considering adopting.
 12. That the board of education, acting as a legislative or policy-making body, should be able to perform its functions, except under emergency conditions, by meeting once or at most twice per month.

- ★ 13. That the members of the board of education should never be considered as full-time employees of the people of the local school district.
- ★ 14. That members of boards of education should not receive salaries for the work they do; they may only be reimbursed for travel, meals, and lodging required for attendance at a limited number of board meetings.
- ★ 15. That the board should designate a given place where it will hold its meetings in order that people will come to know exactly where board meetings are to be held.
- ★ 16. That board members have no power as individuals but only as they sit as members of the board at a board meeting.
- ★ 17. That board members do not need offices where the people of the community can come to see them.
- ★ 18. That any and all petitions to the board shall be presented to the superintendent who shall be responsible for presenting them to the board at regular meetings of the board.
- ★ 19. That as boards of education, you should select the most able man available as superintendent of schools. You should make the position important so that able men will want the position. You should be proud of your superintendent.
- ★ 20. That as boards of education, you should set high standards that prospective candidates should meet; these should include training, experience, personality, ability to get along well with people, and ability to plan, organize, and carry through the plans proposed. They should not be based upon family connections, age, or university attended; these latter are not bases of selecting people best fitted to development of good school system for the boys and girls of the community.

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根本概念

ヘック博士

- 一、教育の管理は民衆のものであり、民衆のものであるべきである。
- 二、新憲法新教育法の如き法律を通じて民衆は教育に関する一般の政策を表明する。
- 三、この管理は法の定められた範囲内に於て民衆によつて選挙された教育委員会がこれを行ふ。
- 四、都市の住民はその都市の教育の管理を司る教育委員を選挙する。
- 五、すべての町村、部落はそれごとく結合して各地に適當な学区を作り、その新しく作られた学区内の生徒のために立派な各種の教課編成を行ふ。
- 六、かく新しく設置された学区の住民はその区域の教育の管理をする教育委員を選挙する。
- 七、教育委員は法を制定する権限、即ち政策を樹立し、批判する権限を有する。
- 八、教育委員は教育長を選び、教育委員会の政策の遂行、及び学区の教育事務の代理執行を教育長になせしめる。
- 九、教育委員は教育長の推薦により教育委員会の方策に従つて管理下の学校運営に必要な適當数の書記、並に教師を任命する。
- 十、教育長は学校の管理及び運営の基本方針を教育委員会に提案する。
- 十一、教育長は教育委員会に採用せらるべき特殊の方策を決定するに必要なる資料を教育委員会に提供する。

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

十三、教育委員はその学区民の専任雇用者であると考えられてはならない。

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

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

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

十七、教育委員は民衆が面会に来る事務所を必要としない。

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

十九、教育委員会は最も有能な教育長を選ばべきである。教育委員はその地位を重要なものとし、優秀なる人々かその地位を確保するやうなものとするべきである。教育委員は教育長を誇りとしなければならぬ。

二十、教育委員は今後の教育委員が保持しななければならぬ高い水準を定まべきである。その水準とは訓練、経験、品性、協調力、計画並に組織能力、及び実行力を含むのである。教育委員の選定は親族関係、年齢、学問などにもついてはならぬ。これらは子供達の立派な教育制度を発展させるのに最道の人物を選定する基準ではないのである。

not yet
submitted

A GOOD CREED FOR SCHOOL BOARD MEMBERS

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

教育委員の信条

1. 教育委員は正規の委員会の形に於てのみその権限を行使するもので、但々の委員には何等権限はない。
2. 学校行政は正式に召集された公開の会議に於てのみ行われ、委員は正式に召集された公開の会議に於てのみ承認される。
3. 教育委員を介して権限の行使を委任する常任グループをつくることは望ましくない、各委員が委員会の活動に全面的にたづさわらるべきである。
4. 委員会議以外の場所で、教育委員会の立場をわづらわすようなことになりやまい、約束や行動をとらぬこと。
5. 方針の決定には児童と学校のためを十分に考え、意見を率直に表明すること。而して委員会として決定したことは一旦全面的に承認し、支持とすること。
6. 委員会の内秘に属する事項を、家庭や街頭で職務で口にせぬこと。委員会議の席のみで話し合うこと。
7. 教育長にその責任と相違ふ権限を行使せざるようにつとめ、教育長の権限を侵したり、干渉したり、又はその行動をおさへたり指令したりしないこと。
8. 学校関係の事情をつねに教育長から口頭又は報告書によって知っておくこと。
9. 教育長の進言と、その進言をする理由とを考慮した上で、委員会としての方針と計画をすすめること。
10. 自分は選挙民全体を代表しているのだから、但々の選挙人ら後援者の意向を委員ではない。
11. 自分の職務は、学校と社会の福祉にこうけんするため信頼と責任を要する職責である。
12. 地方的又は全国的におこりつつある一切の教育上の進展の様相にたえず留意して承知していること。
13. 学校又は学校行事の一部を私の利益、私の友人、後援者などの利益に用いないこと。
14. 学校を自分のものと考えず、公衆のものとして心得ること。
15. 自分の意見と多少相違するといふだけで、正しく、良心的に決定された事項に關して、他の委員や学校職員を誹謗したり、公衆の面前で訛判したりしないこと。
16. 学校内のことから、もし誰かたがは当該学校が個人に必要とする損害を与えるような一切のことについて秘密を守ること。
17. 自分の子供、友人の子供、部下の子供、たけに、他の子供のもたない特権や恩恵を、学校の校長や先生から奪うることと要求しないこと。
18. 学校関係の仕事に人を選出する時、その人の徳性のみならず、その人の徳性とすること。

School Board

Missouri

C

Introduction

Responsibility for the education of the children of the state who happen to live in a school district is delegated to the board of education of that district. The schools of each district must meet the requirements specified in the state constitution, in the legislative enactments, in the court decisions, in the opinions of the attorney general, and in the rules and regulations of the state department of education.

While the authority of the board of education is rather specifically defined, as well as the limitations of that authority as explained above, such definitions do not prescribe detailed patterns of action nor do they outline with sufficient clarity many of the desirable steps which promote greatest efficiency in the duties which a board of education is required to assume. Although the principles which govern the discharge of board's responsibility for the control of public education those legal principles are carried into effective action are the results of study and experience. Such procedures must meet the standards of effectiveness, must be practical, and must include patterns of action which have been proved desirable in the experience of administrative practice.

The growth of school administration and the work of boards of education have developed three distinct principles of school control and management. These three principles are almost universally recognized; and, while they have clearly distinctive characteristics, they should work in close and harmonious relationship in order to bring about the most effective school administration.

The first of these universally recognized principles of administration is that the board of education should formulate policies for the general management of the schools in the district. This principle is clearly expressed in Sec. 10468 of the Revised Statutes of Missouri, 1939, which says, "The government and control of a town or city school district shall be vested in a Board of Education of six members." These policies are in reality plans of action and represent decisions of a board of education on how the schools shall be administered. A record of these policies is found in the minutes, and in the rules and regulations, which portray board action on various questions. The superintendent of schools should work as the trusted educational adviser of the board on the formulation of these policies.

The second general principle of school administration is concerned with executive and administrative duties. Such duties consist primarily of the work necessary to carry out the policies which have been adopted by the board of education. This responsibility should be clearly and definitely delegated to the superintendent of schools in writing as a part of the rules and regulations of the board, and he should be held accountable for the satisfactory discharge of this responsibility. The executive and administrative function also involves duties in connection with presenting to the board of education the necessary information and records which will be needed in the formulation of new policies or in the appraisal of those policies which have been in effect.

EDUC

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I

The third universally recognized principle of school administration pertains to the work of the board of education in its appraisal or judgment function. Appraisal or final judgment is clearly the responsibility of the board of education. Again, the superintendent of schools should be the trusted administrative officer of the board and should furnish his board of education with complete information which will in turn make possible fair and just appraisal of the work of the school. The legality of the appraisal responsibility of the board is also clear. Sec. 10468, Revised Statutes of Missouri, shall be vested in a board of education of six members. Furthermore, it has been ruled that the discretionary powers of a board cannot be controlled by mandamus.

The establishment and management of public schools of a town district is vested in the board of directors, and their discretionary powers cannot be controlled by mandamus. (State ex rel. V. Jones, 155 Mo. 570, 56S.W. 307)

Also it has been ruled that the action of a board and its related appraisal of need for action and judgment of results are subject to board interpretation.

The powers of a board will extend to whatever may be deemed reasonably necessary to accomplish the purpose for which they were created. (Wright v. Board, 295 Mo. 466 S.W.43)

The importance of the written records of the board of education can scarcely be over-emphasized. In the first place, records are necessary to meet certain prescribed legal responsibilities. In the second place, good business procedure demands careful, complete, and accessible records. It is impossible for a board of education to determine proper plans and policies for the administration of the school without the aid of proper records. Likewise, it is impossible for the superintendent, as the administrative officer of the board, to understand clearly his delegated authority unless that delegation is accurately shown in the records of the board. It is also impossible for a board of education to exercise its appraisal function with sound judgment and fairness in the absence of complete and understandable records.

All aspects of school administration involve record keeping, with some school records relatively more important than others. The central and most important records of the school district should be found in the rules and regulations and in the minutes of the board of education.

If a record is worth keeping, it is worth keeping well. All records kept by the board of education, or by someone to whom that responsibility has been delegated, should meet standards of legality, completeness, accuracy, and accessibility.

In the legal for keeping board of education records there may be found certain prescribed items which should be included, but the legal basis is far more inclusive than that. For example, the following citations emphasize the importance of the accuracy of records.

The district will not be bound by an entry on its records showing the acceptance of a written proposition unless such record shows the proposition was accepted in the form it was made. (Perkins v. District, 99 A. 483, 74 S.W.122)

The importance of the legality of records and their completeness is clearly stated in the following citation which indicates that the board must strictly follow the statutes:

In order to issue a valid warrant the directors must meet as a board, order the warrant issued, and keep, or cause their clerk to keep, a record of their proceedings. (State v. Lawrence, 178 Mo. 350; Kane v. District, 48 A.408)

Therefore, a record is virtually useless or at least its effectiveness is seriously impaired unless it is legal, complete, and accurate. In addition to these standards, good practice dictates that a record shall be neatly and carefully kept and shall be accessible when it is needed. A record which cannot be located readily has its usefulness seriously impaired. Another standard of good practice is that records should be centralized, preferably in the office of the superintendent of schools, and should be safeguarded against hazards such as fire and theft.

Motions History

The members of the board of education very often desire to know the complete history of some problem that is confronting them insofar as their own minutes are concerned. It is quite difficult for a board member or a superintendent to have to search through different volumes of minutes which are usually bound yearly. In order to make the complete history of each problem that confronts the board of education readily accessible it is suggested that a history of motions be kept. This might be easily done by placing the date and number of each minute or discussion to the left of the entry, leaving space between the different entries so that a carbon copy might be cut into strips representing different motions. When each strip is filed or pasted into a book that is carefully indexed there is available a complete chronological history of all the discussions of the board of education. The additional amount of time and energy which is required is negligible. In reality all that is required is placing entries properly on the sheet so that the carbon copy might be readily cut for the record. For a suggested index for a motions history see Appendix C

APPENDIX C

Suggested Topics For An Index For A Motions History

1. Advertising
2. Approval of bills
3. Approval of minutes
4. Athletics
5. Board organization
6. Budget
7. Buildings and grounds
8. Census
9. Curriculum and course of study
10. Elections
11. Elementary school
12. Financial
13. Health and safety
14. Junior College
15. Junior high school
16. Kindergarten
17. Libraries
18. Opening and closing the different units of the school system
19. Organization of schools
20. Organizations and societies

J

- 21. Personnel
- 22. Pupils
- 23. Purposes of education at the different levels
- 24. Relation with public
- 25. Records and reports
- 26. Rules and regulations
- 27. Research
- 28. Senior high school
- 29. Supervision
- 30. Testing program
- 31. Supplies and equipment
- 32. Surveys
- 33. Textbooks
- 34. Traffic rules in buildings and on grounds
- 35. Transportation
- 36. Vactions
- 37. Written instructions

3. ABSTRACT OF TITLE
 J. QUANTITATIVE

UNCLASSIFIED COPY FOR THE NATIONAL ARCHIVES

APPENDIX

see Appendix C
 one of the books for a detailed index for a national history
 contains details on the subject of the national history of the
 country. It is divided into three parts: the first part
 of the book is devoted to the general history of the
 country, the second part is devoted to the history of the
 different states, and the third part is devoted to the
 history of the different peoples. The book is written in
 a simple and clear style, and is suitable for use by
 students of all levels. It is a valuable source of
 information on the history of the country, and is
 highly recommended for use in schools and colleges.
 The book is available in paperback and hardcover
 editions. The paperback edition is priced at \$4.95
 and the hardcover edition is priced at \$9.95. Both
 editions are available in English and Spanish.

NATIONAL ARCHIVES

APPENDIX A

Reels:
Date:

Official Minutes of the Board of Education
City of "X"

The Board of Education of the City of "X", State of Missouri, met in regular session at 7:30 p.m., March 8, 1948, in the Board Room of the public school building. The meeting was called to order by president Davis. In the absence of secretary James, Superintendent Wilson was appointed by President Davis to serve as acting secretary.

Roll Call

Present:

Messrs. Smith, Jones, Brown, Green, Davis, and Superintendent Wilson.

Absent:

Secretary James

Reading and Approval of Minutes

No. 534
Disposition of Minutes
March 8, 1948

Secretary James had previously sent copies of the minutes of the last regular meeting to each member of the board and to the superintendent. It was moved by Mr. Jones and seconded by Mr. Green that the minutes of the regular meeting held February 8, 1948, be approved as read.

Yeas:

Messrs. Smith, Jones, Brown, Green, and Davis

Nays:

None.

Superintendent's Report

Report of the Superintendent
March 8, 1948

Superintendent Wilson submitted his regular report, a copy of which was presented to each member of the board. The items of the report were considered in the following order.

Unfinished Business

No. 535
Continuing Census
March 8, 1948

Superintendent Wilson brought up the recommendation made at a previous meeting that a continuing census plan be adopted for the school district. After further consideration it was moved by Mr. Green and seconded by Mr. Brown that the superintendent perfect such a plan in all of its details and present it to the board at the next regular meeting for final consideration and adoption.

Yeas:

Messrs. Smith, Jones, Brown, Green, and Davis

Nays:

None

-1-

No. 536
 Landscaping
 School
 Grounds
 March 8, 1948

Plans for additional landscaping of the school grounds which had been submitted at a previous meeting by Superintendent Wilson after he had conferred with landscape architects were referred to the board for further consideration. It was moved by Mr. Brown and seconded by Mr. Jones that the superintendent be authorized to proceed with the work done in accordance with the plan and within the budgetary allotment of \$ 3000.00. Messrs. Smith, Jones, Brown, Green and Davis.

Yeas:
 Nays: None

~~Code for Missouri Boards of Education~~

No. 537
 Testing
 Program
 March 8, 1948

The results of the school testing program were presented in the superintendent's report. Mr. Brown moved that the superintendent be complimented on the program. Motion seconded by Mr. Davis.

Yeas: Messrs. Smith, Jones, Brown, Green, and Davis
 Nays: None

New Business

No. 538
 Approval
 of Bills
 March 8, 1948

It was moved by Mr. Brown and seconded by Mr. Jones that the following bills itemized in the Superintendent's report be allowed:

Blank Book Company	\$ 161.50	Warrant No. 780
School Supplies Co.	82.30	" No. 781
Local Trucking Co.	9.42	" No. 782
Midwest Telephone System	22.50	" No. 783

Yeas: Messrs. Smith, Jones, Brown, Green and Davis
 Nays: None

No. 539
 Preparation
 of Budget
 March 8
 1948

Superintendent Wilson informed the Board that the form of budget which met the standards of the state accounting system had proved to be entirely satisfactory. He reported that most of the information necessary for the preparation of the budget for next year had been assembled and requested authorization to proceed with the preparation of the budget in the same form. It was moved by Mr. Smith and seconded by Mr. Jones that Superintendent Wilson be instructed to prepare a budget for the next school year and to submit the budget to the board for consideration and final adoption.

Yeas: Messrs. Smith, Jones, Brown, Green, and Davis
 Nays: None

No. 540
 Salary
 Schedule

Superintendent Wilson pointed out in his report that the present salary schedule was not adequate to keep well-quali-

Revision
March 8,
1948

fied teachers in the system for a reasonable length of time nor did the present schedule provide adjustments which would increase compensation as advanced training was completed.

It was moved by Mr. Brown and seconded by Mr. Jones that the superintendent be authorized to study the salary schedules of comparable school systems and to suggest such revisions as the financial resources of the district would allow, submitting the revised schedule to the board at its next regular meeting.

Yeas:
Nays:

Messrs. Smith, Jones, Brown, Green and Davis
None

No. 541
Leave of
Absence
March 8,
1948

Upon the recommendation of Superintendent Wilson in his regular report that a policy be adopted concerning leave of absence for teachers, it was moved by Mr. Smith and seconded by Mr. Jones that it would be the policy of this board of education to grant leave of absence to teachers and administrators for one year without pay. After discussion, the motion was amended to provide that not more than ten percent of the faculty be absent in any one school year.

Yeas:
Nays:

Messrs. Smith, Jones, Brown, Green, and Davis
None

No. 542
Rules and
Regulations
March 8,
1948

Superintendent Wilson in his report called the attention of the board to the need for the adoption of rules and regulations. He explained that such procedure was in keeping with desirable administrative practice and that such rules could not in any sense limit the action of the board but would tend to clarify divisions of responsibility.

After lengthy discussion and on the motion of Mr. Green, seconded by Mr. Smith, Superintendent Wilson was instructed to make a thorough study of the desirability of rules and regulations for the school district. The motion further specified that the report should be submitted in a form which would give the advantages of rules and regulations, examples of such rules in force in comparable school districts, and a tentative proposed plan for adoption. The motion directed that this report be submitted not later than the third regular meeting from this date.

Yeas:
Nays:

Messrs. Smith, Jones, Brown, Green, and Davis
None

No. 543
Playground
Equipment for
Lee School
March 8,
1948

Superintendent Wilson presented a written communication from the Board of Communications regarding the purchase of playground equipment for Lee School. Mr. Green moved that the board authorize the superintendent to purchase the equipment for Lee School. The motion was seconded by Mr. Jones. The motion was carried.

1848
April 8
Lee School
Board Meeting
No. 242

Mrs. R.T. James, President of the Lee Parent Teachers Association urging that additional playground equipment be purchased for the Lee Elementary School. It was moved by Mr. Smith and seconded by Mr. Green that the superintendent make a survey of the playground equipment at Lee School and report his findings with recommendations in the light of budgetary limitations and procedures to the board at the next meeting.

Yeas: Messrs. Smith, Jones, Brown, Green, and Davis
Nays: None

No. 544
Health
Recommendations
March 8,
1948

Mr. Jones called attention to the fact that a previous report of the superintendent on the School Health Service showed that less than half of the recommendations made to remedy health defects had been carried out. The superintendent reported that this was due in most cases to the inability of the people concerned to finance the medical attention needed. It was moved by Mr. Smith and seconded by Mr. Brown that the superintendent confer with social service agencies to see what funds would be available from such sources to carry out the health improvement recommendations.

Yeas: Messrs. Smith, Jones, Brown, Green, and Davis
Nays: None

Adjournment

No. 545
Adjournment
March 8, 1948
Yeas:
Nays:

It was moved by Mr. Jones and seconded by Mr. Brown that the meeting be adjourned.

Messrs. Smith, Jones, Brown, Green and Davis
None.

The president declared the meeting adjourned.

.....President
.....Secretary

1848
April 8
Lee School
Board Meeting
No. 242

.....

APPENDIX B

Suggested Sample Minutes

1. Going Into Executive Session

The motion was made by Mr. and seconded by Mr. that the board meet in executive session for the purpose of discussing.....

Yeas:
Nays:

The audience was requested to leave. Pres. declared the board in executive session. (If audience is too large it would be better for the board to retire to another room for the executive session.)

2. Closing Executive Session

After discussion Mr. moved and Mr. seconded the motion that the board end its executive session and resume the open meeting.

Yeas:
Nays:

President declared the meeting to be in open session and the audience was invited to return to the regular board room of the board returned to the regular board room.

3. Board Member Arrives Late

At this point in the proceeding (A.M.-P.M.) Mr. arrived at the meeting and began to taken part in deliberations of the board.

4. Superintendent Fails to Recommend a Teacher

Superintendent stated that he recommended that's contract not be renewed because After discussion it was moved by and seconded by that Superintendent's recommendation be accepted and that the Superintendent be instructed to notify..... of the action of the board.

Yeas:
Nays:

5. Board Member Leaves Before Adjournment

At this point in the proceedings (A.M.-P.M.) Mr. asked the President for permission to leave for personal reasons and permission was granted Mr. withdrew from the meeting.

6. Transfer of Funds

Superintendent recommended that the sum of dollars (.....) be transferred from the fund to the fund as authorized by Section of the R.S.

Motion:
Second:

It was moved by Mr. and seconded by Mr. that dollars (.....) be transferred from the fund to the fund and that Superintendent be instructed to make the necessary budget change.

Yeas:
Nays:

Yeas:
Nays:
.....

8. Disciplining a Student

Having heard the case of in the presence of his parents, the motion was made by Mr. and seconded by Mr. that be allowed to reenter school for a probationary period of months.

Yeas:
Nays:

Yeas:
Nays:
.....

7. Suspension of Student

Superintendent informed the board that he had temporarily suspended and recommended that a hearing be held to determine whether or not should be expelled. After discussion, it was moved by Mr. and seconded by Mr. that and his parents be requested to appear before the board at a special meeting (date of meeting) to present his case.

Yeas:
Nays:

Yeas:
Nays:
.....

9. Teachers' Resignation Accepted

Superintendent read the resignations of Mr. and Mr. and recommended that their resignations be accepted effective (date) It was moved by Mr. and seconded by Mr. that the recommendation of Superintendent be approved and that the resignations of Mr. and Mr. effective (Date) be accepted; and that the secretary be instructed to send a letter to each accepting their resignations and expressing the board's appreciation for the services they had rendered.

Motion:
Second:

Motion:
Second:

Yeas:
Nays:

.....
.....

10. Enforcement of Vaccination Policy

Superintendent.....reported that the rule of the Board of Education requiring every child in the public schools to be effectively vaccinated against smallpox is being rigidly adhered to. However, he had received many requests from parents, who are conscientiously opposed to vaccinations, asking that exceptions be made in their children's cases.

After considerable discussion, it was moved by Mr.and seconded by Mr.that superintendentbe instructed to carry out the board's rule on vaccinations and to permit the postponement of vaccinations only when a physician advised that the vaccination would be injurious to the child's health.

Yeas:
Nays:

.....
.....

11. The Board Recesses for a Short Time

It was moved by Mr.and seconded by Mr.that the board recess for (time).....in order that more information may be obtained as to (some subject)

Yeas:
Nays:

.....
.....

12. Swearing in of Board Members

Mr.and Mr.were invited into the meeting. It was ascertained that they met the qualifications and were willing to become members of the school board. Presidentadministered the oath and both Mr.and Mr.signed it. They were seated as members.

APPENDIX D

Subjects for which Board of Education Make Rules and Regulations
 The different rules and regulations passed by boards of education are so numerous that it would be impossible to list all of them. The following topics on which certain boards make rules have been compiled and arranged in alphabetical order and may be of interest to school board members.

1. Advertising
 - a. Among the employees
 - b. Among the pupils
 - c. Among the staff
 - d. Etc.
2. Athletics
 - a. Accidents in
 - b. Coaches of
 - c. Control of
 - d. Fields, stadiums, halls
 - e. Finance of
 - f. Honors for
 - g. Insurance for
 - h. Managers for
 - i. Physical examination for contestants
 - j. Program for
 - k. Promotion by outsiders
 - l. Etc.
3. Board Organization
 - a. Frequency of meeting
 - b. Officers of the board
 - c. Order of business
 - d. Place of meetings
 - e. Rules of procedure (Parliamentary)
 - f. Etc.
4. Budget
 - a. Adherence to budget allocation
 - b. Adoption of
 - c. Emergency items
 - d. Policy relative to
 - e. Preparation of
 - f. Etc.
5. Buildings and Grounds
 - a. Abandonment of
 - b. Acceptance of
 - c. Accessibility of
 - d. Adequacy of
 - e. Alteration of
6. Census
 - a. Policy in relation to state law
 - b. The continuing census
 - c. Use to be made of census locally
 - d. Etc.
7. Curriculum and course of study
 - a. Local organization for curriculum construction or revision
 - b. Policy in relation to state course of study
 - c. Printing or mimeographing local course of study
 - d. Reorganization in light of changing civilization and local needs.
 - e. Etc.
8. Elementary School
 - a. All items in section 18 dealing with elementary pupils.
- f. Architects for
- g. Capital outlay for
- h. Environment
- i. Fire risk and insurance
- j. Heating and ventilation
- k. Leasing
- l. Lighting of
- m. Location of
- n. Maintenance of
- o. Names of
- p. Operation of
- q. Program for
- r. Sale of
- s. Selection of grounds
- t. Stadium and equipment for
- u. Use for non-school activities
- v. Etc.

- b. General policy
 - c. Etc.
9. Financial
- a. Accounting system
 - b. Audits
 - c. Bonds
 - d. Cost accounting
 - e. Deficits
 - f. Depositories
 - g. Distribution of expenditures
 - h. Employees' bond
 - i. Fiscal year
 - j. Funds of school organizations
 - k. General financial policy
 - l. Gifts to schools
 - m. Investments
 - n. Loans and notes
 - o. Lost checks
 - p. Pay rolls
 - q. Retirement allocations
 - r. Salary schedules
 - s. Sources of financial support
 - t. Etc.
10. Health
- a. Cooperation with clinics
 - b. Disposal of trash or garbage
 - c. Diagnostic treatment of children and remedial measures
 - d. Environment of schools
 - e. General policy
 - f. Food served for lunches
 - g. Health service for the schools
 - h. Epidemics
 - i. Health service for the schools
 - j. Home visitation
 - k. Inspection of children
 - l. Lighting
 - m. Milk for public school children
 - n. Physical education
 - o. Pre-school child
 - p. Sanitation of buildings and grounds
 - q. School clinics
 - r. School dentist
 - s. School doctor
 - t. School nurse
 - u. Screens for schools
 - v. Vaccination
 - w. Etc.
11. Junior College
- a. All items in Section 18 dealing with junior college pupils
 - b. General policy
12. Junior High school
- a. All items in Section 13 dealing with *with Jr. H.S. pupils*
 - b. Exploratory function of
 - c. General policy
 - d. Homemaking courses
 - e. Relation to senior high school
 - f. Etc.
13. Kindergarten
- a. Attendance
 - b. General policy
 - c. Etc.
14. Libraries
- a. Employees
 - b. Expenditures
 - c. General policy
 - d. Rules for return of books
 - e. Service
 - f. Use by community
 - g. Etc.
15. Opening and closing the different units of the school system
- a. care of plant during summer
 - b. General policy
 - c. Preparation for opening
 - d. Preparation for closing
 - e. Etc.
16. Organization of schools
- a. General policy
 - b. Organization for business
 - c. Organization for compulsory attendance and census
 - d. Organization for distribution of supplies
 - e. Organization of co-curricular activities
 - f. Organization for health service
 - g. Organization of health staff
 - h. Organization of instructional staff.
 - i. Organization for maintenance
 - j. Organization for research
 - k. Organization for study
 - l. Organization for system
 - m. Etc.

17. PERSONNEL

- a. Superintendent
 - (1) Certificate
 - (2) Qualifications
 - (3) Relationship with board
 - (4) Relationship with staff
 - (5) Salary
 - (6) Etc.
- b. Assistant superintendent, directors, principals, supervisors, etc.
 - (1) Certification
 - (2) Qualifications for specific position
 - (3) Salary schedule
 - (4) Etc.
- c. Heads of departments
 - (1) Same as above
- d. Teachers
 - (1) Certification
 - (2) Leave of absence
 - (3) Organization
 - (4) Participation in administration
 - (5) Qualifications
 - (6) Retirement of
 - (7) Rules for guidance
 - (8) Salary schedule
 - (9) Selection
 - (10) Substitute
 - (11) Tenure
 - (12) Training
 - (13) Etc.
- e. Other employees
 - (1) Bonds for certain employees
 - (2) Duties
 - (3) Facilities
 - (4) Responsibility and accountability of clerks, janitors, custodians, and all charged with immediate control or handling of funds, supplies, equipment, or things representing money
 - (5) Training

- h. Discipline
 - i. Entrance into different grades and classes
 - j. Excuses for absence
 - k. Excuses for tardiness
 - l. Handicapped
 - m. Homogeneous groupings
 - n. Injury on school grounds
 - o. Making up work
 - p. Making system
 - q. Non-resident
 - r. Promotional plans
 - s. Respect for school authority
 - t. Retardation
 - u. Re-examination
 - v. Rules for guidance
 - w. Standard tests
 - x. Suspension
 - y. The non-academic
 - z. Etc.

19. Purposes of education at the different levels

- 20. Relation with public
 - a. Exhibition to public
 - b. General policy
 - c. Museums open to public
 - d. Newspaper relationships
 - e. Outside organizations
 - f. Parent Teacher Association
 - g. Protection of pupils in city traffic
 - h. Public lectures, concerts, and entertainments
 - i. Reports to public, annual, monthly, etc.
 - j. Social centers
 - k. Etc.

21. Records and Reports

- a. Attendance records
- b. Census records
- c. Extra-curricular activity records
- d. Financial records
- e. General policy
- f. Health records
- g. Instructional records
- h. Records for board
- i. Records for non-teaching personnel
- j. Records for principal's office
- k. Records for superintendent's office
- l. Supply and equipment records

- 18. Pupils
 - a. Achievements
 - b. Age-grade and progress studies
 - c. Absence
 - d. Advertising during school hours
 - e. Alumni and former students
 - f. Atypical
 - g. Classification and progress

m. Etc.

22. Research

- a. General policy
- b. Special projects
- c. Etc.

23. Safety

- a. Care of bicycles
- b. Care of tired, sick, injured, or afflicted children
- c. Exits
- d. Fire drills
- e. In loading and unloading
- f. pupils. Instruction for
- g. In transportation furnished pupils by the school
- h. Objectives
- i. Protection from harsh and irritating noises
- j. Protection from school machinery and equipment wherever it is located
- k. Protection of food in cafeteria
- l. Removal of barriers
- m. Removal of fire hazards
- n. Etc.

24. School elections

25. School organizations and societies.

- a. Accountability for school property used, their own funds, meetings, etc.
- b. Bands
- c. Class organizations
- d. Directors
- e. Fraternities
- f. General policy
- g. Home-room organizations
- h. Orchestra
- i. Pageants
- j. Parties
- k. Plays
- l. Student publications
- m. Etc.

26. Senior high school

- a. All items in Section 18 dealing with senior high school pupils
- b. General policy
- c. Etc.

27. Supervision

- a. Duties of supervisor
- b. General policy
- c. The principals as supervisors
- d. Etc.

28. Supplies and equipment

29. Surveys

30. Textbooks

- a. General policy

31. Traffic rules in building and on grounds

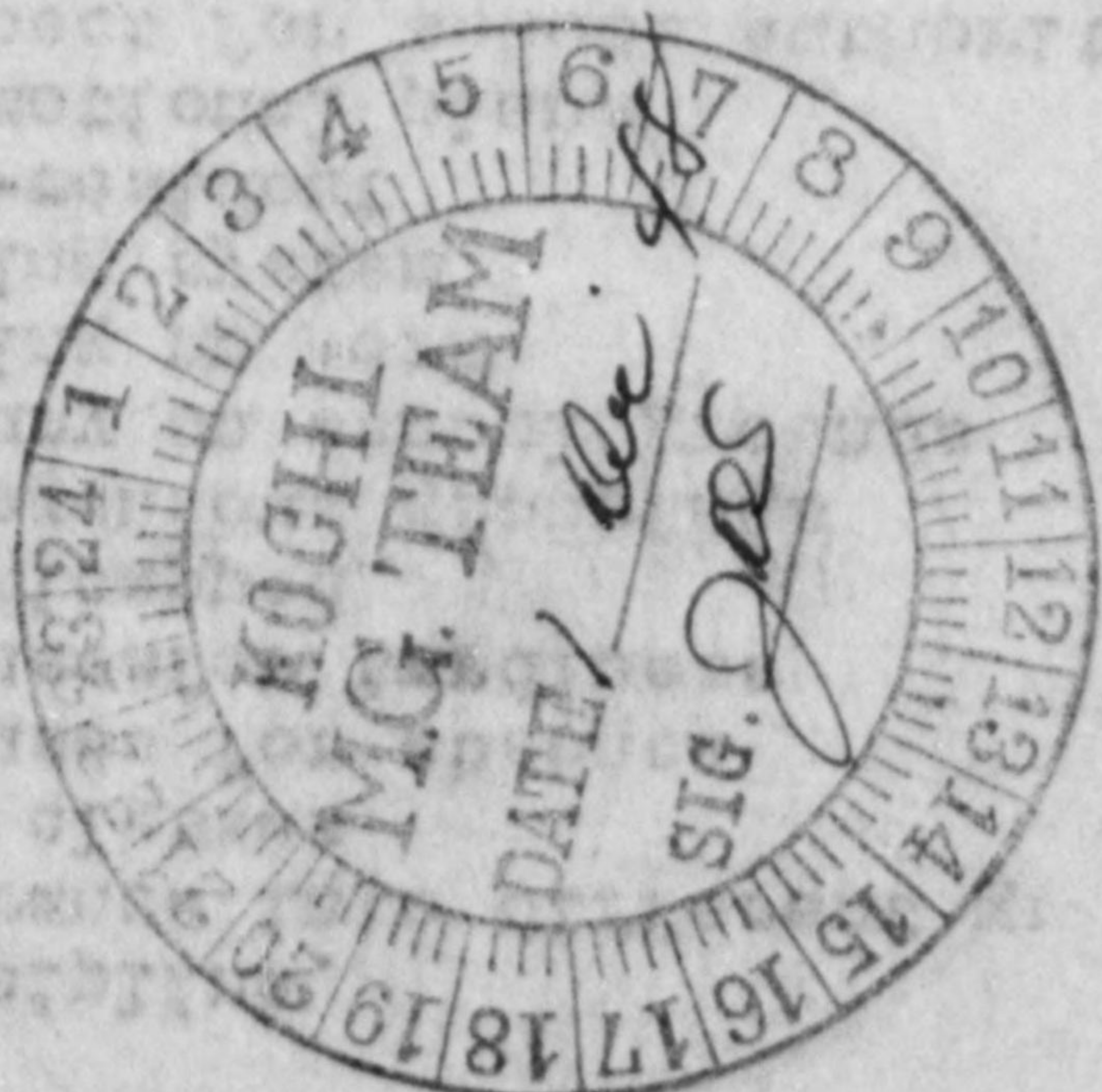
- a. Automobiles
- b. Bicycles
- c. Corridor traffic
- d. Freight and drayage
- e. General policy
- f. Stairway traffic
- g. Stop signals for street
- h. Etc.

32. Transportation

- a. Bonds
- b. Busses
- c. Conduct of passengers
- d. Employed personnel
- e. Insurance
- f. Loading and unloading
- g. Policies
- h. Reports
- i. Routes
- j. Etc.

33. Vacations

34. Written instructions



*refer to letter dated
22 May - 1948*

SCHOOL BOARDS IN THE UNITED STATES

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

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

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

WHAT IS A SCHOOL BOARD?

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

settle problems in a relatively short time--problems it would take a larger body much longer to settle.

QUALIFICATIONS OF SCHOOL BOARD MEMBERS

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

SELECTION OF SCHOOL BOARD MEMBERS

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

SCHOOL BOARD ELECTIONS

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

American authorities also say that the election of school board members should be at a special school election and not during a political election. The reasons for this are obvious. If school board members are voted for during a political election, the voters will not be as careful as they should be in voting for people to run their schools. They might vote for school board

members because they represented some particular political faith rather than because they might make good school board members. Board members should not be elected with any consideration given to their political affiliations.

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

SERVICE OF SCHOOL BOARD MEMBERS

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

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

THE FUNCTION OF SCHOOL BOARDS

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

To formulate educational policy in the community.

To appraise the execution of its policy and to determine the efficiency of the school system.

To appoint teachers, supervisors, administrators, and other educational employees.

To acquire school sites and to maintain them.

To adopt courses of study.

To purchase supplies.

To build schools.

To

To levy taxes or to submit estimates to some other body for inclusion in budgets.

To make rules and regulations for the management of the schools.

To keep the people of the community informed on public education, its value and needs.

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

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

CONCLUSION

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

GENERAL HEADQUARTERS
SUPREME COMMANDER FOR THE ALLIED POWERS
MILITARY INTELLIGENCE SECTION, GENERAL STAFF
ALLIED TRANSLATOR AND INTERPRETER SECTION

PUBLICATIONS ANALYSIS

NO: 246

DATE: 1 Mar 49

BOARDS OF EDUCATION AND THEIR FUNCTION

Attention has been focused in educational magazines in recent months on the operation of the newly-elected boards of education. Writers feel that education board elections in forty-six prefectures and five major cities were held "prematurely," without adequate preparation, and conclude that the people were insufficiently well informed of the purpose and function of the boards. The general public is criticized for its failure to take active interest in the campaigns, while various aspects of the elections themselves are evaluated and criticized. There is division of opinion regarding the advisability of allowing teachers to serve as members of education boards. The aim of the new system, it is stressed, is to take education out of the hands of the central government and a few autocratic individuals and to place administration and planning under the control of all the people. It behooves the public, therefore, to acquaint themselves thoroughly with educational matters and to watch over the activities of the board members they have elected, commentators declare. Particular caution must be exercised, they feel, to keep the new boards free from undesirable influences of any special interests or groups.

EDUCATION BOARD ELECTIONS AND PUBLIC AWARENESS

Writers generally feel that board of education elections -- held on 5 October in the 46 prefectures (including Tokyo-to, Osaka-fu, Kyoto-fu, and Hokkaido), and five major cities (Osaka, Kyoto, Nagoya, Yokohama, and Kobe) -- were conducted without sufficient preparation. The public therefore had little time to become acquainted with the significance of the elections and the duties of the education boards; but writers ascribe the widespread indifference also to private citizens' continued disregard of their democratic responsibilities.

A SERON TO KEIZAI article by MORIGUCHI Kenji describes the results of a survey conducted in Kyoto to determine the extent of popular understanding of the function of boards of education and to ascertain which segments of society actually evinced most interest in the elections. The Board of Education Law, "momentous" in the democratization of Japan, seeks, the writer declares, "1) to keep education from irrational control, and 2) to ensure the conduct of educational administration in harmony with existing local conditions and in accordance with the fair and just will of the people. * * * The public election of education board members, a privilege newly granted us, represents a great change from education supervised solely by the government to education of, by, and for the people." Popular understanding of the function of the boards and the people's assumption of responsibility for democratic education, Moriguchi states, are the keys to the success of this system.

The survey, the writer declares, revealed that women generally knew less about the election than men, that older persons showed less interest than younger. Men over 60 and women over 50 were particularly unconcerned. Persons with only primary education were far less informed than those with middle school education or higher; however, there was "no marked difference" between the degree of knowledge of the election shown by persons with college education and that of those with only secondary schooling. A series of questions devised to test the extent of individuals' knowledge of the election board system was asked of a selected cross section of the public, and the results indicated that there was no noticeable increase of knowledge regarding the function of education boards during the period from one month before to two days before the voting. The writer believes that the hasty efforts to educate the general public to the meaning of the board of education elections were not successful, and feels that "peoples' awareness of their responsibilities as democratic citizens still is inadequate." The medium adjudged most successful in acquainting the public with the significance of the elections was the press, followed by radio, word of mouth, street speeches, and posters. Most voters,

the writer concludes, came to know about the import of election only a short time before the date fixed for balloting, and only 20 percent of those who voted had decided before the actual election day whom they would support.

Inadequate Publicity

The Board of Education Law, explains OSHIMA Mitsuo, Tokyo Third Normal School professor to a KYOIKU KAGAKU roundtable group, grew out of the recommendations of the United States Education Mission. The draft was presented to the Diet on 12 June 1948, almost two years after initial work on it had begun, but during that time there had been no official publication of its contents. Only a short period was allowed for Diet discussion, and the bill was passed on 5 July 1948. Oshima expresses regret that more effort was not made to publicize the bill and its content. "The committee chairman said that there was only a short time to debate on the matter. Such being the case, the press did not report in detail the Diet discussion of the draft. Fundamentally speaking, if a law is to be passed democratically, the people should understand its contents in advance; otherwise legislation is only perfunctory. It was especially important in this instance that the public should have been informed of this law, for it is of concern to all the people." Oshima charges that the press, after having failed to publicize the draft bill, "should have carried out a thorough campaign of enlightenment before the October election.

The Elections in Retrospect

A SHUKAN ASAHI article prepared by the Asahi Public Opinion Research organization also studies various aspects of the elections. It is reported that one village master was not aware he was an eligible voter, that villagers elsewhere went to a street speech thinking it was an overcoat ration, and that in another community the people mistook the board of education elections for a charcoal ration registration. "In Shimane Prefecture which had the highest voting rate, it is reported, people voted not because of their knowledge of the issues involved but because they were recruited." In Fukushima Prefecture, whose abstention rate was lowest in the Tohoku area, "there were many who reached the voting place without knowing for whom they would cast their ballot." Many ballots were invalid because of "carelessness or scribbling," and many were blank.

General indifference can be ascribed, the article declares, to scarcity of funds, inadequate time for propagating information, and neglect by prefectural authorities. It also was a result of the prefecture-wide election district system and the restrictions on campaign expenditures. Yokohama was most successful of the cities in its enlightenment campaign; in Miyagi Prefecture there was successful cooperation between educational organizations and labor unions to promote interest in the elections. Thirty-three percent of the people questioned in an Osaka public opinion survey predicted that "education will be influenced by bosses," whereas only 26 percent thought that "democratic administration will be carried out," the writer comments. The vigorous efforts of the United States Military Government Teams in connection with the elections contrasted with the "generally indifferent attitude" of prefectural governments. The organizations which most actively took part in the campaigning were the Japan Teachers Union and the Communist Party; and PTA's, although still weak in organization, were successful in securing the election of their candidates in some local areas. Local political party branches were not noticeably active, but behind-the-scene operations of "various bosses" were reported. There appeared to have been few large offenses against election regulations, but "since most candidates were amateurs politically, many minor offenses against the letter of the law are thought to have been committed."

Criticisms and Suggestions

SENKYO presents the opinions of four prefectural election control committee chairmen on the elections and the regulations governing them. The chairman of the Osaka committee, UEMORI Ichitaro, asserts that the people were unacquainted with the purpose of the election boards and thus had little interest in the election, despite the efforts of the press and radio. Uemori is particularly critical of the election regulation which requires a petition with the signatures of more than 60 persons for a person to become a candidate.

PUBLICATIONS ANALYSIS (Continued)

"Consequently most persons utilized the collection of signatures as a means of election campaigning. For instance the top winner in Osaka Prefecture had collected 6,875. Signatures should be limited to between 60 and 100, and a personal history of each signer should be submitted with the petition document, so that the voters may know the record of the candidate better."

NARUSE Goichiro, chairman of the Nagano committee, charges that present election regulations and procedures are too complicated and calls for simplification, that candidates and voters may act with more freedom. He advocates division of each prefecture into separate election districts because an individual candidate cannot make himself known to the people all over the prefecture. In rural districts, Naruse remarks, the voting rate was better than that of the cities because of the ardent publicity efforts of local teachers and students, but it cannot be said that rural people properly understood the concept of the boards of education, he maintains.

While the public knew of the election and had been told the names of the candidates, "they were not fully acquainted with the function and import of the education boards, because of the insufficient time available for enlightenment," declares FUJITA Kisuke, Kagoshima committee chairman. This official also hits complex regulations and lack of official preparation for the elections. "We must consider the reasons why the elections were so sluggish if we are to make any improvement for the future," he asserts.

"The election was a failure," states WADA Sadaomi of the Kumamoto committee. This official tells of methods employed by the Teachers Union in his prefecture to secure the election of their candidates, which aroused popular antagonism and compelled dissolution of a society they had organized to promote their cause. Wada himself opposes the candidacy of teachers for board positions and also criticizes the petition nomination system. The restrictions on campaigning "saved a great deal of expense, but caused the elections to be rather dull," he concludes.

Evaluation of Results

MUNEKATA Seiya, professor at Tokyo Bunrika University, feels that the elections were conducted "prematurely," before the public had become thoroughly acquainted with their significance, and that the voting was "rather perfunctory." The voting rate, he declares in KYOIKU, ranged from 29 percent in Tokyo to 78 percent in Shimane Prefecture; the national average rate was 57.7 percent.

Breakdown of the 276 persons elected to prefectural boards throughout the country (this excludes those elected by the cities) shows that 112 successful candidates were teachers, 66 members of "general occupations," 32 self-employed, 27 government and municipal employees, and 39 officials of various organizations without regular occupation, most of them being ex-teachers. Of those elected, the writer observes, "more than one-third are teachers or ex-teachers." Particularly in Hokkaido, almost all of those elected were active teachers. This, needless to say, is against the principle of unprofessional boards.

However, Munekata states, "those board members who were formerly teachers must play an active part in developing education. They, in general, will understand education, be enthusiastic about it, and lead the other members." Having previously criticized the candidacy of active teachers, the writer then proceeds to explain his stand. Some circles oppose having teachers as board members because of ill-feeling toward the Japan Teachers Union. Others, including himself, declares Munekata, "recognize the progressive role of the Union and expect much of it in the future. For this reason it is better for teachers not to become board members"; the public should have the leading responsibility in educational administration, with the Union remaining outside. "But in actuality those members who have been teachers probably will be the leaders of the boards," and the wisdom of their participation in administration depends ultimately on the extent of general public interest in educational affairs.

Of the 296 members chosen in prefectures and cities, 213 are classed as conservatives, 83 as progressives. Munekata believes it doubtful that the boards actually will be as conservative as these figures indicate, for the majority of those termed conservative "have no clear educational policies." However, he calls upon labor unions, the Japan Teachers Union, and other democratic organizations to exercise influence to counteract conservative

tendencies of boards of education. "The board of education system," writes Munekata, "can raise public interest in education; and the people, with their good sense, will be able to criticize the educational world and promote its growth."

Conflicts between boards of education and superintendents of education may arise, Munekata fears, because the duties of the latter are not defined clearly. "Scientific administration of education must be achieved," he explains. "We must put an end to administration which is unduly influenced by the mere ideas of a few persons" and also prevent administration being dominated by the personality of one individual. Scientific administration is based on research, investigation, and statistical study. Education boards will find themselves so busy with these duties that they may do well to leave actual operating administration to the superintendent. Board members should concentrate on policy planning and the enlightenment of the public regarding education through the preparation of careful and accurately prepared reports, Munekata concludes.

PURPOSE AND FUNCTION OF BOARDS OF EDUCATION

The board of education system provides the basis for decentralization and democratization of Japanese education, declares YAMAMURO Tamiko, official of the Ministry of Education. The sphere of responsibility of the new boards includes, she explains, "administration of schools, educational planning and policy, matters of personnel, and preparation of educational budgets." These duties should be carried out democratically and autonomously by the respective education boards, independent of the Ministry of Education. Because education charts the course of the State, these changes "have great bearing on the democratization of Japan." Miss Yamamuro reiterates that the people must realize their responsibility for education, that the boards must not be subject to any political influences, and that bosses must be kept out. She feels it "especially desirable that PTA's and women's organizations work in cooperation with these boards, presenting proposed plans and reference materials"; she also stresses the importance of having women serve as board members.

Background and Function

The objective of the Board of Education Law and the function of the new boards are discussed by OSHIMA Mitsuo in the KYOIKU KAGAKU article previously mentioned. It traditionally has been thought, Oshima states, that school affairs should be left in the hands of school and government authorities. However, under democratic government the people themselves must deal with all problems. The selfish motives and attitudes of particular parents should not be allowed to be the sole force governing educational administration; therefore, states Oshima, it is important to rely on general public opinion.

It is desirable that education board officials be elected from the general public, not from among educators, Oshima avers. How to coordinate teachers' opinions with overall educational policy is a difficult matter, he states. "In America a superintendent ascertains the teacher's opinions and uses them to guide the policies of the board of education. The superintendent must be a capable person therefore. Here in Japan, I believe, teachers should be allowed to become board of education members for the time being, because educational standards still are unsettled and capable superintendents are scarce."

Public Supervision

IGARASHI Akira, in KYOIKU KAGAKU, emphasizes the fact that the new system provides for public control of education. "The people's will," he remarks, sometimes may mean the will of the entire nation and sometimes the will of a local population. "The National Diet, representing the will of all the people, possesses the power of dealing with educational problems in conformity with the regulations of the Constitution. * * * Local educational authorities have the responsibility of carrying out education under the conditions specified by the National Diet. In other words, local educational authorities receive their right to administer education from the people through their instrument, the Diet; the right does not originate within themselves. However, local educational authorities do have the power to make their own decisions within existing regulations. * * * It is of paramount importance that the people be familiar with the agency which handles educational matters."

Establishment of education boards, YAMAZAKI Kyosuke, member of Tokyo-to

PUBLICATIONS ANALYSIS (Continued)

Board of Education, asserts in PTA, is intended to abolish bureaucratic control of education by placing it under the control of an agency not appointed by the government but elected by the general public. "Education is neither for the school nor for the teachers, but for the children, our coming generation," Yamazaki declares. "Parents and teachers must cooperate to support it." The first task of the boards of education is to see that the new 6:3:3 educational system is put into operation thoroughly. "In the confused postwar economic conditions it is difficult to rebuild or construct school buildings or facilities. The new educational system has been put into effect with very little time of preparation and in hard times; thus it is no wonder that everything seems still out of order. However, now that the program has been started, we cannot let it lag."

Poor economic conditions make implementation of the nine-year compulsory education program difficult, Yamazaki acknowledges, for some parents will want their children to start working after six years of school. "We must find means of enabling children to get through the full nine year course without arousing any grumbling by their parents," he declares. In addition to economic difficulties and physical damage to facilities, shortage of qualified teachers constitutes a major problem. Primary school teachers with no specialization have had to take positions in the new lower-secondary schools, despite the fact that they are not properly qualified for the teaching they must do there. "It is vitally important to retrain these teachers. Here is another task that the Board of Education must undertake."

Surveillance over Boards of Education

The people must keep close watch over the boards of education they have elected, declares NAGASHIMA Masao in 6:3 KYOSHITSU. This writer warns that "if many Communists are elected to education boards, education will have a strong Communistic tinge. If there should be many members from the Teachers Union, education will be influenced by Teachers' Union tendencies. If there are many bosses, education will be degraded. If any of these things happens, education, which should be the possession of the whole people, will be dominated by a group of individuals."

Nagashima draws attention to the opportunities for bribery in connection with school construction and maintenance, and the possibility of favoritism being shown teachers representing special groups. Or, he declares, "boards may become as domineering as the old school inspectors, refusing to promote principles or teachers who do not flatter bosslike members. * * * There is also a possibility of scandal in the selection of textbooks. These are merely examples of possible evils, but are dangers to which the Education Boards are liable," Nagashima warns. Therefore, the writer urges, all the people must oversee the activities of the board members. If any are found guilty of misconduct, they must be recalled by the people through the provisions of Article 29 of the Board of Education Law. Nagashima explains that board meetings must be announced in advance and that most of them are open to the public. If the people attend such meetings and make themselves familiar with the issues which arise, "all the public can participate in education and can guide it properly along the course they desire, preventing its monopolization by a few."

Support of Teacher Eligibility for Education Boards

TAKATA Naoko, official of the Japan Teachers Union, insists in KYOIKU KAGAKU that teachers should have the opportunity to help make decisions in educational affairs. "How bitter has been teachers' experience with scanty budgets for education! * * * How the teachers have fought against and cried over the hardships which engulf them." With inadequate facilities and shortages of materials, "no wonder the teachers rise up in the hope that they may be able to help find solution to such difficulties. * * * Democratization of education will be aided immensely when the best use is made of the teachers' sentiments."

"It is in accord with the spirit of the Constitution that teachers, as citizens, should have the right to a voice in the determination of educational policies, for the Constitution states that education shall be governed by the will of the people. * * * Teachers have been accused of seeking to use the

boards of education to advance their own interests. This is a misunderstanding. It is only proper that the teachers, who have been fighting in behalf of education against numerous difficulties, should have their social position raised and should gain a voice in education boards to express their opinions for the future guidance of education."

THE BOARD OF EDUCATION AND THE PTA

"All the hours of the day, not merely those spent within the school, must be utilized to bring children up as important constituent elements in society," declares Mrs Takata. The responsibility for their broad education "should be undertaken by teachers, parents, and society itself." It is important to improve the PTA organization, in order that the PTA may study school education and submit its opinions directly to the Board of Education. This, declares Mrs Takata, "will enable parents to come into contact with actual education in practice, and will make it possible for them to acquire the knowledge necessary for dealing with educational problems. It will also permit the conclusions reached jointly by parents and teachers to be placed before and considered by education boards."

"There is no legal connection between the PTA and the board of education," asserts Oshima Matsuo in the previously-quoted KYOIKU KAGAKU roundtable. "The difference between these two institutions is clear, even though they do come into contact at some points. The board of education is in charge of administration, while it is the duty of the PTA to render assistance to the school by understanding school affairs. It is surprising to hear some members of PTA's argue that their organization should share in school management. School management is the fundamental element of educational administration and is the responsibility of the board of education. It is important to make a clear distinction between the function of the two bodies."

Asked what the PTA's desire most of the education boards, one parent-teacher member present, Dr SEKIGUCHI Tatsuo, states: "Rehabilitation of school buildings. Most of the schools newly established under the 6:3:3 system lack their own buildings. I also desire to have good textbooks prepared." OGAWA Kikuko asks for "installation of heating equipment in schools located in cold regions, so that the children may have an atmosphere conducive to study."

Members of a roundtable in the magazine PTA talk about the financial responsibilities that have been thrust on Parent-Teacher Associations as a result of shortage of government funds for education. KIDO Bantaro, Tokyo University lecturer, criticizes Tokyo Board of Education members who have sought help from PTA's in matters of finance. "Pecuniary assistance is not the task of the PTA," he declares. "Now that boards of education have been established, matters of finance are entirely up to them. The PTA should seek to work in conjunction with school authorities in matters of study and teaching only. * * * It is the boards of education's task to take charge of finance and prepare budget estimates." The other two roundtable members agree with this opinion. KANEKO Magoichi, Tokyo University professor of education, observes however that PTA's of rural primary schools actually are taking a hand in school administration. Government funds for education are so short that the PTA must raise amounts equal to many times the appropriated funds in order to meet actual operating expenses. "Without this financial aid from the PTA's, the schools could not continue," he states. "Under such conditions, how much can the new education boards accomplish?" The scarcity of funds for education, Kaneko declares, is the greatest problem the PTA faces. "Individual bodies cannot solve this problem alone, so the nationwide organization must conduct a drive to increase government expenditures for education. The boards of education do not have final authority in regard to educational funds; therefore the PTA must stand behind them in exerting pressure on the Diet."

"Although the board of education has the legal responsibility for administration of education in each district," states ONO Yoshinaga in KYOIKU GIJUTSU, "it must have, for proper school management, full activity of the PTA."

SOURCES

(Magazines, Circulations, and Authors*)

FUJIN KORON, 50,000, YAMAMURO Tamiko; KYOIKU, 4,000, MUNEKATA Seiya; KYOIKU GIJUTSU, 10,000, ONO Yoshinaga; KYOIKU KAGAKU, 5,000, OSHIMA Mitsuo, IGARASHI Akira, TAKATA Naoko, OGAWA Kikuko, SEKIGUCHI Tatsuo; PTA (published

PUBLICATIONS ANALYSIS (Continued)

by Taibunkan), 10,000, YAMAZAKI Kyosuke, KIDO Bantaro, KANEKO Magoichi; SENKYO, 12,000, UEMORI Ichitaro, NARUSE Goichiro, FUJITA Kisuke, WADA Sadaomi; SERON TO KEIZAI, 5,000, MORIGUCHI Kenji; 6:3 KYOSHITSU, 9,000, NAGASHIMA Masao; SHUKAN ASAHI, 22,000.

*Where available.

Five other articles were used but not quoted directly in the preparation of this report, which is based on articles published from November 1948 through January 1949.

These reports constitute analyses of comment and information reaching the Japanese people through the medium of Japanese language magazines. Approximately 1,500 publications are scanned each month for material related to topics of possible interest to the Occupation. The reports are made up largely of direct quotations in order to show what is being presented to the Japanese reading public. The quotations are the opinions and views of the authors and publishers concerned; no means are available to check their accuracy.

PREVIOUS PUBLICATIONS ANALYSES DEALING WITH THE SAME AND RELATED TOPICS

Japan's New Educational System, Pub. Anal. No. 224, 23 November 1948.

Educational administration, school boards and their members, educational finance, primary and secondary schools, private schools, the new four-year university system.

Japanese Educators and Educational Techniques, CI&E Pub. Anal. No. 217, 26 October 1948.

Economic hardships of teachers, the shortage of teaching personnel, the quality of teachers, activities of the Japan Teachers Union, correspondence education, radio education, and visual education techniques.

Boards of Education in Japan, CI&E Pub. Anal. No. 212, 7 October 1948.

The Board of Education Law passed by the Diet on 5 July 1948, its provisions and deficiencies, purposes of the new boards of education, the need for decentralizing educational administration, the board of education elections held on 5 October 1948, relationship between boards of education and PTA's.

Parent-Teacher Associations, CI&E Pub. Anal. No. 199, 24 August 1948.

Home environment and schooling, feudalism in PTA's, objectives, leadership and structure of the PTA and its relationship with the Japan Teachers Union.

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Comments on Letter, SCAP, CI&E, AG 000.3 () CIE, Subject:
"Interpretation of SCAPIN 448, Relative to Religion in the Public
Schools of Japan"

1. Page 2, paragraph 1,b,2: Disagree strongly with this. There should be no allowed absence from school activities. This is already a very vicious practice in Japan, i.e., taking holidays and absences at the least excuse. Should read: "May not attend religious observances or rites when such attendance involves absence from school activities."
2. Page 3, paragraph 1,b,3,c: Should omit this paragraph entirely. It's an open invitation to exploitation of school bulletin boards and student publications. Think it best not to call attention to this at all.
3. Page 3, paragraph 1,b,3,d: This is the most highly questionable passage of this whole letter. The big trouble is that the local school authorities will not be able to decide; the soncho () or chocho () will decide. Social pressure on the local principal will be too great. If this paragraph is included at all, should have another sentence. Something like, "However, as a general principle, religious organizations may not use schools during or after schools."
4. Page 3, paragraph 1,b,4: Similar to 3, above.
5. Page 4, paragraph 1,d,1: Highly questionable, I think. Sounds alright but it wouldn't work out this way. Think it would be better to omit this entirely. It would be undemocratic to forbid them to speak, I suppose, but this type of paragraph is an open invitation which would tie the hands of local Japanese and possibly lead to very vicious tendencies and practices.

General Remarks: Think this whole interpretation of SCAPIN 448 should be gone over more carefully. (Refer: My conversation with Mr. Motofuji.) This type of detailed interpretation--in writing by SCAP--is dangerous because it opens the way to abuses--which SCAPIN 448 doesn't do too much. Also, it neglects actual conditions in local areas--or, for that matter, actual Japanese conditions all over. In many cases, it will not be the "school authorities" who determine practices but the local big-shot--the mayor or the headman or the local priest. This type of thing would be alright, say, in a community of the United States but not in Japan. Suggest considerable cutting out of passages opening up schools to religious influences. In its present form, would even suggest not putting out any interpretation at all.

FNK

Brief History of Superintendent

Tokuahima

Mr. Masamichi Kawano

He was born in Gakushima-mura, Awaur-gun, Tokushima-Ken on 19 March, 1902. Graduating from the Wakimachi Middle School, the Matsuyama High School, and the Tokyo University (Philosophy course, literature faculty), he taught as a lecturer and professor at the Takushoku University, the Toyo University, the Hosei University, the Meiji University, and the Kenkoku University as long as more than nineteen years.

After the surrender, he came back to his native place. He was elected as the head of the Gakushima-mura.

When Board of Education started, he took up his duties as superintendent, and has worked so far.

Brief History of Superintendent

Kagawa

Mr. Eiichi Kubota

He was born in Niigata Prefecture in August, 1905. He graduated from the Fukushima High Commercial School. He worked as a teacher at several middle schools successively till 1934. He worked as an assistant professor at the Fukushima High Sommercial School in 1935, and then worked as a professor at that school in 1943. He worked as a professor at the Takamatsu Economic College, a chairman of the prefectural Labor Committee, and took his duties as chief of Labor Section of Kagawa Prefecture in April, 1948. He held an additional post as chief of Education Section on 1 July, 1948.

On 1 November, 1948, he spontaneously took office of superintendent. On 2 April, 1949, he assumed his office again.

He holds an additional post of a lecturer of Economic Faculty, Kagawa University now.

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The periodical change of school teachers at the end
of 1949-50 fiscal year

The number of teachers transferred	Kagawa	Kochi	Ehime	Tokushima	Total
Upper Secondary School	176	139	530	177	1,022
Lower Secondary School & Primary School	1,141	2,048	3,235	1,270	7,694

KAGAWA Prefecture

The subject change of teachers of Upper Secondary School were carried out, to some extent, with the view of equalizing opportunity of education, and the change of teachers of Lower Secondary School and Primary School were carried out on a large scale regardless of the divisions of schools and communities.

KOCHI Prefecture

In the subject change of teachers, emphasis was laid on the unitary change regardless of the divisions of schools and communities and on the appropriate re-arrangements in order to even area differences.

EHIME Prefecture

The subject change of teachers showed that the character of changes altered from stabilization of living to the proper personnel change based on the principle of the right man in the right place. It may be commented as a bold reform which removed old evils by way of changes of teachers on a large scale, conversions of teachers' ^{posts} and strengthening of teachers' groups in mountainous areas or islands by transferring superior teachers to those areas.

TOKUSHIMA Prefecture

The subject change was carried out on a small scale to modify the change of last year. New employment of teachers and conversion of teachers' posts were carried out in view of the fact that the regular number of teachers of Upper Secondary Schools was increased as the result of the increase of students and new curriculums were established.

The change was carried out with a view to encouraging the education in mountainous villages and part-time system of Upper Secondary Schools although it was on a small scale.

Regulations Concerning Political Activities in
the Public Schools.C2
F223

Terms:

The term "school" should include: the school as an institution, the personnel employed by the school, and the official acts of these personnel. It should include activities carried on directly or indirectly in the name of the school or through one's influence as an employee thereof. It should include school buildings, school grounds owned or used by school, any school function wherever held in the name of or sponsored by the school or the school authorities, principals and teachers and other school employees while performing their assigned duties or while representing the school, pupils and students while in attendance at school or present on school property or participating in functions sponsored by the school or being held in the name of the school, and all education personnel paid in part or in full from public funds.

The term "education authorities" are boards of education, mayors, headmen for the prefectural and public schools in the prefectures and administrative officials duly appointed by and authorized to act for education authorities as provided by law.

1. Political education in the schools is authorized and should be a part of the curriculum as outlined in suggested social studies courses prepared by Mombusho and boards of education and appearing in school textbooks approved by the boards, in accordance with the Board of Education Law. However, this education is not to be confused with political activities. The schools are places of learning and are not to be considered places for political indoctrination or partisan struggles. It becomes the responsibility of the school authorities, principals and teachers to insure that instruction and discussion of political topics and doctrine are purely non-partisan in character. The following are among those which should be construed as consisting of political activities if occurring in the school, on school property, at extra-curricular activities, under sponsorship of the school, in the name of the school or in the name of the school authorities and therefore illegal according to these regulations:

- (a) Advocating a partisan political doctrine or asking those present to join a partisan political organization.
- (b) Distributing partisan political literature or exhibiting partisan political materials or kamishibai
- (c) Advocating the election of or defeat of a particular political candidate.
- (d) Attending meetings or visiting homes to advocate partisan politics while using one's relationship to the educational system as the primary personal influencing factor
- (e) Requiring or influencing students, as part of their

(2)

school program or otherwise, to engage anywhere and at any time in any partisan political activity.

2. Student associations and school special curricular activities wherever and whenever held, are an integral part of the school program and should be at all times under the supervision of teachers delegated to such duty by the school principal.
3. Teacher meetings called by order of the principal, or the school administrator or his superiors during hours of duty or held on public school property are not places for partisan political activities. No official teacher meetings should be conducted except in accordance with regulations of the school authorities and for purposes approved by the school authorities.
4. Teacher union meetings and education association meetings should not be held during duty hours of teachers unless authorized by the school authorities, and if held during duty hours or on public school property, they should not be scenes for political activities of any nature.
5. Individuals or representatives of any organization, political or otherwise, should not be permitted to visit schools or attend school functions to engage in political activities or advance political ideologies.
6. Branches, often called "cells", of political parties, in the schools or sponsored in the name of the school are contrary to the laws and regulations as are other partisan political organizations in similar activities.
7. The use of all school buildings, or adjuncts thereof, or school grounds, under control of the board of education is prohibited for the holding of partisan political meetings or other partisan purposes. Non-partisan political meetings called by government agencies such as community election committees or those meetings for general informational and educational purposes may properly be held in public school buildings. Likewise schools may properly be used as polling stations in any public elections.
8. It is recognized that each adult, including all school personnel, has the right to vote as he chooses, to join the party of his choice, to attend and speak at public political meetings, to petition his government and to engage in other political activities not prohibited by law or regulation. However, all school personnel are employees of all the people, paid from taxes assessed against all of the people, and should so conduct themselves politically and otherwise so as to avoid the censure of the community. While teachers and principals are to be given personal political freedom, they should follow a self-imposed code of ethics which will demonstrate to parents and others that they recognize their primary duty and position as that of educators rather than that of political party workers. Therefore they will give up their right to be active party workers knowing

(3)

that in carrying on active partisan politics they impair their ability to remain politically impartial in the academic program and that hence their usefulness in public education has come to an end.

9. Violations of these regulations should be reported at once by principals, teachers, students, parents and others and an immediate investigation should be conducted by the school authorities to ascertain the truth or falsity of the reports. Violators should be warned, or suspended or dismissed, as the circumstances justify.

10. Assemblies, mayors, and headmen of local public bodies having authority over schools or school facilities in cities, towns and villages are requested to sponsor the adopted program of the board as heretofore stated so that there will be uniform regulations in all prefectural and public schools.

C2 F223

Regulations Concerning Religion in the Public Schools

1. Since the public schools are supported by taxes collected from all of the people, they should remain essentially free from any religious influences. It is important therefore that no student be subject to religious instruction or to attendance of religious services except as hereinafter may be provided.
2. Since religions are part of social life, they may be discussed in the classrooms but merely in regard to such matters as their founders, customs, organizations, history, activities etc. Such discussions are not to be used to praise or condemn any particular religion or to teach any particular doctrine thereof.
3. In the literature and language textbooks, religious materials may be included as they are selected for their recognized literary or linguistic value.
4. The objective study of doctrines, history, philosophy and psychology of different religions may be provided as elective courses in upper secondary schools, but care must be taken that this teaching does not favor any special religion.
5. Outside of school hours students and teachers as well are free to attend and participate as private citizens in rites, ceremonies and other practices of religious bodies.
6. Pupils of secondary schools may organize religious groups voluntarily as activities outside of regular school hours and may request teachers to participate in their activities in a private capacity as members or as advisors.
7. For these groups school authorities are to provide the use of school facilities on the same basis as for any other pupil groups in the school. All religious groups should be treated equally. The use of class-rooms, assembly hall etc shall be decided by the school authorities. Permission need not be granted if the school authorities so agree.
8. School sponsored visits to shrines, temples, churches and similar institutions for the purposes of worship, religious rites or participation in ceremonies are forbidden.
9. School-sponsored visits to shrines, temples, churches and similar institutions for the purpose of studying national treasures or cultural objects, or for other cultural purposes are permitted under the following conditions:
 - a. No coercion shall be exercised on the pupils
 - b. There shall be no participation in the rites and ceremonies of those religious institutions.

- c. Teachers shall not give orders to bow or orders to perform other rites.
 - d. School sponsored visits to shrines primarily for the veneration of the dead are forbidden.
10. Schools may invite teachers of religious groups or believers to give lectures on subjects outside of the field of religion. They should be notified in advance that they should not give any explanation, or attempt propaganda concerning, their doctrines and rites. These religionists or believers should not appear in their religious garb and should obey all the regulations herein imposed on teachers of the school.
11. In public schools the competent authorities are directly responsible for the administration of their school buildings. Permission for religious groups, other than pupil groups, to use school buildings outside of school hours, is therefore to be determined by the competent school authorities in the light of Article 85 of the School Education Law.
12. Violations of these regulations concerning religion should be reported to the proper authorities by principals, teachers, pupils, parents and others so that proper steps can be taken to safeguard freedom of religion in the public schools.

AN OUTLINE OF TEN LECTURES FOR THE INSERVICE TRAINING
OF LOCAL EDUCATION BOARDS

Board on School Boards in Action. A.A.S.A.

I. Working Procedure of Board Organization

- A. Relation of the Board Member to the Board as a Unit.
- B. Meetings of the Board.
- C. Organization of the Board.
- D. Method of Procedure.
- E. Recognition of Sphere of Duties by Members; policy making and evaluation.

II. School Board and Superintendent of Schools

- A. The Division of Administrative Functions.
- B. Board and Superintendent Advisory and Cooperative Inter-relationship.

III. Personnel Responsibilities and Policies. (Part 1)

- A. Requirements of an Adequate Personnel Program.
- B. Areas of Personnel Responsibility.
- C. Job Classifications.
- D. Selection and Employment of the Teaching Staff.
 1. Use of objective standard.
 2. Certification.
 3. Preemployment health examination.
 4. Experience requirement.

IV. Personnel Responsibilities and Policies. (Part 2)

- A. Salary Schedule Based on Job Evaluation.
- B. Reasonable Work-loads.
- C. Security of Employment.
- D. Provisions for Retirement.
- E. Leave of Absence.
- F. Promotion, Assignment and Transfer.
- G. Academic Freedom and Civil Liberties.
- H. In-service Growth.

V. Relation of the Board to Employee Organizations

- A. Professional Educational Associations.
- B. Unions of School Personnel
- C. General Principles.

VI. Financial Functions

- A. Cost Accounting.
- B. Budgeting.
- C. Reporting.
- D. Auditing.

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- E. Bond for Fidelity.
- F. Purchasing.
- G. Operation and Maintenance.
- H. Personnel Payment.
- I. Miscellaneous Functions.
 - 1. Insurance.
 - 2. Communication.
 - 3. Transportation.
 - 4. Indigent pupils

VII. The Boards and Educational Programs

- A. Education Legally a State Responsibility.
- B. Mission of Local Board of Education.
- C. How Public Opinion may be Obtained and to What Effect It may be Used.
- D. Scope of Educational Program.
- E. Program of Studies.
- F. Controversial Issues.
- G. Guidance and Counselling
- H. Physical Factors.

VIII. The Boards and Public Relations

- A. Varied Approaches to Public Service.
- B. Victives of a "Clean Sweep"
- C. How to Discover Public Opinion, and to Know Public.
- D. Promoting a Sound Public Relations Program (p. 198)
- E. Technics of Public Relations
 - 1. Open meetings.
 - 2. School publications.
 - 3. The press.
 - 4. The radio.
 - 5. School visitation.
- F. Dealing with Groups.
 - 1. Board member's relation to his own group.
 - 2. The teacher & other school employees.
 - 3. The children.
 - 4. Board and community.
 - 5. Parent teacher association.

IX. Planning Better Schools for the Future

- A. Utilizing Staff Leadership and Resources.
- B. Use of Survey Specialists.
- C. Cooperation with Industrial Surveys.
- D. Ascertaining Public Hope and Desires.
- E. Extension of Program Upward and Downward.
- F. Recreation and Health.
- G. Occupational Patterns.
- H. Participation in State Educational Planning.

X. Suggested By-laws and Rules of the Board

Ten Lectures for Board of Education

The First Lecture: Working Procedure of the Board

A. Relation of the Board Member to the Board as a Unit

As a member of a board assembled in a legally called meeting a board member has far-reaching authority and power. But the authority is given only to the board as a whole. No member is empowered in his official capacity to control or supervise instruction, to make decisions, or to exercise discretionary powers.

When patrons come to him with their school problems 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. 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.

B. Meeting of the Board

One regular meeting is held each month.

Regular meetings are held preferably in the evenings.

Regular meetings last about 2.5 hours.

Most meetings are open to the public, the press and radio will be represented at every meeting.

The superintendent is present at all regular and special meetings.

C. Organization of School Board

The board should elect a president, a vice-president, a secretary, and a treasurer. It may make the superintendent of schools the secretary, or choose a secretary other than the superintendent or one of their own members. The treasurer is preferably a different person from the secretary. The best judgement of local competent accountants should be used in setting up a system of books that will fully protect both the moral and the financial responsibility of the members of the board so far as legally possible.

The board is not to divide to itself into committees, lest the members may bow and accede to the superior knowledge of the committee that is reporting. The board members may have all the information they desire by having trained, full-time school administrators investigate problems and make recommendations to the entire board.

D. Method of Procedure

Parliamentary procedure should be strictly observed in meetings of the board. In case the members are not acquainted with the parliamentary procedure they should go thru a training prior to actual functioning of the board.

E. Recognition of sphere of duties by members

The board is to confine its time and energies to policy making and evaluation, to delegate the detailed and technical duties to a trained administrative staff which heads up in the superintendent, and to require frequent and thorough going reports regarding the management and operation of the schools.

What is meant by policy-making in a school system? Who brings them to the attention of the board? Does the newly organized board sit down to interpret and put into practice an educational platform or does the board make policies as questions and problems arise? Just where do policies stop and rules and regulation for school management begin? If a school board stays away from the schools and confines its information about schools to the reports of the superintendent and complaints from school patrons, taxpayers and other local bodies whose activities impinge on school management, finance, and control, will not the board remain only partly informed and biased regarding all the facts in a given situation? These questions will be answered in the following lectures.

Policy-making can best be carried on when members approach their problems with calm and open minds. The proposal for making a policy is most likely to come in the form of a recommendation of the superintendent. On the other hand, school policy may arise from a proposal from the community, or some group in the community, and may be sponsored by a member of the board. The ablest school board members are those who have learned the place of the regular school employees, including both the teacher and the administrator; who see where the layman can best aid the schools; and who leave detailed and technical school management and all instructional matters to the superintendent and his staff.

Evaluation is another serious responsibility of the board, as well as of the administrators. Board members must sense the feeling of the community and the attitude of the pupils and of the teaching staff and must appraise the criticisms that drift to them from angry parents, disappointed businessmen, and long-tongued gossips. Board members must know how to detect the motives of the selfish and the envious; they must be able to analyse emotional outbursts of disappointed citizens, parents, and teachers; and they must be able and willing to distinguish the earnest efforts of those who would improve public education from the malignant efforts of those who would destroy public education.

A. The Division of Administrative Functions

The board legislates; the superintendent executes. This principle must be adhered to, in order to provide the best possible administration.

In order better to clarify the distinction between legislative or policy-making functions and executive functions, properly allotted to board and superintendent respectively, the following classified list of examples is presented.

1. General Functions

a. Board: Legislates and establishes general policies, such as the scope of the educational offerings to be maintained, from nursery school to junior colleges; 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.

b. Superintendent: Assumes immediate charge of the entire school system, as the board's chief executive officer in large 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.

2. Functions in Connection with Major Phases of the System.

a. Professional and non-professional employees.

(1) Board: Adopts pay scales; elects or rejects employees on the nomination of the superintendent; determines principles of treatment for employees, such as those in connection with sick-leaves, leaves of absence, preservice and in-service training, retirements and so on.

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

b. Curriculum offerings.

(1) Board: Decides the general scope of the local educational

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

- (2) 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.

- (1) Board: Approves and adopts 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 etc.
- (2) Superintendent: Presents his proposed annual budget and interprets it for the board; administers the budget after it is adopted and keeps expenditures within its limits; provides for all possible economics that do not endanger educational results; directs the accounting of all school funds; makes proper financial reports to the board.

d. Plant.

- (1) 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 expansions, 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.
- (2) Superintendent: Directs the planning of all educational features of new buildings or alterations of old buildings and counsels the architects in the general plans for such building erection; assigns caretakers to all buildings

and maintains general supervision cover their work; provides for needed experimentation in determining economical and otherwise efficient methods for building care and upkeep.

e. Pupils.

- (1) 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 general punishment, truancy, and delinquency.
- (2) 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

- (1) 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.
- (2) 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.

B. Board and Superintendent Advisory and Cooperative Inter-relationships

1. In connection with a policy a board may be considering, a

superintendent can answer such questions as:

What are the principles of education involved, or how will the policy affect the pupils?

How do the people react to such a policy in communities where it is used, or are likely to react, if the policy is a new one?

How do teachers customarily react, if teachers are involved.

Are there legal complications and, if so, what are they?

How will the legal complications end, if so, what are they?

How will the adoption of the policy affect the budget, if there are financial factors?

The superintendent is prepared not only to give counsel to the board on policies initiated by the board, or on the revision of policies previously established, but he is trained for proposing policies on his own initiative, the final decision rests with the board. A board member who is a lawyer might in the councils of his own profession propose excellent and progressive policies for the improvement of legal procedures. A board member who is an engineer might do likewise for the engineering professions. But as school board members these representatives of various professions and vocations are laymen. Because of the complicated nature of modern school administration laymen are limited in time and ability to invent or devise the progressive changes likely to be needed for the schools. At least they cannot be expected to be the source of all the suggestions required.

2. The superintendent's reports -- An essential part of the superintendent's advisory and policy-recommending functions is making reports to the board about schools. One of the cardinal duties of the superintendent is to keep the board informed on the progress of the schools and how the policies adopted by the board are working in practice. Some of this information may be mailed to members. Some may be given in written reports at meetings with or without oral amplification.

An annual report is also prepared, summarizing the work of the schools for the year and presenting other information for the enlightenment of the board and also the community at large, and for permanent record. They contain graphs, pictured illustrations, pithy statements, attractive typography, and other features that give them human-interest appeal.

3. There are executive action in connection with which the superintendent may well receive and accept counsel and suggestions from the board. These may include treatment of non-professional employees, treatment of professional employees in connection with their personal welfare, the directing of the public relations work for the schools, the handling of

business functions, the care and upkeep of schools buildings and premises, and even the formulating and directing of the instructional program.

4. Even the regular duties and responsibilities of the board and the superintendent, which come to be differentiated in practice, require a high degree of cooperation, may irregular problems arise in the administration of schools, such as those connected with a building program, major complaints from employees or citizens, exigencies growing out of war or depression, for which there is often no predetermined division of responsibility. To have cooperation and team work the members should keep with the principles of good sportsmanship, which require the individual player to divert praise and credit from himself to the team. In turn the team should accept the responsibility for defeat or failure or a poor score, as a team. The board should be free from factions usually connected with social or business cleavages in the community and may be unrelated to school welfare. Honest differences of opinion between members or between board and superintendent must be expected occasionally. If the differences cannot be dissolved, they must be handled in such a way as not to destroy the basic loyalties that should exist among those working officially together for the common cause of school welfare. Both should keep their differences as private information as much as possible.

Third Lecture - Personnel Responsibilities and Policies (Part 1)

Employment problems and personnel policies constitute one of the most important, and the most delicate, areas of the Board's work. Personnel problems must not be left to chance to a series of sour-of-the-moment decisions or to meet the whim of some one member who is able to dominate the group. Each board member's ideas of what constitute an enlightened employer are based on his or her experience as a lawyer, housewife, industrial employee, engineer, union leader, or farmer. These variations in background may make it hard for the board to arrive at sound group decisions which represent their collective judgement. Board policies should be the result of open discussion, exchange of experience, and careful reevaluation of the need of the district.

A. The Requirements of an Adequate personnel program include 1. a continuing analysis of procedure and a continuous study of records; 2. supervisory leadership; and 3. an adequate system of personnel records.

B. Areas of Personnel Responsibility are numerous. It is the function of the board to create the positions necessary to carry on the services expected. For instance, the board adopts plans for the maintenance of school buildings and properties, determining the number of employees needed for this work and the degree of specialization which will make for economy and efficiency in plant operation. It takes care of the clerical

work-care of records, management of school supplies, financial accounting. Is the principal required to do a clerical's work or is he to delegate the details of filing, checking, ordering and handling of supplies, and the answering of routine letters and telephone calls? Do the teachers have sufficient clerical help with their necessary pupil records?

C. Definite job classifications and written instructions for job performance, evolved thru the cooperative work of the superintendent, the board, and the entire school staff, are aids to systematic objective procedures in personnel management.

The Board, first of all, must authorize the personnel classification of all its employees. Later it considers, evaluates, and adopts the classifications which seem fairest and best adapted to district needs.

A careful job classification reveals whether or not employees in similar positions are receiving similar wages. The nature of each person's duties is defined, minimum educational and experience requirement for the job are specified, personal qualifications are stated, and relationships among the various classifications of workers are clarified.

The policy having been established it becomes the function of the superintendent to find and recommend the appointment of those who fit into the pattern.

D. The important areas of board responsibility in the selection and employment of the staff are as follows:

1. Use of objective standards. How can specialized skills be determined accurately? How much education is sufficient? What reliable objective facts can be obtained with respect to the applicant's personality, health, and emotional stability?

2. Certification: The board will not check on the licences of prospective employees but will receive evidence on this point from the superintendent as a part of his recommendation for appointment.

In addition to the certificates required by law, some boards require certain related forms of evidence. For instance, a locally devised test of civil-service pattern is required for part or all of the non-certificated school employees.

3. Preemployment Health examination for prospective teachers, and non professional employees as well. Many undesirable applicants who would qualify according to all other standards are screened out when adequate physical standards are applied. The examination must include blood test and chest X-ray according to the conditions of the district.

4. Experience requirement. It is a function of the board to decide whether or not previous experience will be required and, if so, to define in its official policies the general kind and amount of experience which will be required of appointees to various types of positions.

Fourth Lecture - Personnel Responsibility and Policies (Part 2)

Policies that enable a board to retain the services of employee, to maintain his efficiency, and to increase the value of his services to the school system involve adequate compensation and recognition, opportunities for growth and professional advancement, security of position, reasonable loads, considerate treatment in all phases of employment, and adequate provision for retirement at the appropriate time.

A. Salary Schedule: Typical of the questions for which the board must find an official answer are these: What minimum salary is adequate, in relation to the kind and amount of preparation required of the beginning employee? What maximum salary will be allowed? How many increments will be granted in going from the minimum to the maximum? Will the basis for increments be experience, further preparation, or both? Will any salary differential be granted when persons of equal training and experience are employed at different grade levels, or in different types of profession? Will men and women of equal training and experience be paid identical salaries when employed in the same type of position? Should any family bonus, or dependency allowances, enter into the salary schedule? Will merit ratings be used in any way, either to grant or to withhold scheduled increases? What credit is to be allowed for experience outside of the school system?

These questions must be answered by each board in the light of the best professional guidance and in view of local conditions. Salary scheduling must be based on careful job valuation.

B. Reasonable Work - loads.

The essential steps in job evaluation are:

1. Prepare a detailed description of each job, accompanied by specification of personal qualifications needed.

Principals and other administrative officers -- 1 to 12 teachers
 Classroom teacher -- 1 to 25 pupils.
 Councillor -- 1 to 200 high-school pupils
 Librarians -- 1 to 500 pupils.
 Clerk -- 1 to 500 pupils.

(No school of 12 teachers or more should be without a full-time clerk. A clerk can divide her time between 2 or more small schools)

Nurses -- 1 to 1500 elementary pupils
1 to 2000 high schools pupils
Custodians -- 1 full-time custodian for approximately 16,000
square feet of floor area.

C. Security of Employment: The services of the inefficient or misfit employee should be terminated in conformity with legal requirements and according to recognized procedures of justice and fair play. The rules of the board should provide: (a) that charges be stated in writing and include a record of criticism and aid offered. (b) a hearing before the entire board, as the teacher may request; (c) benefit of counsel and witness; (d) safeguarding of salary rights during suspension; and (e) the right of appeal as provided in the law to the Dept of Education or court.

D. Provisions for Retirement: Several pertinent questions merit the careful consideration of the board. (1) Is there already a local or state retirement system for teachers? If so, is membership in the retirement system open to members of the nonteaching staff? Is there a retirement system for state and local public employees to which the nonteaching employees can belong? If any retirement plan is already available to employees in the district, how satisfactory is it? Can a retired person really live on the benefits he receives? Then depending on the answers to these questions, board policy can move in the appropriate direction: (a) to join with other school districts in the state in developing or improving the state teachers retirement system, the retirement system for nonteaching employees, or both; or (b) to explore the needs, financial support, and legality of setting up a local retirement system. In general, the larger and broader the base, the more successful the retirement system will be. For this reason statewide systems are usually preferred to local plans. Under the guidance of the superintendent and cooperating with one or more employee committees, the board can work out the details of an appropriate action program. The mere existence of a statewide retirement system is no evidence that any school board can properly relax and forget this whole vital area of personnel management. Each board should examine the way in which the retirement plan is operating and, working cooperatively with other local and state authorities, should seek to correct any inequities that exist. These unequalities are made more acute by the load of income ~~taxation~~ and fluctuations in the cost of living.

E. Leave of Absence: Each board must determine the amount of sick-leave that is feasible in its district. A generous policy usually pays good dividends not only in employee satisfaction but also in the form of health protection for children. When sick-leave is adequate, teachers with cold or initial symptoms of illness no longer feel that they must keep going in order to avoid losses in salary.

The rule of the board should make clear the status of the married woman teacher in the event of pregnancy. The rules can be reasonable

without violating the rights of the individual or impairing the interests of the schools and the child.

Sabbatical leaves usually are granted for extended professional study, travel, research, or needed rest.

F. Promotion, Assignment, and Transfer: Objective standards for promotion can be set up by the superintendent and the board working in cooperation. To make assignments and transfers and to nominate for promotion is the function of the superintendent. The policies with respect to promotion must be based on the size of the district and the available supply of qualified applicants.

G. Academic Freedom and Civil Liberties: Periodically in modern life there arises enough pressure from special interest groups to threaten the academic freedom of teachers. Most experienced board members are familiar with the uninformed adult who repeats half truths as reported by a child and condemns some teacher's work on the basis of them. Such an adult may be dangerous to academic freedom. To question a teacher's loyalty, patriotism, or respect for the constitution on some such fragile basis is a form of witch-hunting. It is the board's duty to stand by its employees and protect them from these unwarranted pressures.

The fact that school board members are themselves affiliated with pressure groups does not give them the right to force their religious, social, political, or economic opinions upon the teacher, employees, or children. The teacher should be responsible to the superintendent, rather than to the board, for his methods and materials of instruction. If the board questions the propriety of classroom practices, it should, by regular board action, refer the matter to the superintendent for study.

Church activities, hobby groups, welfare work, discussion groups, social clubs, thru which the teacher partakes in the life of the community are not proper subjects for either formal barred rules or control through contract agreements.

Conduct unbecoming to a teacher may become a problem, especially when a teacher comes into a conservative community from a more liberal one. The wise superintendent can thru guidance help most teachers individually to correct the situation or certain matters can be given over to the local professional association.

The matter of part-time employment on the part of the teacher may become the board's concern when it affects the quality of the classroom work. When teachers receive adequate financial and personal returns for their work, a minimum of restrictive regulation will be necessary.

H. Inservice Growth: The workshop method as an inservice training

brings new materials to the attention and gives them the opportunity for active participation in the development and appraisal of new techniques.

"In each school system there should be a compilation of the training opportunities available to school employees, the courses offered, the forums, institutes, lecture series, seminars, workshops, demonstrations, and so on. There should be a tabulation of the professional interests and needs, of the staff as a basis for the introduction of new inservice projects. The board itself will not be directly concerned with such administrative details, but it must authorize certain funds and encourage adjustments of work schedules and inservice programs."

Fifth Lecture - Relation of the Board to Employee Organizations

A. Professional Educational Associations: About the only contact which many boards have with professional teachers associations occurs either at the time of a hearing on behalf of an aggrieved member of the association or when state and national organizations presses for legislation. Consequently, a negative attitude sometimes is built up. Well informed board members know, on the other hand, that membership of school employees in professional organizations has tremendous value for the school district.

Local organizations also may be of help to the board in recruiting new employees and in helping them to learn the rules and customs of the district more quickly. Professional organizations often help in solving difficult personnel problems.

The board, at this transition stage of Japan's education, should encourage such organizations as the association of school administrators—the professional association of superintendents of schools, either state or local. The board members should make it possible for them to attend the meetings as associate members (without vote).

B. Unions of School Personnel: The board should make every effort to prevent conflict and antagonism between the unions and the board, by showing attitude of fairness, interest in the welfare of employees, and willingness to discuss any problems of the district which concern the employees.

C. General Principles in Dealing with Employees:

1. Any employee should be free to join any lawful organization, whether a professional association, a labour union, or a civic, political,

or fraternal group. Teachers, however, should remember that they occupy a position of prominence and influence in the community. While their civil liberties must not be circumscribed, they should exercise the responsibility that goes with leadership.

2. Employees should be free to discuss with the school administration any matters pertaining to employment, salaries, working conditions, or the improvement of the teaching or public relations of the schools. Employees may properly if they desire, select some other persons, group, or organization to represent them, if such selection is made freely without intimidation or coercion.

3. The right to work in a school system should be dependent upon preparation, ability, and effectiveness and should not be dependent upon membership or nonmembership in any organization, except so far as limitations of this right may be agreed upon by democratic processes and mutual consent of the school board and the personnel concerned.

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

5. In general, whatever points are agreed upon should be written out in some form because a few years later it may be difficult to remember exactly what was agreed and the personnel involved may have changed.

Sixth Lecture - Financial Functions

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 open. In detail they should be so arranged as to tell the financial story clearly and helpfully to the board, the executive, and the community.

A. Cost Accounting:

No school executive or board of education can judge the costs of the local system in the absolute without an accurate system of cost accounting refined in direct proportion to the size of the community. Neither can the executive or the board intelligently judge the relative cost of the many functions within the system or validly check them against the costs of the same functions in like systems unless the accounts are both accurate and complete. Only the adoption of the national standard of cost accounting can the effective internal and the valuable external comparison of costs be attained.

Despite the presentation by public accountants of impressive "balance

sheets" for school systems, capital accounts, save for purposes of insurance and record, are of minor importance. The one exception is the physical inventory. A complete inventory of articles that cost more than \$5 (\$1000) or last more than five years may well call value of the individual items annually in large school system is prohibitive. But this fact is not a valid reason why all schools should not exercise all possible control 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 ledger 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 machines, typewriters, radios, floor polishers, vehicles, pianos, musical instruments, microscopes, balances, and cameras, but not pencils, and paste jars. Stock inventory would include all items.

B. Budget:

The budget is the most important financial document of a school system. In it should be found a statement of all anticipated revenue 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. A good budget is based on accurate costs plus intelligent estimates. The cost should be available in detail comparable with the size of the community and should cover a period of three years for all items and preferably as long as ten years for the major items of administration, instruction, auxiliary services, operation, maintenance, fixed charges, capital outlay, and debt service.

Budget procedure similar to the following are generally accepted. Some time before the end of the fiscal year the superintendent requests from each principal and department head an estimate of his anticipated needs for the coming year within his area of responsibility. The requests are reviewed by the superintendent or by an administrative committee if the size of the system warrants. The review seeks (a) to determine validity of requests; (b) to eliminate duplication of items; (c) to restrain expansion to what is practicable; and (d) to discontinue expenditure that are no longer justified. The agreed-upon allowances become the superintendent's budget, which is then approved, amended, or disapproved by the board, usually after a public hearing.

C. Telling the Financial Story - Reporting

After the budget figures have been agreed upon, the board, dependent upon the approval of the city council, prefectural assembly, or other reviewing body, must present its case. A budget should be clear in outline and intelligible to the ordinary person. In 1923, the Board of Rochester, New York prepared a popular school budget and distributed to practicality all of the taxpayers. It was illustrated with charts and

graphs. A running story explained the nature of the major expenditures. Many communities have since followed the same plan. The budget report soon acquired human interest photographs and pictographs. But of greater significance is the fact that the educational 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. In brief, the board and superintendent present both educational objectives and the cost of attaining them.

D. Auditing

If the law does not define the type of audit required or place the responsibility for audit upon some local or state official a board should prescribe the type for its own protection. It may employ an auditor, engage a public accountant, secure the services of a local official, to examine the accounts and verify the cash and securities in bank and till.

A straight financial audit is one thing; an audit for legality and propriety is another. Illegal expenditures can be anticipated by the use of the preaudit. This merely means that no order is written, contract signed, or person employed until, the board is assured proposed expenditure, and not infrequently its propriety. A postaudit must be thorough, assuring not only accuracy in payments but that all vendors have met the specifications and stipulations in their respective orders.

E. Bond for Fidelity

Unfortunate experience has shown that only after a principal, teacher, clerk, or student has by accident been found to have made off with funds has it been noticed for the first time that individual school units frequently handle during the year large amounts in book rentals, agricultural or technical products, fees, game and entertainment admission, and in lunchroom receipts. A general audit of a school system should today provide for the periodic audit of all school funds, including both athletic and other student funds. The state legislature may not as yet have delegated specific responsibility for the care and custody of school funds to the board of the state but in the minds of the public that is where it rests.

F. Purchasing:

Although the elements are simple, volumes have been written on purchasing. First are the controls: statutory requirements, budget allotment, inventory limits, and standard specifications. Statutory limitations usually provide that purchases shall be made from the lowest responsible bidder, that they may not be made from a board member or firm in which he has a substantial interest, that formal public bids shall be received if the contract is to exceed a certain amount, and that specifications shall be open to all qualified bidders and complete with quantities actually to be purchased. A board that

takes pride in its reputation respects both the letter and the spirit of the law and in the absence of legal signposts follows a course marked by fair and open dealing. Purchases should not exceed budget allotments without formal approval of the board, specification standard, for educational supplies should be largely determined by the users. It is good practice for supply purchases to be divided into categories, with corresponding stores sections. The amount, type, and quality of each item to be purchased and stored are then determined annually by a small committee of those most concerned.

Purchasing procedure start with the requisition. The requisition should be in writing and signed. It should be clear and precise. After the requisition has been checked against the balance remaining, it is referred to the superintendent or an assistant who judges the request as a matter of policy. If approved, then the order should be written and with an adequate number of copies: (a) to the vendor, (b) to the requisitioner, (c) to the budget control clerk, (d) file copy by schools (e) file copy by vendor, and (f) extra copy for follow-up. The person who requisitions receives the delivery, he then signs his copy of the order and returns it as authority for payment. If the requisition and receipted copy of the order are attached to the payment voucher when it is filled, the board has a full story of the purchase in question.

G. Operation and Maintenance

The board must decide, in carrying on the maintenance and operation of its plants, whether to do so on a building unit or system basis. One janitor may be made supervising janitor, or if the size of the community warrants, there may be appointed a superintendent of buildings and grounds with a small staff of mechanics, a field inspector, and a draftsman. The decision as to the amount to be expended for maintenance, is determined in the central office as a percentage of the valuation of the plant as a certain share of the total budget. Painting is not done on order but on a schedule, such as two to three years for exterior trim and five to ten years for classrooms and corridors. The board probably operated a repair shop where it mends and refinished furniture and equipment, sharpens tools, reconditions athletic equipment and maintains all office machines. Only the larger alteration and replacement jobs are let to contractors. The board member who takes pride in his own home, maintaining it well but economically, can readily appreciate plant problems in a school system.

H. Personnel - Payment

A school board is wise which lets an administrator learn the administration of personnel and keeps the board informed in the technique of salary payments and allowances, recognizes and appreciates the teachers' point of view. The sooner that a board adopts a salary schedule and administrative rules concerning illness, accidents, absences, leaves,

training in service, and retirement, and enforces them sympathetically and uniformly, the fewer will be its personnel problems arising from economic causes. The schedule should include the following problems:

1. Basic salary schedule.
2. Dependent allowance, area allowance.
3. Illness, accident.
4. Absences, leaves, training in service.
5. Retirement.
6. Overtime and specific duties such as supervision of after school clubs, cashiering in the lunch room, etc.
7. Housing for custodians.
8. Perquisites at pupil expense.
 - Lunch.
 - Selling course outline.
 - Selling supplies.

I. Miscellaneous Functions

It is the care with which the board carries on its varied functions that is reflected in public confidence. The following are some examples for which the board may give their concern:

1. Fire insurance. To determine who is to get insurance.
2. Communication (internal and external).
 - a. A shortwave of FM broadcasting station with outlets in all class rooms.
3. Pupil transportation, for stypical pupils and in rural areas.
4. Provision of indigent pupils with classes and gym shoes.

Seventh Lecture - The Board and Educational Program

A. 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.

B. 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.

C. 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?

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.

D. 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 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.

E. 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. Civil 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, anymore 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.

F. 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.

G. 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 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 followup in order to coordinate the work experience, the community participation, and the early experiences on the job with the counseling services of the school.

H. 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.

Eighth Lecture - The Board and Public Relations

A. Varied Approaches to Public Service

Incentives for seeking board membership are varied: To effect curriculum changes, to sponsor building programs, to fight isms that may be real in the mind of the individual whether they exist in the school system or not, to encourage the teaching of citizenship to correct the lack of discipline, to promote athletics or reduce it, to change salary schedules by raising or lowering salaries, to get a name before the public as the first step in a political career. To being these widely varying approaches into harmony is a first requisite for a successful program of public relations.

B. How to Avoid Conflict

A clash over personalities, a fight over the selection of a school site, disagreement between urban and rural areas in the district, these are but a few excuses used for ousting a board. In most cases such drastic measures would have been unnecessary if the administration and board members has made a reasonable effort to alleviate misunderstandings and fears.

The complete elimination of prejudices and the adoption of a strictly nonpersonal, non-pressure-group approach to school issues is the only means to change the traditional policies of school system. Any dominating individual whose service to the school will not stand open scrutiny should be replaced.

The job of acquainting the public with the program of the school must be carried on continuously. Unless something is done to establish proper public relations, misunderstanding and lack of confidence will be the result.

C. How to Find True Public Opinion

Students, parents, taxpayers and public-spirited civic groups are in a position to function effectively as a cooperating agency in the planning of an adequate school program if they are given the chance.

The persons in the group sponsoring his candidacy, those in his neighborhood, or his business office, should not be considered infallible. Close associates are likely to say only what the board member would like to hear, while other organizations may be plotting to bring about a change. A successful public relations program seeks to build good will and to avoid the development of ill will. The solution of any problems should be based on facts, whether it is in agreement with the view of the individual members of the board or not.

A barrage of publicity launched by a board for the purpose of presenting only the favorable side of educational matters is certain to irritate many persons. Publicity is profitable only if it develops closer harmony between the school and the community. War, peace, and hardtimes all have their effect upon the school's public relations. When such nonschool interests prevail, no amount of school publicity without corresponding service to the community, will be adequate for the maintenance of proper relationships between the board and the taxpayers.

D. How Members should Prepare Themselves for sound public relations program.

There are certain functions to be performed by every new board member who prepares himself to carry his share for promoting a sound public relations program:

1. A new board member should examine the minutes of previous board meetings, and study any reports which have been made by executive officers, or the school staff.
2. Get advice and counsel from board members and school employees who know the kind of a job he is supposed to do.
3. Give credit where credit is due.
4. Attendance throughout the entire session at every meeting of the board is the responsibility of each board member.

E. Techniques of Public Relations

1. Open Meeting: 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. To further encourage public interest in its activities the board should hold its meetings in a tastefully furnished room rather than out-of-the-way places. The time and place of the meeting should be thoroughly published, and every visitor should be treated with such consideration as to develop in him a desire to promote and participate in good public-school relations regardless of any differences of opinion that may arise. The press should be urged to send at least one representative. Reports containing essential information should be in evidence.

2. School publication: By use of school publications such as the high school newspaper, the report to parents, research bulletins, annual reports, poster, and other forms, every school is attempting to interpret its work to the public. The board should recognize school publications as one of its most important interpretive instruments. The board should

also encourage its employees in modernizing school publications, adjusting them to current commercial standards, thereby increasing their effectiveness.

3. The Press: 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. If the newspaper is not represented regularly, it is the responsibility of the board and the superintendent to see that the editor receives a complete report of all that transpires at each meeting.

4. The radio. FM radio is destined to affect the whole program of education. Its effect as an instrumentality to provide parents and patrons with a better understanding of the aims and methods of education prevailing in public schools cannot be over-estimated. Boards should seize this chance of controlling this great tool for curriculum enrichment and the promotion of truth, knowledge, and understanding.

5. School visitation: Boards should recognize the "Open House" as a means of conveying to the public a complete concept of what is going on in schools. Board members should cooperate with the school staff in an effort to determine what the community wants to know about its schools. Facilities should be available to provide for interpreting what is seen, and there should be a followup to discover the reaction of the public to the entire program. By bringing members of the community into direct contact with the schools through the use of clinics, school exhibits, hobby shows, recreational, cultural or vocational adult classes, a closer relationship between the public and the school will be established.

F. Dealing with Groups

1. Board members vs his own group: The only safe standard for a board member with respect to his relationship to other members is the assumption of a completely objective and impersonal attitude toward each other. A new member who seeks an ally or two among other members in order that he may create a block to champion his cause destroys confidence and causes prejudices and animosities. Thru an objective consideration of difference of opinions, the effect of mistakes in judgement is reduced to a minimum.

2. The teacher & other employees: The school of today must function in a modern and complex community. The teacher must be far removed from this traditional cloistered existence, must understand the culture in which he lives and be socially capable of adjusting to his environment. Teacher-child relationship, teacher-parent relationship, and teacher-community relationships determine the pattern for public relations between the school and the community. Board policies for the election of good teachers and employee and for the promotion of inservice training are

important factors in the schools' relationship to the public.

3. Children should not be exploited for the sake of community pride or financial gain. A program which is the outgrowth of popular demand and is based upon other than sound educational principles will penalize both the children and the community.

4. Board and community: It is easy to accept unquestioningly anything bearing the stamp of traditional sufficiency. On the other hand, patrons are likely to look with suspicion upon everything new and, to them, revolutionary. To overcome this natural inertia of the typical community the following measures will be adopted.

a. Encourage its professional executives and skilled personnel, who are generally ahead of the community in their concept of education by given them ample opportunity to develop a basic plan which recognizes the educational problems of the community.

b. Interpret the community to its professional employees in a manner which will permit them to build a program capable of leading the community step by step from where it is to a point where it will accept and support an educational program more closely geared to the life the children must live.

c. Understand the schools. Know what is going on in the classrooms and why. Evaluate the experiences children are getting in terms of today rather than yesterday. Enlist the services of teachers and administrators alike in obtaining a proper interpretation of the traditional pattern of the schools and in determining whether or not the children need an enriched experience for full growth and development in a modern world.

d. Provide the means for the development of a system of keeping the community informed as to the purpose, value, conditions, and needs of the schools. Many avenues of approach have been discussed in this chapter, but each board of education should keep constantly alert for new methods of promoting the interests of the schools in the community.

e. Develop a philosophy of purpose and achievement with complete elimination of conflicting group interests, personal prejudices, or individual bids for public acclaim.

f. Find compensation in the realization that the board has honestly attempted to meet community needs to the fullest possible extent.

g. PTA is primarily a clearinghouse for the presentation and discussion of educational problems out of which may grow an

interpretation to the community of the purpose, the worth, and the needs of the public schools. Although it is outside of the legal organization of the school district it has a definite place in the functional organization and should be considered as an advisory and cooperating group of first importance.

When conflicts arise they should be traced to their sources as quickly as possible and attempts made to remove the causes. Many conflicts are the result of either personnel differences or a mistaken concept of the function of the PTA. The most general cause is poor leadership and a lack of cooperative effort, which allows special interest groups to take the wheel.

Ninth Lecture - Planning Better Schools for the Future

We no longer allude to children in the classroom as the sum total of school life. Often the classroom is vacant as children work and learn in grade, museum, city hall, manufacturing plant, or with community groups. Furthermore, we find, instead of children, young mothers learning to fashion children's clothes in the evening school, or a public forum including some community bigwigs, and a goodly number of thoughtful people of various ages who differ widely in economic status, social position, and viewpoint. As we consider educational plans in the future we are not starting from scratch. If we are critical in our observations we cannot escape being disturbed by the lag between what we know and what we do.

A. Utilizing Staff Leadership and Resources

The professional staff is in a position to accumulate data-facts of value in solving educational problems which are ever emerging. Significant data should be collected and classified for ready reference as new needs arise and change in policy are contemplated. Population facts showing changes in various sections of the community which affect the school population, the number of children of a given age should be kept.

B. Use of Survey Specialist

The survey movement includes a wide variety of investigations. There are surveys concerned almost wholly with building programs; others are on finance, pupil achievement, surveys of instructional procedures, and curriculum surveys. Others emphasize health; community, school and home relationships; recreation; special classes; vocational education; provisions for national support; and special levels, such as nursery schools, kindergartens, elementary and secondary education, and junior college and all phases of higher education. The schools are being less and less considered as isolated institutions and more and more accepted

as integral parts of the community.

C. Cooperation with Industrial Surveys:

Neither industrial surveys nor school surveys in a community can properly ignore the ramifications of their institutional influences as they cut across the numerous lines of cleavages which constitute the social network of the community.

D. Ascertaining Public Hopes and Desires:

The 1943 report of the National Resources Planning Board outlines American's national hopes and desires for education. The following proposals were submitted:

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 kindergartens, be made generally available in urban areas and in rural areas where the need is greatest.
3. The equal access to general and specialized education be made available to all youth of college and university age, according to their abilities and the needs of society.
4. The adequate provision be made for the part-time education of adults thru expansion of services such as correspondence, forums, broadcasting, libraries, etc.
5. That educational provisions for children who for any reason need special types of instructions 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.
8. That camp facilities be made available for all youth, with work experience.
9. That means at school, and supervised work and play projects before and after school hours, be made available to all children who need them.
10. That an extensive program of building construction and repair be undertaken to meet the needs of education at all levels.
11. That school districts be reorganized to enlarge the local administrative unit.

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

13. That the services of the US 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 government to assure the carrying out of the recommendations presented above.

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

E. Extension of Program Upward and Downward.

Expansion has taken place along different lines, such as longer school terms, wider variety in curriculums, vocational courses and schools, part-time schools, more advanced work for older pupils, increased number of secondary schools, colleges, and universities, and special adult-education programs and development of kindergartens and some beginnings of nursery schools. As we view the tremendous social and economic changes taking place, we are compelled to contemplate the scope of education of today and what it ought to be tomorrow.

A great area of less sharply defined planning is known as adult education. Its scope is exceedingly wide and comprehensive. The offerings spread out to include almost every educational interest known to adult life. Part of it is largely recreational in character, some offerings may be termed cultural, while at the other extreme are rich offerings in technical fields too new for adults to have mastered them in their youth. Throughout the program these run a dominant motif designated as good citizenship, the growth of democratic ideals and practices, and a wider understanding of contemporary political, economic, and social life.

F. Recreation and Health:

Health programs are vastly more than therapeutic services. Curative measures are essential, but all members of medical and health professions give attention to preventive measures and reiterate that fundamentally and basically health is a matter of education.

Also, education is one of a number of forces carrying the level of our recreational life to the highest points. It should be constructively critical of commercialized recreation and amusements and provide leadership in guarding the emotional and physical well-being of youth. Without adequate educational provisions recreation tends to drift to low and destructive levels. Individuals all too frequently drift into dissipations which tend to injure and destroy both the individual and the society.

Board should accept their share of responsibility for a sound and effective program in recreation and health.

G. Occupational Pattern.

The relationships between occupation and vocational education is readily seen. A local occupational survey is a matter of great importance in the determination of educational policies and practices for a community. An occupational survey, with provisions for keeping the facts up to date, is essential to good educational planning. It is rooted in capital investment, the interests of labor, family pride, community enterprise, and whole network of human relationships.

H. Participation in State Educational Planning.

The state plays a large role in administrative affairs and financial support in education. The wide range of inter-community relationships should develop in such a way as to make an integration of efforts imperative. Increased subsidized from the state bring about a closer coalition in organization and administration. Local control puts into effect the minimum state plan, adapts in to local situations, and then enriches and improves it.

Tenth Lecture - Rules and Regulation and By Laws

In drawing the rules of the board the following points should be taken into consideration, plus those points which apply the Japanese

1. Board of Education.
2. Authorized Services--Elementary School, Junior and Senior High School, Special Schools, Lunchroom, Transportation, etc.
3. Administrative Organization.
4. Appointment, Assignments, and Supervision of Employees.
5. Probation, Suspension and Termination of Employees.
6. Salary Schedule.
7. Pupils.
8. School houses and School property.
9. Pupil Fees.

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Brady Ed

ASAHI SHIMBUN

6 Nov 39

Editorial: One year's achievement of the Board of Education.

One year ago school boards were established in every prefecture, five greatest cities and some municipalities for the first time. The mission of the board is to carry out educational administration based on local condition, but has it really obtained the desired result for the past one year?

It is true that the general public did not take much interest in the election of the board members held last year. As there was little time for disseminating to the people what the school board is and the election came to be held suddenly, it seemed as if the board members themselves to be elected, not to say the people to elect, had been much puzzled.

First the board system ~~it~~ itself is a new democratic method, namely, the board forms an executive organ based on consultation. Further, the law which provide for the power of the school board or the relations between it and the superintendent of education is not ~~always~~ always clear, so various frictions inevitably followed. Thereupon such problems as impose a heavy burden on the board — lower secondary school buildings, consolidation of upper-secondary schools, quota and fixed budget system for teachers, limitation of political activities of teachers — rushed on it and were piled up. It is natural that the board should have had many difficulties. Rather it may be said it has succeeded fairly well in tiding over the situation.

The results of the boards can be examined from both aspects - educational finance and administration. One of the most important tasks which the people desired to the board was to secure educational budget from the governor or the head of cities, towns and villages or local assembly. The law permits the board to compile educational budget from its own independent standpoint, but it has no power for final decision. The budget drafted by the board is subject to assessment of the governor or the head of municipality and then curtailed by local assembly. It is very rare that the budget is carried in its original form. This does not always mean the inability of the board, but seems to be resulted from its uncertain financial foundation. Also in the forthcoming change of local finance the stabilized educational finance is not expected. Monbusho is planning to introduce the bill concerning the minimum educational expenses. Even if the standard of the minimum educational expenses is decided, the board will have to continue its effort to obtain the budget in future, unless revenue for educational expenses is secured.