

**Criteria for the Bestowal of School Principal Licenses  
Under the Former Board of Education Act:  
Standards Setting and Certification Process Administration  
through Detailed Enforcement Regulations  
and Liaison Councils\***

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**1. Identifying the Issue**

The purpose of this paper is to clarify the criteria for bestowal of school principal licenses by prefectural Board of Education Secretariats, focusing on the early postwar period (1949-1954) in which school principals were trained under the guidance of the Civil Information and Education Section (CIE). The paper analyzes how the standards were set and how educational staff certification processes were centralized, notwithstanding the basic principles of the former Board of Education Act of decentralized educational authorities, democratization, and the assurance of independence.

After Japan's defeat in World War II, the 1947 School Education Act required every school to have a principal; through the removal of the prewar/wartime regulation on "receiving the orders of regional governors," principals were required to obtain licenses as part of the system of school personnel in which individual schools had the rights to manage school duties and supervise affiliated personnel<sup>1</sup>. Thereafter, the Educational Personnel Certification Act (below "Certification Act") and its Enforcement Act were

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passed on September 1, 1949, and the Enforcement Regulations on November 1, specifying the requirements for obtaining school principal licenses (Class 1, Class 2, and temporary). The three methods, based on a certain amount of teaching experience, included (1) obtaining qualifications through in-service dispatch (as research students) to national universities or prefectural educational training institutions; (2) upgrading qualifications through credits obtained through in-service education (Certification Act-certified lecture courses, Certification Act-certified distance education, or university open lectures); and (3) transferring the qualifications of prewar school principals<sup>2</sup>.

Existing studies have used Japanese and US government documents to clarify the establishment process of the postwar school principal qualification system. In particular, it has been shown that the concept of postwar principal training centered on the Faculties of Education of the former Imperial Universities and Universities of Arts and Sciences, the venues of the Institute for Educational Leadership (IFEL)<sup>3</sup>. However, it is thought that these universities would never have had the capacity to accept principals or would-be principals from around the country as in-service research students<sup>4</sup>. In fact, the number of principal license bestowals announced at the time does not include any presented through in-service dispatch to universities as research students<sup>5</sup>. This suggests that licenses were mainly bestowed through in-service education and transferred qualifications as above, in both cases through the educational staff certification process.

Here, let us note that the educational staff certification process was an indirect certification system in which “the issuer certified...the testee’s character, academic ability, experience, and physique,” requiring basic qualifications (including old-style teacher’s licenses) and years of teaching experience (with the exception of updating temporary licenses, valid for 5

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years, and special cases of licenses bestowed overseas), and based on certificates given by the agency of jurisdiction (Certification Act Article 6, Enforcement Act Article 2). Therefore, this system differed from the direct certification system (at the time, called the *kyoin kentei* or teachers' exam) which was used to compensate for teaching supply shortages by the old-style teacher education institutions before and during the war<sup>6</sup>. To the best of the author's knowledge, there is no existing research directly addressing this postwar educational staff certification process.

The certification process administrative work required to bestow school principal licenses was done by the prefectural Boards of Education (below, BoE), which were established by the Board of Education Act Enforcement Regulations of July 15, 1948 as publicly elected, collegial administrative committees independent of the heads of regional municipalities<sup>7</sup>. This Act regulated that a Secretariat or clerical section be established in order to handle the paperwork concerning the duties and authority of the BoE (Articles 43 and 44) and to govern, under the jurisdiction of the BoE, "matters concerned with licensing of principals, teachers, and other personnel" (Article 49-5).

With regard to these regional educational administrative matters in Japan immediately postwar, Japan-US governmental documents have clarified the establishment process of the publicly elected BoE as part of educational reforms<sup>8</sup>, as well as the reorganization process of the BoE in order to ensure the "neutrality of education"<sup>9</sup>. Elsewhere, regarding the authority relations of educational administration, National Diet minutes and privately held documents have clarified the framework of central government and standardization based on the non-authoritative guidance function of the "heartland-hinterland" relationship of the Ministry of Education and the BoE<sup>10</sup> and the dynamics of the weakened right of command and supervision in the "checks and balances" relationship of BoE and superintendents of

education<sup>11</sup>.

However, there is room for further research concerning the establishment status of the Board of Education Regulations<sup>12</sup> “with independent force and normativity as regional legislation distinct from national law<sup>13</sup>” as the operation process of postwar educational administration, as well as the actual jurisdictional clerical work of the BoE Secretariats in divisional and sectional units<sup>14</sup>. In particular, the early postwar when considered in terms of the history of administration was a time when the decentralizing abolition of the Home Ministry-prefecture system in general matters and the functional centralizing created by technical control in individual administration were both independent of each other and also moving forward in parallel<sup>15</sup>. Therefore, concerning the heartland-hinterland relationship of educational administration at the time, it is necessary to decide based on the character of each piece of clerical work how far to apply the range of standards and what methods of involvement could be used within that range. This means that in order to clarify the setting status of standards for the bestowal of school principal licenses by prefectural BoE Secretariats, this paper presents the following research.

First, in order to clarify the criteria for bestowal of principal’s licenses, the paper organizes and analyzes the enactment status of the Educational Personnel Certification Act Detailed Enforcement Regulations (below, the Detailed Regulations) on the part of prefectural BoE. Note that this paper uses the term “bestow (*juyo*),” in which case the person with the legally superior stance is the subject, rather than “grant (*fiyo*),” which means the transfer of property or rights between individuals, focusing mainly on the “standards” for the scale to be observed when conducting this administrative act<sup>16</sup>. That is, as with many other standards in educational administration, it does not simply mean the minimum given standard to be met or the function of

eliminating arbitrariness in administrative institutions, but is characterized by the rescindment of general prohibited acts.

Second, in order to clarify the process of standardization in certification process administration, the paper analyzes the status of the certification liaison councils held primarily by the Ministry of Education and prefectural BoE. Third, in order to clarify the operation of the educational staff certification process, the paper analyzes the administrative system and certificate inspection status of prefectural BoE.

This means that in addition to conventional existing research, which has clarified the principles and establishment process of this system based on Japan-US governmental level historical documents, this study elucidates the standardization and centralization process seen in operation at the prefectural level<sup>17</sup>.

## **2. Setting the License bestowal Criteria in the Prefectural Board of Education Detailed Regulations**

Postwar Japanese educational administration took decentralization, democratization, and the assurance of independence as its basic principles; BoE were “to enact regulations concerning administrative work under their authority to the extent not prohibited by law” (Board of Education Act Article 53), and to handle “enactment, revision, and abolition of Board of Education regulations” (likewise, Article 49-1-10) with advice and recommendations on this administrative work from the superintendent of education.

This kind of rulemaking power in general refers to a format of national law, with the legal basis for the right to enact and matters of jurisdiction clearly stated<sup>18</sup>. Specific examples include the National Diet House Regulations, the Supreme Court Regulations, the regulations made by the heads of

administrative committees and agencies, the regulations made by heads of regional municipalities, the Assembly Regulations of municipal assemblies, and so on. Of these, the regulations made by heads of regional municipalities (Local Autonomy Act Article 15) may include (1) municipal administrative work other than that pertaining to Assembly resolutions or matters to be regulated by laws and ordinances, (2) institutional clerical work delegated by the head of the municipality, and (3) clerical work concerning matters delegated to the regulations by ordinances<sup>19</sup>.

Regarding the bestowers of licenses, before and during World War II licenses for teachers at old-style middle and high schools were bestowed by the Minister of Education and those for teachers at old-style elementary schools and kindergartens by prefectural governors. In accordance with the passing of the Certification Act, etc., decentralization proceeded and prefectures (BoE/governors) were given this right. With regard to teacher qualifications at the time, the Certification Act, etc. provided for only a general outline of qualification requirements (credit obtaining methods, number of credits obtained, years of teaching experience, etc.), so that the specific procedures and processes for license bestowal were regulated for national and public school principals, teachers, superintendents, and supervising consultants by the regulations of the prefectural BoE and for private school principals and teachers by the prefectural regulations (Certification Act Article 20).

Here, Table 1 shows the enactment status of Educational Personnel Certification Act detailed enforcement regulations in Japan immediately postwar, focusing on the period of enforcement of the Board of Education Act (1948-1956)<sup>20</sup>, based on the *Notices, Collections of Educational Legislation*, and *Collections of School-Related Legislation* issued by the prefectures.

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Table 1 Enactment status of Educational Personnel Certification Act  
Detailed Enforcement Regulations by prefecture

Enactment date		Day of enactment by prefecture
1949	Nov.	18 <sup>th</sup> : Chiba, Shizuoka; 28 <sup>th</sup> : Aomori
	Dec.	1 <sup>st</sup> : Tokyo; 23 <sup>rd</sup> : Kagoshima; 24 <sup>th</sup> : Iwate, Fukui, Tottori; 26 <sup>th</sup> : Ishikawa; 27 <sup>th</sup> : Fukushima, Okayama
1950	Jan.	1 <sup>st</sup> : Kagawa; 2 <sup>nd</sup> : Tochigi; 6 <sup>th</sup> : Ibaraki, Niigata; 9 <sup>th</sup> : Akita, Shimane; 15 <sup>th</sup> : Saitama; 16 <sup>th</sup> : Hokkaido; 17 <sup>th</sup> : Kanagawa; 18 <sup>th</sup> : Miyagi; 23 <sup>rd</sup> : Gifu; 24 <sup>th</sup> : Hyogo; 26 <sup>th</sup> : Fukuoka; 27 <sup>th</sup> : Toyama; 31 <sup>st</sup> : Saga
	Feb.	1 <sup>st</sup> : Yamaguchi; 7 <sup>th</sup> : Kyoto, Miyazaki; 21 <sup>st</sup> : Shiga; 24 <sup>th</sup> : Hiroshima; 25 <sup>th</sup> : Yamagata; 27 <sup>th</sup> : Nara; 28 <sup>th</sup> : Tokushima, Oita
	Mar.	1 <sup>st</sup> : Yamanashi, Osaka; 2 <sup>nd</sup> : Nagano, Kumamoto; 3 <sup>rd</sup> : Ehime
	Apr.	4 <sup>th</sup> : Aichi; 13 <sup>th</sup> : Gunma
	Jun.	26 <sup>th</sup> : Mie
	Aug.	1 <sup>st</sup> : Kochi
1951	Mar.	23 <sup>rd</sup> : Nagasaki

Note: No original source for Wakayama Prefecture (confirmed enacted in 1950)

Source: *Notices, Collections of Educational Legislation, and Collections of School-Related Legislation, etc.*, issued by prefectures

First, detailed enforcement regulations (regulations on educational personnel certification) were enacted by 11 prefectures in 1949, 34 in 1950, and 1 in 1951, generally under names such as “Regulations on Educational Personnel Certification,” as well as “Detailed Enforcement Regulations on Educational Personnel Certification,” “Educational Personnel Certification Act Detailed Enforcement Regulations,” and “Educational Personnel Certification Act, etc. Detailed Enforcement Regulations.” In addition, while many prefectures enacted BoE and prefectural regulations together, Shizuoka, Aichi, Osaka, and Wakayama enacted regulations separating licenses bestowed by the BoE (national and public school teachers) and those bestowed by the governor (private school teachers). However, as the BoE regulations were “completely equivalent in their character, efficacy, etc., to those enacted by the governor<sup>21</sup>,” they were similar in content to the prefectural regulations.

Further, although the Certification Act and its Enforcement Act were laws of different character, some cases handled them as the same regulations at the

BoE level, as “Educational Personnel Certification Act Detailed Enforcement Regulations,” “Educational Personnel Certification Act Educational Personnel Certification Act Enforcement Act Regulations,” “Educational Personnel Certification Act and Educational Personnel Certification Act Enforcement Act Detailed Enforcement Regulations,” or “Educational Personnel Certification Act and Enforcement Act Detailed Enforcement Regulations.”

Second, an overview of the regulations indicates that they regulated (1) general licensing matters (notices concerning licenses, rewriting or reissuing of licenses, invalidity, return, or confiscation orders for licenses); (2) applications for the educational staff certification process; (3) educational staff certification process procedures (certification inspection committee, enactment of regulations on inspection, process and sub-inspection of documents, notifications of those not receiving licenses or failing the certification process); and (4) inspections for confiscation of licenses (submission/inspection/issues with inspection applications, dismissal of applications, investigation procedures, notification/procedures/date changes for oral interrogations, limitations on audience/dismissal/interrogation interruption, selection of agents, appeals/oaths of witnesses, notification of judgments, return of manuals, inspection costs, notifications of retraction/correction of penalties for those receiving licenses). However, the contents and article names of these regulations are highly similar, with no notable differences between prefectures.

### **3. Standardization in Certification Process Administration and Nationwide Spread of Liaison Councils**

Matters concerning the licensing of principals, teachers, superintendents,



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and supervising consultants at national and public schools belonged exclusively to prefectural BoE (BoE Act Article 50-1), but municipal BoE also bore some indirect responsibility for these license bestowals. That is, as supervising agencies, their duties included (1) upon application from anyone wishing to receive a license or undergo the educational staff certification process, the issuance of “a certificate concerning their character, academic ability, experience, and physique” (Certification Act Article 7); (2) when “reasons for disqualification<sup>22</sup>” had been found to apply to a teacher, to “notify the bestower in the prefecture where the school or BoE is located” (likewise, Article 14); and (3) when a teacher committed serious misconduct or was stripped of their position, to provide a notification of the confiscation of their license (likewise, Article 11). In particular, in the case of violation of the regulations concerning license bestowal or the educational staff certification process, or that of falsification or fraud, the penalties were “up to 1 year of imprisonment or up to 30,000 yen in fines” (likewise, Article 21). Therefore, in order to achieve accurate understanding of the points and regulations of the Certification Act, etc., and to make sure the educational staff certification process was conducted stringently, each prefectural BoE around the country held conferences concerning the clerical workers handling certification process administration.

First, certification administration liaison councils sponsored by the Ministry of Education were held for each regional bloc, in order for the prefectures to work together to study interpretations of the Certification Act, etc., and the setting of bestowal criteria in certification process administration (see Table 2). That is, each prefecture was assigned to a regional bloc (Hokkaido/Tohoku [Niigata was part of the Tohoku bloc until 1952], Kanto/Koshinsei, Chubu, Kinki, Chugoku/Shikoku, and Kyushu), and each bloc held certification administration liaison councils.

Table 2 Certification administration liaison councils held by regional blocs

Year	Schedule/Regional bloc/Location
1949	Nov. 16-18: Kinki, Chugoku/Shikoku (Kyoto); Nov. 21-23: West Japan (Oita); Dec. 8-9: Kinki (Kyoto); Dec. 16-17: Kyushu (Fukuoka); Dec. 21-22: Kinki (Osaka); unknown: Chugoku (Yamaguchi)
1950	Apr. 26-27: Kinki (Hyogo)
1951	Apr. 16-17: Kyushu (Kagoshima); May 26-27: Chugoku (Tottori); Jun. 28-29: Chugoku (Okayama); Aug. 23-24: Shikoku (Ehime); Sep. 6-9: Hokkaido/Tohoku (Hokkaido)
1952	Jan. 24: Shikoku (Kochi); mid-Feb.: Tohoku (unknown); May 29: Shikoku (Kagawa); Jun. 5-6: Kinki (unknown); Jun. 12-13: Chugoku/Shikoku (Okayama); Sep. 4-5: Chugoku/Shikoku (Tokushima); Nov. 13-14: Chugoku/Shikoku (Hiroshima); Dec. 24: Chugoku/Shikoku (Ehime)
1953	Feb. 26-27: Chugoku/Shikoku (Yamaguchi); late May: Hokkaido/Tohoku (unknown); late May: Kanto/Koshinsei (Tochigi); Jul. 3-5: Hokkaido/Tohoku (Hokkaido); Aug. 27-28: Chugoku/Shikoku (Kochi); Nov. 11-14: Hokkaido/Tohoku (Miyagi)
1954	Jan. 20-21: Chugoku (Shimane); Jun. 21-22: 11 prefectures (Niigata); Jul. 1-2: Chugoku/Shikoku (Kagawa); late Jul.: Hokkaido/Tohoku (Fukushima); Nov. 26-27: Chugoku/Shikoku (Tottori)

(Source) *Educational Annals*, *BoE Monthly News*, *Educational Monthly News*, *Collections of School-Related Legislation*, etc., issued by prefectural BoE

During the first two years after the enforcement of the Certification Act, etc., in response to guidance from the Ministry of Education to the effect that “as it is against the spirit of the law for credit standards to differ in each prefecture, each regional bloc at the least should come up with unified standards<sup>23</sup>,” comparative discussion and debate on the BoE regulations took place along with research and discussion on certification process administration institutions and application documents. However, concerning the Certification Act certification training held by prefectural BoE in 1950, the Certification Act certification training refusal movement (below, the refusal movement) promoted by the Japan Teachers’ Union began to come to the fore with regard to the economic, geographical, and time constraints on participants and the protection of existing interests<sup>24</sup>. In response, the liaison councils noted above issued notifications of the points of the revised Certification Act, etc., and worked to confirm the specifics of certification process administration.

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Second, based on the above context, from fiscal 1951 on the Ministry of Education held national certification process administrator conferences yearly, at which administrators from each prefectural BoE came together for consultation and discussion.

The first conference was held at the Ministry on December 20 and 21, 1951, to discuss interpretations of the Certification Act, etc., and methods of handling certification process administration<sup>25</sup>. During the conference, the Ministry's Inada Seisuke (Director of the Higher Education and Science Bureau) confirmed that the Certification Act would continue to be revised without changing its essence<sup>26</sup>. The second conference was held in Kinosaki Town, Hyogo, on December 5 and 6, 1952; as it was immediately after the establishment of municipal BoE, its time was mainly given to discussion of bestowal criteria for superintendent licenses and collection of requests for amendments to the Certification Act, etc.<sup>27</sup>. The third conference was held in Takeo Town, Saga, on October 5, 6, and 7, 1953; after an article-by-article exegesis of the revised Certification Act, etc., and a question-and-answer period, the research discussion toward future comprehensive revisions of the Act was divided into six subcommittees, resulting in a policy of establishing measures to reflect the opinions of certification process administrators<sup>28</sup>. The fourth conference was held in Teshikaga Town, Hokkaido, on November 6, 7, and 8, 1954; in addition to the Ministry's Morosawa Masamichi (Assistant Director, Teacher and Staff Training Section) and Hashimoto Makoto (Ministry official), some 100 attendees from every prefecture were present for an explanation of revised laws and questions thereon as well as discussion based on requests from certification process administrators<sup>29</sup>.

Third, certification administration liaison councils were held by prefectural BoE for each regional educational branch office, providing opportunities for education and furthered understanding on the points of the Certification Act,

etc., as well as guidance on applications for the educational staff certification process. For instance, Tottori Prefecture held biannual certification administration liaison councils in four regions within the prefecture (Tottori City, Kurayoshi Town, Yonago City, and Ne'u Town); in 1952 the topics were “Explanation of credit-limited subjects and credit counts for application for licenses in Tottori Prefecture” (June 16-19) and “Problems in license applications for superintendents, supervising consultants, and principals” along with “Changes in issuance authority for certificates in accordance with the establishment of regional BoE” (December 9-12)<sup>30</sup>. In 1953, Yura Town was added as a fifth region, with councils held on the topics of “Exegesis/explanation of educational staff license bestowal regulations” (April 27-30), “Survey of license issuance status” (May 1-4), and “Overview and problems concerning the partial revision of the Certification Act and Enforcement Act,” “Changes in plans after the enforcement of the revised law with regard to acquisition of higher-level licenses,” and “Overview and testing procedures for credit-based testing” (September 22-26); from February 17 to 20, individual consultations on certification process administration were also conducted<sup>31</sup>.

Based on the above, conference administration on certification process administrative work at first involved research and discussion on BoE regulations by regional bloc; triggered by the nationwide spread of the JTU's refusal movement, they shifted to information transfer from the Ministry of Education to certification process administrators in prefectural BoE.

#### **4. Operation Procedure of Certification Process**

##### **Administration in Prefectural BoE**

###### **(1) Certification process administration procedures for the educational**

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**staff certification process**

The clerical work handled at the time by BoE Secretariats was roughly categorized into work on conferences, on implementation, on reports, on public relations, and on Secretariat management<sup>32</sup>. In particular, work on educational staff license inspection and bestowal was handled by the School Education Section, Management Section, General Affairs Department Management Section, School Education Department Educational Staff Section, or Guidance Department Academic Affairs Section, while Certification Act certification training, obtained credit certification, etc., were handled by the Guidance Section, School Education Section, Guidance Department Training Section, School Education Department Guidance Section, and so on<sup>33</sup>.

Certification process administration involved procedures including (1) application acceptance (receipt of applications, listing in acceptance register, organization and examination of attached documents, return/reinvestigation/listing), (2) ruling (creating and filling in ruling forms, attachment to applications), (3) inspection (examination, judgment, and bestowal of certificates), (4) decision-making, (5) ledger work (creating, organizing, and storing ledgers), (6) clean copies of licenses, (7) issuance of licenses (listing guidelines in acceptance processing ledger, organizing and storing applications, certificates, etc., issuing licenses), (8) notifications (notifications of failures, listing procedures in prefectural news), (9) organization and storage of public ledgers, and (10) issuance of certificates relating to licenses<sup>34</sup>.

For example, in Aomori Prefecture, the acceptance staff (1 official, 1 supervisor) created a ledger based on applicants' applications, and the initial inspection staff (3 officials) checked the various licenses. Then the confirmation staff (2 dedicated supervisors) performed confirmation, the

inspection committee (10 members) performed inspection concerning character, experience, physique, and academic ability, and upon decisions by the section head and superintendent, licenses were bestowed on successful applicants<sup>35</sup>. However, applicants whose application documents or qualifications were incomplete failed the inspection; their documents were returned to them and the certification process was repeated, requiring the same procedures. The staff for this included 2 dedicated supervisors and 3 clerical aides at first, in fiscal 1949, but “because of the applications that had to be returned due to incomplete documents, and the difficulties with clerical work due to the old license bestowal ledgers having burned during the war or in fires,” from 1950 on the staff consisted of 2 dedicated supervisors and 5 clerical aides<sup>36</sup>.

**(2) Organization of certification documents and issuance of certificates by the agency of jurisdiction**

Regarding school principal licenses, based on (1) basic qualifications, (2) “good results” over a given number of years of work, and (3) minimum credits recognized as obtained at university (including teacher training institutions designated by the Minister of Education and establishers of lecture courses and distance education certified by the Minister of Education), two educational staff certification processes were held: transfer of principal’s qualifications for those continuously employed at old-style schools, and advancement of qualifications for current principals and candidates (Certification Act Appendix Table 7).

Therefore, applicants of each type were required to submit (1) applications (educational staff certification process applications, etc.), (2) individual documentation (curricula vitae, oaths, etc.), (3) certificates of basic qualifications (educational staff license ledgers, educational staff license

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ledger supplementary ledgers, etc.), (4) certificates of educational background (certificates of credits obtained, license bestowal certificates, diplomas, certificates of grades obtained, etc.), and (5) certificates from the agency of jurisdiction (certificates on character, experience and results, and physique, results of physical inspections, etc.).

Of these documents, all prefectures required applications, individual documents, certificates of basic qualifications, certificates of educational background, certificates of experience, and certificates of physique, while all except Chiba, Ehime, and Kochi required certificates of character as well<sup>37</sup>. In this way, the types of documents to be submitted were extremely similar among different prefectures.

Elsewhere, the agency of jurisdiction was required to prepare certificates of character and experience (medical institutions were responsible for certificates of physique). The agency was to “acquire materials from the place of employment for use,” while some also adopted interview methods<sup>38</sup>. In 1950, soon after the start of certification process administration, some prefectures determined items in advance and assigned numerical grades on a scale of 3 or 5 levels<sup>39</sup>.

In short, certificates of character evaluated character in terms of refinement, ideology, speech and behavior, clarity, and interests, as well as evaluating affections in terms of creativity, independence, confidence, harmony, cooperation, responsibility, capacity for hard work, passion, and receptivity. Elsewhere, certificates of experience evaluated capabilities such as application, judgment, smoothness, and efficiency, performance of duties such as research, educational guidance, relations with society, and paperwork, and work status such as absences and tardiness, responsibility, passion, and efficiency (see Table 3).

Table 3 Examples of evaluation items for certificates by agencies of jurisdiction

Certificates of character	Certificates of experience
<p>[Character]</p> <ul style="list-style-type: none"> <li>• Possesses a noble character with no flaws (Okayama/Yamaguchi)</li> <li>• Ideology: Extremely sound (Okayama)</li> <li>• Speaks clearly and with refinement, no flaws (Okayama)</li> <li>• Always seems to be having fun, energetic and bringing enjoyment to others (Aomori)</li> <li>• Great clarity (Okayama/Yamaguchi)</li> <li>• Actively studies and critiques social issues, fast-moving and active (Aomori)</li> <li>• Many interests, deep (Aomori)</li> </ul> <p>[Affections]</p> <ul style="list-style-type: none"> <li>• Opinionated and thoughtful, original and refreshing behavior (Aomori)</li> <li>• Highly original (Yamaguchi)</li> <li>• Always handles matters with certainty and self-possession (Aomori/Niigata/Kyoto)</li> <li>• Always maintains suitable harmony without being too critical (does not irritate others) or too sensitive (Aomori/Kyoto)</li> <li>• Has earned trust and respect from subordinates and colleagues as a skilled supervisor or collaborator (Aomori/Niigata/Kyoto)</li> <li>• Highly cooperative and admired by colleagues (Okayama)</li> <li>• Loyal with a tremendous sense of responsibility (Okayama/Yamaguchi)</li> <li>• Hard-working and extremely devoted (Okayama/Yamaguchi)</li> <li>• Positive and extremely devoted (Okayama)</li> <li>• Receptive attitude: No flaws (Okayama)</li> <li>• Extremely decent and polite (Yamaguchi)</li> </ul>	<p>[Capabilities]</p> <ul style="list-style-type: none"> <li>• Understands and applies matters well, extremely gifted (Okayama/Yamaguchi)</li> <li>• Possesses superb judgment (Okayama/Yamaguchi)</li> <li>• Organizes things (work) extremely well and consistently works smoothly (Aomori/Niigata/Kyoto)</li> <li>• Makes every effort and completes work in a very short time (Yamaguchi)</li> <li>• Sufficiently refined for the position (Aomori/Niigata/Kyoto)</li> </ul> <p>[Performance of duties]</p> <ul style="list-style-type: none"> <li>• Consistently studies and possesses suitable guidance abilities (Aomori)</li> <li>• Studied the following matter (example) and produced good results (Niigata)</li> <li>• Independent and an active student (Kyoto)</li> <li>• Skilled in research with superb planning and execution abilities (Okayama)</li> <li>• Able to acquire cooperation and offer skillful guidance and supervision (Yamaguchi)</li> <li>• Full of educational spirit, no flaws (Okayama)</li> <li>• Educational capacity influencing society, earning trust (Niigata)</li> <li>• Orderly, with perfect paperwork (Okayama)</li> </ul> <p>[Work status]</p> <ul style="list-style-type: none"> <li>• Almost no absences or tardiness, extremely devoted to work (Kyoto)</li> <li>• Consistently carries out responsibilities in full, with no need at all for supervision (Kyoto)</li> <li>• Seeks out work and is extremely devoted throughout (Kyoto)</li> <li>• Efficiency: Handles matters accurately and rapidly (Kyoto)</li> </ul>



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(Note) Certificates of character used a three-point evaluation scale in Aomori, Niigata, and Yamaguchi and a five-point scale in Kyoto and Okayama, while all certificates of experience used a five-point scale

(Source) Prepared by the author from the historical materials listed in Note 39

However, as the refusal movement noted above spread throughout the country, points of dispute included the protection of current teachers' vested interests and the prevention of arbitrariness in certification process administration work, leading to standardization through conference administration. Therefore, from fiscal 1951 on, certification by agencies of jurisdiction was simplified and guidelines were published by regional governments<sup>40</sup>, with years of educational experience and number of credits obtained as objective testing items.

## **5. Summary**

This paper has clarified the operation process of school principal license bestowal criteria under the former Board of Education Act, based on documents at the prefectural level. In this way, through the analysis and discussion above, the following points have become clear.

First, in response to the comprehensive regulation of qualifying conditions in the Certification Act, etc., specific procedures and processes for license bestowal were regulated in detailed enforcement regulations (regulations on educational staff certification) based on BoE rulemaking power (Certification Act Article 20). These detailed enforcement regulations were enacted in all prefectures, with BoE regulations and prefectural regulations the same in most cases (excluding Shizuoka, Aichi, Osaka, and Wakayama).

Originally, based on educational administration's basic principles of decentralization, democratization, and the ensuring of independence, the postwar bestowers of educational staff licenses were designated as the

prefectural BoE (for teachers at national and public schools) and the prefectural governor (for teachers at private schools). However, given the extreme similarity of regulation content and article names concerning license bestowal and the lack of major differences between prefectures, we must conclude that there was a lack of independence in regional educational administration.

This was due to the standardization of the Certification Act, etc., content and certification process administration procedures conducted through conference administration by the Ministry of Education with regard to prefectural BoE. That is, from 1949 on, when the Certification Act, etc. came into force, certification administrative work liaison councils were held by regional bloc, conducting research and debate on detailed enforcement regulations and operation methods for certification process administration. However, the 1950 JIU refusal movement set off a vertical transmission method in the “heartland-hinterland” relationship of educational administration with regard to the content of laws and administrative procedures. This kind of shift was also seen in the standardization of certification administration for other types and classes of teacher licenses, moving in unison with the standardization of the credit recognition method with regard to the host (university/prefectural BoE) of licensing certification training<sup>41</sup>.

Further, standardization of the operating methods of the educational staff certification process by prefectural BoE also took place. That is, when certification process administration had just begun in 1950, certificates (of character/experience) were submitted by agencies of jurisdiction in forms including both reports drawn up based on interviews and 3- or 5-point evaluation scales, with independent operation seen to some extent at the regional level. However, points of dispute came to include the protection of

Criteria for the Bestowal of School Principal Licenses  
Under the Former Board of Education Act:

current teachers' vested interests and the prevention of arbitrariness in certification process administration, with standardization of certificates submitted with applications likewise taking place through conference administration. Therefore, years of educational experience and number of credits obtained came into use as objective test items, before fading out under the hiring qualifications system which came into place later when the system of school principal licenses was abolished.

Existing research, based on postwar Japan-US government level documents and the behavior of actors in the legal establishment process, has clarified the central control/standardization mechanism based on the non-authoritarian guidance functions of the heartland-hinterland relationship in educational administration. In particular, through the 1952 revision of the Board of Education Act, the Ministry of Education's regulation of BoEs' right to command and supervise "the administrative work handled by BoE as instruments of the national government" (Article 55-2) is thought to have been a triggering moment<sup>42</sup>. Relatedly, the bestowal criteria for school principal licenses, the analytic target of this paper, are here shown to have been standardized through conference administration in 1950, with functional centralization of certification process administration taking place the following year. In the future, through the analysis of human resources administration as well, the question of how existing principals and candidates given principals' licenses in Japan immediately postwar were positioned within prefectures must be clarified with attention to the heartland-hinterland educational administration structure in the process of training curriculum approval → educational staff certification process → hiring standards setting.

(Gifu University)

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## Notes

<sup>1</sup> Because at first school principal qualifications and training systems were disorganized, “principal certification lecture courses” were held as a transitional measure in order to reeducate principals of old-style schools; participants received training completion certificates (Notice from the Vice-Minister of Education “Concerning Criteria for Certification Lectures for Elementary, New Junior High, and Kindergarten Teachers,” June 18, 1947: Schools No. 245).

<sup>2</sup> The basic qualifications called for in this case were 1) at least three credits in “Educational Evaluation (including psychological testing)” or “Guidance and Management in School Education (including school hygiene)”; 2) at least three credits in “Educational Administration Studies (including educational laws, school finance, and school architecture); and 3) at least three credits in “Educational Sociology and Social Education.” However, in order to protect the vested interests of principals of old-style schools, temporary licenses were bestowed as temporary qualifications for 1) existing principals as of the enforcement and 2) those with at least three years’ experience as educational staff.

<sup>3</sup> For example, mentions through research on IFEL include Takahashi Hiroto, “Menkyo seido no rekishi to kadai oyobi daigakuin ni okeru yosei no kanosei [The history and issues of the license system and the potentials for graduate training]” in Kojima Hiromichi ed. *Kocho no shikaku/yosei to daigakuin no yakuwari [Qualifications and training of school principals and the role of graduate schools]*, Toshindo, 2004, p. 41, and Takahashi Hiroto, “Sengo Nihon ni okeru menkyo/shikaku seido no setchi to haishi wo meguru mondai kara [From the issues of the establishment and abolition of licensing/qualification systems in postwar Japan]” in *Kyoiku seidogaku kenkyu [Journal of the Japan Society for Educational System and*

*Organization*] Vol. 2, 1995, p.106. Elsewhere, mentions through research on the legal position of school principals include Motokane Masahiro, “Seido to shite no kocho no chii no henshen [Shifts in the status of principals as a system]” in Ushiwata Jun & Motokane Masahiro ed. *Senmonshoku to shite no kocho no rikiryō keisei [Professional development for principals as specialists]*, Hana Shoin, 2016, p. 21.

<sup>4</sup> Faculties of Education were established at the University of Tokyo through the reorganization of the Department of Education in the Faculty of Letters, at Hokkaido, Kyoto, and Kyushu Universities through the expansion of the Lectures on Education in the Faculty of Letters, and at Tohoku and Nagoya Universities through the inclusion of the Normal School, but there was no Faculty of Education at Osaka University.

<sup>5</sup> For example, concerning the 1952 credit acquisition status of pedagogical subjects in Nagano (elementary/junior high/high schools), while 0% of principal Class 1 and Class 2 licenses were obtained through in-service dispatch of principals to universities, 54.9% of Class 1 licenses and 81.7% of Class 2 licenses were obtained through Certification Act certification lecture courses and 38.2% and 14.% respectively through post-hoc approval of previously undergone reeducation measures, etc. (Nagano Prefectural Board of Education ed. *Showa 27-nendo Nagano-ken kyoiku nenpo [1952 Annals of Education in Nagano Prefecture]*, Nagano Prefectural Board of Education, 1954, pp. 332-341 (held by the Prefectural Nagano Library).

<sup>6</sup> Regulated for elementary school teachers by the 1890 “Regulations on Elementary School Teacher Examinations, etc.” and for middle school teachers and above by the 1900 “Ordinance on Teacher Licenses.”

<sup>7</sup> The first BoE elections were held on October 5, 1948, with the BoE launched on November 1 (prefectures and five major cities only). Regarding municipal BoEs, because their establishment was restricted until 1950, only

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about 40 were established that year (Research and Extension Bureau, Ministry of Education, “Kyoiku iinkai geppo [Board of Education Monthly],” Vol. 1 No. 1 (August 1949), Regional Contact Section, Ministry of Education, 1949, pp.16-17).

<sup>8</sup> National Institute for Educational Policy Research ed. *Kyoiku seisaku I [Educational Policy I]*, “Nihon kindai kyoiku hyakunenshi [History of 100 Years of Japanese Modern Education]” Vol. 1, Educational Research Promotion Association, 1974, pp. 1033-1053. Kaigo Tokiomi ed. *Kyoiku kaikaku [Educational Reform]* Vol. 1, University of Tokyo Press, 1975, pp. 349-412. Ogata Toshio, “Sengo no kyoiku gyosei seido kaikaku ni kansuru ichi kosatsu: Kyoiku iinkai ho no seiritsu katei wo chushin to shite [A discussion of the postwar educational administration system reforms: Focusing on the process of establishment of the Board of Education Act],” *Jochi Daigaku Kyoikugaku/Shinrigaku Ronshu [Sophia University Studies in Education and Psychology]* Vol. 2, 1968, pp. 19-66.

<sup>9</sup> Higuchi Nobumoto, *Kyoiku iinkai seido hen'yo katei no seiji rikigaku: Sengo shoki kyoiku iinkai seido shi no kenkyu [The political dynamics of the transformation process of the Board of Education system: A study of the history of the early postwar Boards of Education]*, Meisei University Press, 2011.

<sup>10</sup> Ogiwara Katsuo, *Sengo Nihon no kyoiku gyosei kozo: Sono keisei katei [The structure of educational administration in postwar Japan: Formation process]*, Keiso Shobo, 2006.

<sup>11</sup> Ohata Naoko, “Kyoiku iinkai to kyoikucho no kengen kankei wo meguru rippo katei: 1949/50-nen no kyoiku iinkai ho ichibu kaisei hoan wo chushin ni [The process of legislation concerning the authority relationship of the BoE and the superintendent of education: Focusing on the partially revised draft of the BoE Act of 1949-1950],” in *Nihon kyoiku gyoseigaku kai nenpo*

[*Bulletin of the JEAS*] Vol. 38, 2012, pp. 82-98. Ohata Naoko, *Sengo Nihon no kyoiku iinkai : Shiki kantokuken ha doko ni atta no ka [Boards of education in postwar Japan: Who held the right of command and supervision?]*, Keiso Shobo, 2015.

<sup>12</sup> For the regulation status of the duties and authorities of school principals in the BoE regulations, see Hashimoto Riki, “Kochoshoku ni kansuru hoteki kitei no jittai to sono mondaiten [The actual status of legal regulations on school principals and their problems],” in *Tohoku Daigaku Kyoikugakubu Nenpo [Annals of the Faculty of Education, Tohoku University]* Vol. 5, 1958, pp. 106-133.

<sup>13</sup> Shinohara Kiyooki, “Kyoiku iinkai no kisoku seiteiken: Kyoiku iinkai kisoku no ho shakaigaku [Board of Education regulations rulemaking power: Legal sociology of Board of Education regulations]” in *Nihon kyoiku gyoseigaku kai nenpo [Bulletin of the JEAS]* Vol. 10, 1984, pp. 213-226.

<sup>14</sup> For administrative work related to survey statistics, see Miyazawa Takako, “Sengo kaikaku ki ni okeru kyoiku gyosei soshiki no setchi mokuteki to kino ni kansuru kenkyu: Monbusho Chosa Fukyukyoku to Kyoiku Iinkai Chosa Tokeika ni chakumoku shite [A study of the purpose and functions of educational administration organizations in the postwar reform period: Focusing on the MoE Research and Extension Bureau and Board of Education Survey and Statistics Section],” in *Kyoiku seidogaku kenkyu [Journal of the Japan Society for Educational System and Organization]* Vol. 23, 2016, pp. 76-93.

<sup>15</sup> Ichikawa Yoshitaka, *Nihon no chuo-chiho kankei: Gendai-gata shuken taisei no kigen to fukushi kokka [The heartland-hinterland relationship in Japan: The origin of the modern-style centralization system and the welfare state]*, Horitsu Bunkasha, 2012, p. 64.

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<sup>16</sup> Yoshida Ichiro, Tsunoda Reijiro, Mogushi Takashi, Kudo Atsuo, Omori Masasuke, Tsuno Osamu, Akiyama Osamu, Sakata Masahiro, Miyazaki Reiichi ed. *Horei yogo jiten dai-9-ji kaiteiban [9<sup>th</sup> Edition Dictionary of Legal Terms]*, Gakuyo Shobo, 2009, pp. 126, 390, 670.

<sup>17</sup> For a clarification from prefectural-level documents of shifts in postwar teaching qualifications and training systems, see Sato Mikio, *Sengo kyoiku kaikaku ki ni okeru genshoku kenshu no seiritsu katei [Establishment process of in-service training in the postwar educational reform period]*, Academic Series, Gaku-jutsu Shuppankai, 2013, as well as the following studies by Usui Mineo: “Kyoiku hoho shi oboegaki: Sengo shoki no kihon bunsho wo chushin ni [Notes on educational method history: Focusing on basic documents from the initial postwar period],” in *Kagoshima Daigaku Kyoikugakubu Kenkyu Kiyo (Jinbun/shakai kagaku hen) [Bulletin of the Faculty of Education, Kagoshima University (Studies in humanities and social sciences)]* Vol. 28, 1976, pp. 117-138; “Kyoiku hoho shi oboegaki II [Notes on educational method history II],” Vol. 29, 1977, pp. 41-60; “Kyoiku hoho shi oboegaki III [Notes on educational method history III],” Vol. 32, 1980, pp. 139-158; “Kyoiku hoho shi oboegaki IV [Notes on educational method history IV],” Vol. 35, 1983, pp. 371-396.

<sup>18</sup> Legal Terms Research Association ed. *Yuhikaku Horitsu Yogo Jiten [Yuhikaku Dictionary of Legal Terms]* 4<sup>th</sup> edition, Yuhikaku, 2012, pp. 187-188.

<sup>19</sup> Educational Law Research Association, *Kyoiku iinkai: Riron to un'ei [BoE: Theory and operation]*, Jiji Tsushinsha, 1949, pp. 148-149.

<sup>20</sup> Numerous issues with BoE were recognized from their initial establishment, with systemic reforms discussed under Minister of Education Kiyose Ichiro. The Act on the Organization and Operation of Local Educational Administration was passed by the 24<sup>th</sup> Diet and enforced on



October 1, 1956, changing the selection of board members from election to appointment.

<sup>21</sup> Kitaoka Kenji, *Kyoiku iinkai ho chikujo kaisetsu [Article-by-article interpretation of the Board of Education Act]*, Gakuyo Shobo, 1952, pp. 186-196.

<sup>22</sup> In this case, this referred to so-called incompetent and quasi-incompetent persons, ex-convicts, and those who had formed or joined political parties or other organizations intending violent destruction of the government.

<sup>23</sup> Aomori Prefecture BoE ed. *Aomori-ken kyoiku jiho [Aomori Prefecture Educational Times]* (July 1950 volume), Aomori Prefecture BoE, 1950, p. 23 (held by the Aomori Prefectural Library).

<sup>24</sup> Chiba Prefecture Teachers' Union "Shukan Boso Kyoiku [The Boso Kyoiku]" Vol. 158 (published July 17, 1950), Chiba Prefecture Teachers' Union, 1950 (held by the Chiba Prefectural Central Library). As of July 13, 1950, thirteen prefectures had decided not to participate: Yamagata, Fukushima, Toyama, Ishikawa, Aichi, Tottori, Okayama, Hiroshima, Yamaguchi, Kagawa, Ehime, Kochi, and Kagoshima.

<sup>25</sup> Ehime Prefecture BoE Secretariat Survey Section ed., *Ehime Kyoiku Nenkan [Ehime Education Yearbook]*, Ehime Prefecture BoE, 1952, p. 6 (held by Matsuyama Municipal Central Library).

<sup>26</sup> Niigata Prefecture BoE ed., *Niigata-ken Kyoiku Yoran 1952 [Guide to Education in Niigata Prefecture 1952]*, Niigata Prefecture BoE Secretariat Survey and Statistics Section, 1952, pp. 70-71 (held by Niigata Prefectural Library).

<sup>27</sup> Kanagawa Prefecture BoE ed., *Kanagawa-ken Kyoiku Gaiyo Showa 27-nendo [Overview of Education in Kanagawa Prefecture, 1952]*, Kanagawa Prefecture BoE, 1953, pp. 76-77 (held by Yokohama Municipal Central Library).

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- <sup>28</sup> Tottori Prefecture BoE Guidance and Survey Section ed., *Tottori-ken Kyoiku Yoran Showa 29-nendo [Guide to Education in Tottori Prefecture 1954]*, Tottori Prefecture BoE Guidance and Survey Section, 1954, pp. 30-32 (held by Tottori Prefectural Library).
- <sup>29</sup> Note 26 op. cit., *Niigata-ken Kyoiku Yoran 1955 [Guide to Education in Niigata Prefecture 1955]*, 1955, pp. 94-95 (held by Niigata Prefectural Library).
- <sup>30</sup> Note 28 op. cit., *Showa 28-nendo Tottori-ken Kyoiku Yoran [1953 Guide to Education in Tottori Prefecture]*, 1953, pp. 14-16 (held by Tottori Prefectural Library).
- <sup>31</sup> *Ibid.*, pp. 30-32.
- <sup>32</sup> Japan Educational Administration Society ed., *Kyoiku iinkai seido [Board of Education system]*, Complete Works on Educational Administration Vol. 3, Nikko Shoin, 1949, pp. 79-93.
- <sup>33</sup> Ministry of Education Research Bureau Notice “Kyoiku iinkai jimukyoku bunka shian [Proposal on separation of Board of Education Secretariats]” (October 23, 1948, Notice No. 130).
- <sup>34</sup> Saitama Prefecture BoE Survey and Research Section ed., *Saitama-ken Kyoiku Yoran 1951-nen [Guide to Education in Saitama Prefecture 1951]*, Saitama Prefecture BoE, 1952, p. 39 (held by Saitama Prefectural Kumagaya Library).
- <sup>35</sup> Aomori Prefecture BoE Secretariat Survey Section ed., *Aomori-ken Kyoiku Yoran Showa 24-nendo ban [Guide to Education in Aomori Prefecture, 1949 Edition]*, Aomori Prefecture BoE, 1950, p. 50 (held by Iwate Prefectural Library).
- <sup>36</sup> *Ibid.*, pp. 48-49. As of the end of fiscal 1949, there had been over 20,000 applications; while the number of applications slowed down due to the 1951 revised ministerial ordinance, as of November 30, 1951, 23,959 licenses had

been bestowed on current teachers in Aomori Prefecture.

<sup>37</sup> In addition, *koseki tohon* family registers were required for submission in Aomori, Miyagi, Ibaraki, and Hyogo Prefectures, and procedural costs and deposit certificates in Nagano, Mie, Kyoto, and Tokushima Prefectures.

<sup>38</sup> Kumura Toshio, *Kyoiku shokuin menkyo ho doho seko ho kaisetsu Furoku kankei horei shuroku [Exegesis of the Educational Personnel Certification Act and its Enforcement Act; Relevant Laws Attached]* Law Edition, Gakugei Tosho, 1949, p. 238.

<sup>39</sup> Aomori Prefecture BoE Secretariat ed., *Yori Showa 23-nen 11-gatsu tsuitachi itaru Showa 25-nen 2-gatsu 28-nichi Aomori-ken kyoiku iinkai reikishu [November 1, 1948 to February 28, 1950 Aomori Prefecture BoE Regulations]*, Aomori Prefecture BoE, 1950, p. 32-33 (held by Aomori Prefectural Library). Niigata Prefecture, *Niigata Kenpo [Niigata Prefecture News]* Vol. 1 (January 6, 1950), Niigata Prefecture, 1950, pp. 30-31 (held by Niigata Prefectural Library). Kyoto Prefecture, *Kyoto-fu Koho [Public News in Kyoto Prefecture]*, Extra (February 7, 1950), Kyoto Prefecture, 1950, pp. 4-5 (held by Kyoto Prefectural Kyoto Institute, Library and Archives). Okayama Prefecture BoE Secretariat General Affairs Section ed., *Okayama-ken kyoiku iinkai kankei reikishu [Okayama Prefecture BoE Relevant Regulations]* Vol. 1 “Jorei, kisoku, kunrei, kokuji no bu [Ordinances, regulations, directives, and notices],” Okayama Prefecture BoE, 1950, p. 73-74 (held by Okayama Prefectural Library). Yamaguchi Prefecture, *Yamaguchi Kenpo [Yamaguchi Prefecture News]* Extra (February 1, 1950), Yamaguchi Prefecture, 1950, pp. 10-11 (held by Yamaguchi Prefectural Yamaguchi Library).

<sup>40</sup> Yoshihisa Shigekazu ed., *Showa 28-nen 10-gatsu kaisei kyoiku shouin menkyo horeishu (Fu: Jokyū menkyōjo shutoku no tebiki) [Educational personnel licensing law collection (Guide to advanced license acquisition*

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*attached*), revised October 1953], Hiroshima Prefecture Educational Staff Union Office, 1953 (held by Hiroshima Prefectural Library).

<sup>41</sup> Based on the report of the Japan Association of Universities of Education and the 6<sup>th</sup> IFEL Public Lecture Group study collections, “Certification Act-certified training implementation standards” were established by the Ministry of Education (Modern Japanese Educational System Historical Materials Editing Committee ed., *Kindai Nihon Kyoiku Seido Shiryo* [*Historical Documents on the Modern Japanese Educational System*] Vol. 25, Dai-Nippon Yubenkai Kodansha, 1958, pp. 156-157).

<sup>42</sup> Note 10 op. cit., pp. 150-172.

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