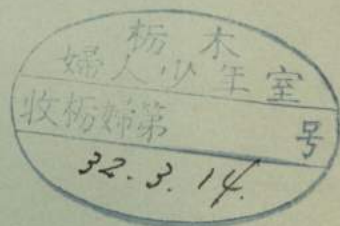


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# PRESENT SITUATION OF VOCATIONAL TRAINING IN JAPAN

(日本の職業訓練の現状)



MINISTRY OF LABOR  
TOKYO  
1957

(第14号)







PRESENT SITUATION  
OF  
VOCATIONAL TRAINING  
IN JAPAN

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TOKYO  
1957

Published by: International Labor Affairs Section,  
Ministry of Labor, 1957

## Preface

This book is a revised edition of the "Present Situation of Vocational Training in Japan" which was published in 1955 with the objective of presenting a very brief over-all picture of the vocational training activities in Japan, taking advantage of the Asian Technical Conference on Vocational Training for Industry held under the auspices of the I.L.O. at Rangoon, Burma in November-December 1955.

In drafting this revised edition, emphasis has been placed on bringing the statistical figures up to date, attempting at the same time to incorporate whatever developments that have been made since that time. The "Conclusion" which appeared in the original edition, describing Japan's cooperation with Asian countries, has been left out.

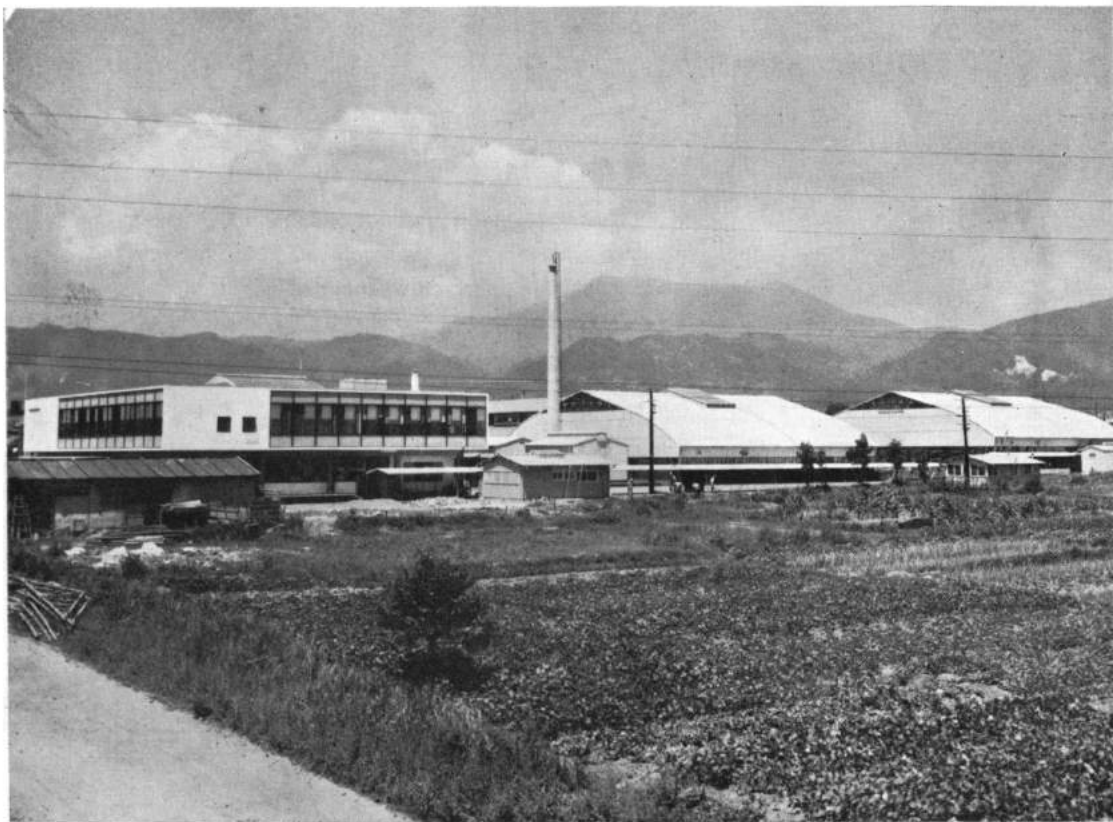
This book is divided into 7 chapters. Chapter I sketches the necessity of vocational training in the light of the ever-increasing labor force and wide qualitative and quantitative discrepancies between workers in demand and those seeking employment, together with the list of administrative organizations entrusted with the responsibilities for vocational training. The subsequent chapters deal with vocational education in school, vocational training for employment, apprenticeship, recruitment and training of instructors, management and supervisory training, and other types of training in this order. In all chapters but one, efforts have been made to describe the development and legislative basis of each type of vocational training as well as its present situation.

At present, when the relationships between foreign countries and Japan are becoming closer and closer, and the exchange of personnel and information in the field of vocational training is being promoted between countries, regionally and internationally by all means available, it is sincerely hoped that this book will serve as one of such means the purposes for which it is intended.





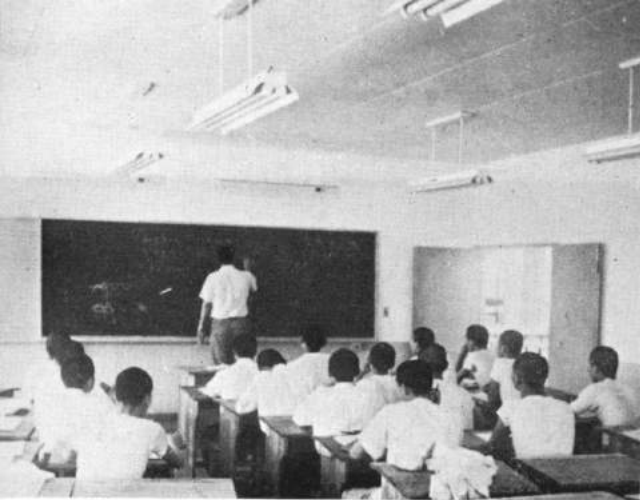
## General Vocational Training Center



Exterior View



Front View



Classroom

Automobile Repairing



Engine Test



## CONTENTS

PREFACE		
		Page
CHAPTER	I. <i>Introduction</i> .....	1
CHAPTER	II. <i>Vocational Education in Schools</i> .....	3
	Development .....	3
	Legislative Background and Present Situation ....	5
CHAPTER	III. <i>Vocational Training for Employment</i> .....	15
	Development and Legislative Background .....	15
	Present Situation .....	21
CHAPTER	IV. <i>Apprenticeship</i> .....	33
	Development and Legislative Background .....	33
	Present Situation .....	38
CHAPTER	V. <i>Recruitment and Training of Instructors</i> .....	43
	Instructors of Vocational Training Center .....	43
	Instructors of Apprenticeship .....	44
CHAPTER	VI. <i>Management and Supervisory Training</i> .....	47
	T.W.I. ....	47
	M.T.P. ....	52
	J.S.T. ....	54
CHAPTER	VII. <i>Other Types of Training</i> .....	57



## Chapter I

### Introduction

In recent years a trend is seen of the gradual increase in the labor force, accompanied by natural growth in population in Japan. The adjustment of supply and demand of the labor force is naturally difficult enough under the pressure of growing working population.

#### LABOR FORCE

(In thousands)

	Persons 14 years old & over	Labor force	Gainfully employed persons
1951	56,260	36,600	36,220
1952	57,440	37,750	37,290
1953	58,660	40,050	39,600
1954	59,920	40,730	40,140
1955	61,280	42,190	41,500

Source: Labor Force Survey, Statistics Bureau, Prime Minister's Office.

#### MONTHLY AVERAGE NUMBERS OF NEW JOB-ORDERS, NEW JOB-APPLICATIONS AND NEW PLACINGS

	No. of new job-orders	No. of new job-applications	No. of placings
1952	182,540	348,569	135,641
1953	197,605	332,223	142,560
1954	196,280	375,731	146,195
1955	206,420	390,476	158,444

Source: Survey by the Employment Security Bureau, Ministry of Labor.

Here we may point out notable trends: 1) there is a wide discrepancy between the types of job in order cards and those in application cards; 2) manual labor is more in demand, while applicants prefer clerical jobs; 3) skilled or semi-skilled workers are wanted, while applicants are in most cases unskilled. It is believed there is ample room, however, to improve the situation by means of employment security, particularly through an adequate vocational training scheme.

Meanwhile, the vocational training scheme in our country is now enforced centering around vocational training in schools, vocational training

for employment, apprenticeship, training of instructors and training of supervisors. The scheme will eventually adjust abnormal trends of supply and demand of manpower and contribute to increased productivity which is a fundamental factor of economic development.

#### COMPETENT AGENCIES IN CHARGE OF DIFFERENT TYPES OF VOCATIONAL TRAINING

1. Ministry of Education —
  - Junior high school (Vocational course)
  - Senior high school (Vocational course)
  - University (Vocational course)
 (Responsible for vocational education in schools)
  
2. Ministry of Labor —
  - Vocational training for employment
    - Public vocational training center
    - Public vocational training center for the disabled
    - General vocational training center
    - Group workshop
  - Apprenticeship
  - T.W.I.
 (Responsible for vocational training for employment, apprenticeship and training of supervisors)
  
3. Ministry of International Trade & Industry—M.T.P.  
(Responsible for management training)
4. National Personnel Authority—J.S.T.  
(Responsible for training of supervisors)
5. Different Ministries & Public Corporations  
(Responsible for other types of vocational training)

Our economy, gradually recovering from the postwar chaos, has been exerting efforts mainly aiming at the promotion of key industries. The role of the Government in organization of and guidance in the systematic vocational training for the promotion of skill will contribute not only to higher productivity on the one hand, but to the expansion of the employment volume on the other. The Government's action in this field may be said to satisfy simultaneously the demand of workers desiring employment security, the economic demand for industrial development and the technical demand in process of mechanization.

The vocational training scheme in our country implemented under the current economic situation may in this sense be said to be of growing importance from social and economic viewpoints.

## Chapter II

### Vocational Education in Schools

#### DEVELOPMENT

##### *Junior and senior high schools.*

The modern school system of our country was built up with the establishment of the Ministry of Education in 1871 and the promulgation of "Educational System" in 1872. Vocational education was at first not under the jurisdiction of the Ministry of Education but dealt with by the Ministries concerned with industry.

In 1894 the Law concerning National Treasury's Subsidy for Vocational Education Expenses was promulgated and then in 1899 the Ordinance concerning Vocational Schools was promulgated which was applicable to agricultural, industrial and commercial schools in general. Further in 1903 the Ordinance concerning Professional Schools was promulgated and the Ministry of Education took the responsibility for the organization and guidance of vocational education in schools.

Vocational guidance developed gradually in the advanced course of elementary schools from the latter part of the Era of Taisho (1912-1926). In 1943 was promulgated the Ordinance concerning Secondary Schools which was a united ordinance of the three Ordinances of Middle Schools, Girls' High Schools and Vocational Schools which had been in force since the Era of Meiji (1868-1912) and a dual system of general education and vocational education was unified under the Ordinance.

In 1941 when the Pacific War broke out, school education was consolidated in order to achieve the object of the war and in 1944 the Ordinance concerning Students' Labor Mobilization was promulgated in order to enforce student mobilization by legislation. On September 15, 1945 immediately after the war, as an educational measure to take at the war's end, "Educational Policy to build up a New Japan" was made public by the Government and measures were gradually taken to break down the wartime educational set-up. The Educational Reform Committee established in August 1946 presented a reform draft covering the entire field of ideology, organization and quality of new education. Based on this draft was promulgated the Fundamental Law of Education on March 31, 1947 and under the spirit of the Law the School Education Law was promulgated on the same date. The School Education Law provides for the 6-3-3-4 schooling system and the compulsory education for nine years instead of the 6-5-3-3

schooling system and the compulsory education for six years enforced in the past and a junior high school made a start from the fiscal year 1947, a senior high school, from 1948 and a new-system university, from 1948 respectively.

In June 1951 was promulgated the Vocational Education Promotion Law, a counterpart to the Smith-Hughes Act of the U.S. and under the Law the Ordinance concerning the Central Vocational Education Council was promulgated on June 30 the same year.

The Vocational Education Promotion Law lays down:

- 1) To make the general planning concerning the promotion of vocational education;
- 2) To improve the contents and methods of vocational education;
- 3) To arrange and complete the facilities and equipment concerning vocational education;
- 4) To make the training and retraining plan for teachers and instructors engaging in vocational training; and
- 5) To cooperate with the industrial circles in giving vocational training.

The vocational guidance in junior and senior high schools, which had made a steady progress after the end of the war, showed systematic activities as from November 1953, when "the Director of Vocational Guidance" was systematized.

#### *Universities.*

The creation of the Tokyo Imperial University under the Ordinance of Imperial Universities promulgated in 1886 led to the present system of higher technical education. The education in universities at that time aimed at digestion and introduction of foreign technique. After 1903 when the Ordinance concerning Professional Schools was promulgated, vocational schools of manufacturing, agriculture, commerce and so forth developed simultaneously to form the basis of the present higher vocational education. Universities aimed at higher theoretical study of science, while vocational schools taught practical science and skill. Therefore, technicians, the backbone of industrial circles, were trained in these vocational schools and the number thereof increased markedly during the years from 1912 to 1925. In accordance with the College and University Ordinance promulgated in 1918, public and private colleges and universities were established to give spurs to higher education. During the years from 1926 to 1944 the educational courses of vocational schools, were standardized in accordance with the Ordinance concerning Vocational Schools. The defeat in the last war



brought to the Japanese educational system a drastic reform, upon which the present School Education Law was enacted.

#### LEGISLATIVE BACKGROUND AND PRESENT SITUATION

##### *Junior high schools.*

The School Education Law prescribes under:

Article 35. The junior high school shall aim at giving pupils secondary general education according to the development of their mind and body on the basis of the education given at the elementary school.

Article 36. In junior high 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 preceding Article:

- 1) To cultivate the qualities necessary as the members of society and the State, securing the objectives of the elementary school education more thoroughly;
- 2) To cultivate the fundamental knowledge and skill of the vocation required in society, the attitude to respect labor, and the ability to select their future courses according to their individuality;
- 3) To promote their social activities in and out of the school, to guide their sentiments rightly, and to foster their fair judgment.

Article 38. Matters concerning the subjects of the junior high school shall be decided by the competent authorities in accordance with the provisions of Articles 35 and 36.

Vocational Guidance is given in the junior high school based on Article 36, item (2) and the standards thereof are shown in detail in the Manual on Vocational Guidance.

The Vocational Education Promotion Law prescribes under:

Article 2. "Vocational education" in this Law shall be construed to mean the education which is given by the junior high schools (including lower secondary sections of the schools for the blind, the deaf, and the handicapped; hereinafter the same), the senior high schools, (including upper secondary sections of the schools for the blind, the deaf, and the handicapped; hereinafter the same), or the universities, to pupils or students and so forth for the purpose of educating them in knowledge, skill, and general attitude required for engaging in agriculture, manufacture, commerce, fishery, etc. (inclusive of the household courses).

Article 15. In case the establisher of a public school intends to improve any of the facilities or equipment mentioned in the following items which do not come up to the standards as prescribed by the Cabinet Order in consultation with the Central Vocational Education Council in order to conform with such standards, the State shall bear the total amount or a part of the required expenses.

- 1) Facilities or equipment for experiment and practical training in the senior high schools for vocational courses;
- 2) Facilities or equipment for experiment and practice used in common by junior or senior high schools in regard to vocational education;
- 3) Facilities or equipment used for experiment and practice in vocational education and those for vocational guidance, in junior high schools;
- 4) Facilities or equipment for experiment and practice needed in such universities as conduct the in-service or pre-service training of teachers or instructors who are or will be engaged in vocational education.

In addition to expenses provided for in the preceding paragraph, the State shall bear the whole or part of the expenses mentioned in the following items:

- 1) Expenses needed by those senior high schools or short-term universities which conduct vocational education regarded as having special importance for the development of national or local industry, and which are designated as such by the Minister of Education, with respect to the senior high schools, on recommendation of the board of education concerned; with respect to the short-term universities, upon the application of the establisher thereof, for improving the facilities and equipment required for such education;
- 2) Expenses for the facilities or equipment for experiment and practice needed in those junior or senior high schools which have been designated as the central institutions for local vocational education, and for research thereof, by the Minister of Education through the recommendation of the boards of education of prefectures, and other expenses needed for the said research;
- 3) Expenses needed for in-service education of teachers and instructors engaged in vocational education;
- 4) Other expenses deemed especially necessary for the encouragement of vocational education.

The numbers of junior high schools and pupils enrolled as of May 1, 1956 were as follows:

No. of schools	12,736
No. of branch schools	987
No. of pupils	5,962,449
Male	3,021,358
Female	2,941,091

Both the vocational course and the household course are designed to provide general knowledge and information concerning vocations, skills and domestic and vocational life. The subjects dealt with include: a) agriculture, stock-breeding, fishery, food processing, manual work, machine operation, draughtsmanship, clerical business, accounting, cookery, sanitation and nurture, and so forth; b) domestic life as it should be; relations between family members; household economy; planning and regulation of clothing, food and housing; family nurture; efficiency and rest; industry and vocations in our country; gainfully occupied persons in different industries; and so forth.

The total number of junior high school leavers as of May 1956 amounted to 1,663,184 including 845,302 boys and 817,882 girls. The number of the leavers who entered higher grade schools (inclusive of those entering employment who attended evening classes) was:

Boys	469,078
Girls	387,954
Total	857,032

The number of those entering employment (inclusive of those attending evening classes) was:

Boys	363,347
Girls	334,660
Total	698,007

Unemployed:

Boys	48,597
Girls	99,790
Total	148,387

The number of deaths and others: 24,189

*Senior high schools.*

The School Education Law prescribes under:

Article 42. In senior 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 preceding Article:

- 1) To cultivate the qualities necessary as able members of society and the State by further developing the results of junior high 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 in society, to cultivate higher general culture, and to make them skilled in technical arts;
- 3) To cultivate broad and deep understanding and sound critical judgment regarding society, and to attempt the establishment of their individuality.

Vocational guidance is given in the senior high schools based on the provisions under Article 42, item (2) of the School Education Law; and the provisions under Article 52, item (2) of the Enforcement Ordinance of the said Law are also applicable to senior high schools. The Vocational Education Promotion Law is applied to senior as well as junior high schools.

In the curricula revised in 1949, eighty-five units (one unit requires 35-hour classroom attendance) were instituted as necessary for graduation either in the general or in the vocational senior high schools.

Of the eighty-five units, thirty-eight are for general subjects, including nine for Japanese, ten for social studies, five for mathematics, five for science

# NUMBER OF COURSES IN SENIOR HIGH SCHOOLS (Regular Course)

(As of May 1, 1954)

	Full-time				Part-time						
					Principal Schools				Branch Schools		
	Total	National	Public	Private	Total	National	Public	Private	Total	Public	Private
General	2,165	10	1,498	657	1,193	—	1,062	131	741	739	2
Agricultural	496	2	483	11	439	—	438	1	568	568	—
Fishery	51	—	51	—	14	—	14	—	2	2	—
Industrial	321	4	267	50	224	—	173	51	23	22	1
Commercial	745	—	495	250	307	—	214	93	37	37	—
Household	841	1	618	222	324	1	316	7	574	574	—
Mercantile											
Marine	5	5	—	—	—	—	—	—	—	—	—
Others	35	1	15	19	5	—	1	4	19	19	—

# NUMBER OF STUDENTS IN SENIOR HIGH SCHOOLS

(As of May 1, 1956)

	Total			National		Public		Private	
	Total	Male	Female	Male	Female	Male	Female	Male	Female
General	1,594,911	839,321	755,590	2,821	2,073	703,537	554,586	132,963	198,931
Agricultural	204,393	173,683	30,710	433	—	171,702	30,710	—	—
Fishery	12,476	12,133	343	—	—	12,133	343	—	—
Industrial	247,136	245,503	1,633	1,319	3	202,355	1,613	41,829	17
Commercial	395,211	261,104	134,107	—	—	191,827	80,839	69,277	53,268
Household	224,906	—	224,906	—	103	—	160,332	—	64,471
Others	4,847	2,580	2,267	894	62	867	1,192	819	1,013
Total	2,683,880	1,534,324	1,149,556	5,467	2,241	1,282,421	829,615	246,436	317,700

# NUMBER OF STUDENTS IN SENIOR HIGH SCHOOLS (Part-Time)

(As of May 1, 1956)

	Total			National		Public		Private	
	Total	Male	Female	Male	Female	Male	Female	Male	Female
General	272,716	201,076	81,640	—	—	189,995	78,763	11,081	2,877
Agricultural	65,239	52,585	12,654	137	—	52,327	12,654	121	—
Fishery	1,235	1,036	199	—	—	1,036	199	—	—
Industrial	71,385	71,264	121	—	—	58,916	110	12,348	11
Commercial	70,109	56,213	13,896	—	—	47,332	12,618	8,881	1,278
Household	50,215	—	50,215	—	60	—	49,982	—	173
Others	55	43	12	—	—	—	—	43	12
Total	540,954	382,217	158,737	137	60	349,606	154,326	32,474	4,351

and nine for health education; and forty-seven units are for the subjects in the industrial course. The following is an example of the curricula of the machine shop course:

### CURRICULA OF MACHINE SHOP COURSE

	Subject	10th Grade	11th Grade	12th Grade	Total
Compulsory for General Course	Japanese	3	3	3	9
	Social studies	5	—	5	10
	Mathematics	5	—	—	5
	Science (physics)	—	5	—	5
	Health education	3	3	3	9
Compulsory for Vocation- al Course	Machine shop practice	4	5	6	15
	Machine shop & materials	2	2	2	6
	Designing & drawing	2	3	4	9
Optional Course	Outlines of electricity	—	2	—	2
	Shop-manage- ment	—	—	2	2
	Engines	—	—	3	3
	English	5	—	—	5
	Mathematics	—	3	—	3
	Chemistry	—	2	—	2
Total		29	28	28	85

### SUBJECTS AND TOTAL NUMBER OF SCHOOL HOURS

	Subject	Total number of school hours (Units)
Agriculture	General agriculture	420 (12) - 1260 (36)
	Horticulture	70 ( 2) - 700 (20)
	Stock-breeding	70 ( 2) - 700 (20)
	Sericulture	70 ( 2) - 700 (20)
	Agric. civil eng.	70 ( 2) - 700 (20)
	Agric. products	70 ( 2) - 700 (20)
	Forestry	70 ( 2) - 700 (20)
	Gardening	70 ( 2) - 700 (20)
	Others	
	Machine shop	70 ( 2) - 525 (15)
	Ship building	175 ( 5) - 525 (15)
	Spin. & weaving	105 ( 3) - 525 (15)
	Dyeing	105 ( 3) - 525 (15)
	Ceramics	105 ( 3) - 525 (15)

Industry	Printing	105 ( 3 ) - 525 (15)
	Wireless com'cation	105 ( 3 ) - 525 (15)
	Weaving	175 ( 5 ) - 525 (15)
	Metal work	105 ( 3 ) - 525 (15)
	Building	105 ( 3 ) - 175 ( 5 )
	Wood work	105 ( 3 ) - 525 (15)
	Mining	70 ( 2 ) - 175 ( 5 )
	Electricity	70 ( 2 ) - 175 ( 5 )
	Factory	70 ( 2 ) - 350 (10)
	Industrial legislation	70 ( 2 ) - 175 ( 5 )
Commerce	Others	
	Clerical practice	70 ( 2 ) - 175 ( 5 )
	Abacus	70 ( 2 ) - 210 ( 6 )
	Typing & stenography	70 ( 2 ) - 175 ( 5 )
	Statistics	70 ( 2 ) - 175 ( 5 )
	International trade	70 ( 2 ) - 175 ( 5 )
	Economics	105 ( 3 ) - 350 (10)
	Finance & banking	70 ( 2 ) - 175 ( 5 )
	Management	70 ( 2 ) - 175 ( 5 )
	Bookkeeping & accounting	70 ( 2 ) - 525 (15)
Fishery	Legislation	70 ( 2 ) - 175 ( 5 )
	Com. English	175 ( 5 ) - 525 (15)
	Others	
	Fishing	350 (10) - 700 (20)
	Aquatic products	140 ( 4 ) - 525 (15)
	Fishery in general	105 ( 3 ) - 350 (10)
	Navigation	140 ( 4 ) - 700 (20)
	Mfg. of products	350 (10) - 700 (20)
	Fish-meal chemistry	350 (10) - 525 (15)
	Bookkeeping	105 ( 3 ) - 350 (10)
Household	Management	70 ( 2 ) - 525 (15)
	Multiplication of products	350 (10) - 700 (20)
	Others	
	Nurture	210 ( 6 ) - 525 (15)
	Practice	210 ( 6 ) - 700 (20)
	Child's health	140 ( 4 ) - 350 (10)
	Child's nutrition	105 ( 3 ) - 175 ( 5 )
	Nutrition	105 ( 3 ) - 350 (10)
	Food	105 ( 3 ) - 350 (10)
	Cooking	175 ( 5 ) - 525 (15)
	Clothing materials	105 ( 3 ) - 525 (15)
	Tailoring	210 ( 6 ) - 727 (21)
	Handicraft	105 ( 3 ) - 525 (15)
	Others	

The total number of senior high school leavers as of March 1956 was 715,916 including 415,591 boys and 300,325 girls.

#### MOVEMENT OF SENIOR HIGH SCHOOL LEAVERS

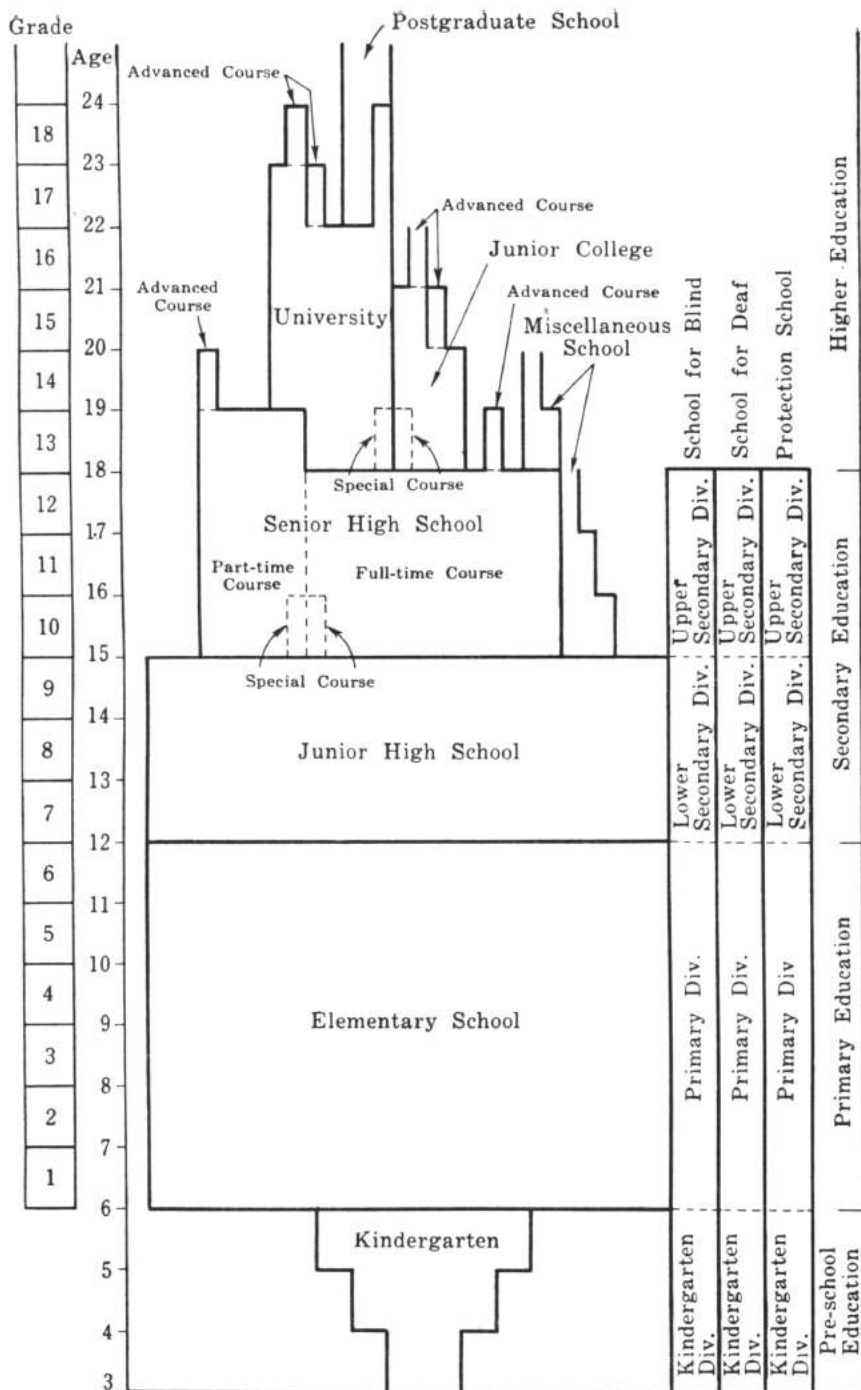
(As of July 1, 1956)

	No. of leavers	Those who en- tered higher grade schools	Gainfully employed persons	Un- employed
General	448,782	113,842	154,579	156,028
Agricultural	54,153	2,920	41,969	8,127
Fishery	3,020	240	2,436	282
Industrial	61,005	4,153	48,420	6,644
Commercial	95,690	6,748	73,503	12,319
Household	51,958	3,031	19,274	26,121

#### *Universities.*

The School Education Law of 1947 defines: "The university, as a center of learning, shall aim at teaching and studying higher learning and technical arts as well as giving broad general culture and developing intellectual, moral and practical abilities," but does not refer to vocational education in particular. The course of study in the university is fixed to be 4 years or more, but it is prescribed under Article 109 of the said Law that the course of study in the university may be fixed to be 2 or 3 years as a provisional measure, subject to the permission of the Minister of Education and the university established according to the said Article shall be called the short-term university. The short-term university was established taking into consideration the standards set by the University Standards Association, an organization established autonomously by the universities throughout the country. The standards taken into consideration were: (1) the university must clearly indicate the aim and mission with which it is established; (2) the standards of the establishment of university courses; (3) the university should create the necessary number of chairs or their equivalents so that it may attain its aim, and the standards for organization of the faculty in charge of chairs; (4) the standards of appointment, dismissal and qualifications; (5) standards of the authorized number of students; (6) standards concerning admission of students; (7) standards concerning the determination of subjects and units; (8) establishment by the university





of an organization to promote the way of living of students; (9) degrees to be granted to the graduates; (10) minimum standards for granting degrees; (11) standards of the institution and equipment of the university; (12) standards concerning university properties and method of maintenance and management thereof.

As for the establishment of the short-term university the standards were applied which were set by the University Establishment Council, an advisory organ of the Minister of Education. The short-term university gives 2- or 3-year university education putting particular stress on practical and professional education on the foundation of senior high school education, and aiming at bringing up good citizens. Namely, the university of the 4-year system aims at teaching and studying higher learning and technical arts, while the short-term university aims at giving semi-professional and vocational education.

## Chapter III

### Vocational Training for Employment

#### DEVELOPMENT AND LEGISLATIVE BACKGROUND

##### *Development.*

Vocational training for employment in Japan made a start in the latter part of the Taisho era (1912-26) and developed into the present scheme according to the changes of the state of affairs in society in those days. Changes in the social part played by vocational training for employment can be divided into the following four stages:—

The first stage was one of prewar vocational training for employment. The training was provided for unemployed persons in order to keep them rehabilitate to their former jobs. It was a negative measure taken to relieve unemployment for charitable purposes.

The second stage was one of wartime vocational training for employment. The war created a necessity for more production and the training was organized to mobilize labor force into the war industry departments. In the training not only courses of technical skill were given to trainees but also great importance was placed on development of their mental culture.

The third stage was one of postwar vocational training for employment. Vocational training after the war made a fresh start as one of the actions against unemployment. The training moved into the limelight of the modern labor policy as a part of the employment security administration based on the provisions of the Employment Security Law which was enforced on December 1, 1947.

The fourth stage was a stage of vocational training for employment after the outbreak of the Korean War. The training was provided for the purpose of making adjustment of demand and supply of skilled workers aiming at realizing economic self-support and prosperity of the country.

Details of development after the war are as described below according to years: In 1945 various vocational training institutions of war-time coloring such as the national labor training institutes, vocational training centers, machinist training schools and local labor training institutes completed arrangements for a restart as a vocational training center. At the end of 1946, the number of vocational training facilities was 432 with a total of 523 training subjects. In 1947, the Employment Security Law came into force and vocational training for employment came to be enforced as a

part of the employment security administration. Namely, under the Employment Security Law, the Public Vocational Training Centers (hereinafter called "PVTC") were to be established and operated by the prefecture in accordance with the Government's uniform guidance, supervision and assistance, with the result that the Vocational Training Association and other private organizations disappeared. At the end of 1948, the PVTCs numbered 362, with 447 training subjects and a capacity of training 18,780.

Consequent upon the enforcement of the Employment Security Law, in 1949 the Public Vocational Training Centers for the Disabled were established in Tokyo and 4 other prefectures, to provide training for seriously disabled persons. In 1951, a special PVTC was established in Hyogo Prefecture for convalescent consumptives. Based on a plan to establish in future one institution in each prefecture as a general center of vocational training with modern training facilities, the General Vocational Training Center (hereinafter called "GVTC") have been established since 1953 in Tokyo and 18 other prefectures, providing vocational training of broader scope and higher level as compared with PVTC. In addition to these centers, there are group workshops established for the purpose of providing vocational training while paying wages, to those whose financial background is not enough to send them to the centers and those who, though possessing some skill, can not find employment due to the insufficiency of their skill.

GVTCs and group workshops are to be established in order to keep in employment insured persons covered by the Unemployment Insurance Law and to place them in employment when they are jobless and, together with the operation of PVTC established under the Employment Security Law, they are to be made full use of not only as vocational training facilities, but also as establishments for research and study on vocational training, as institutes of giving assistance to various vocational training, as centers of giving vocational counselling, as training establishments for instructors of training and as places of meeting for those concerned with the training. In addition to the development mentioned above, in 1952 and 1953 temporary vocational training was given to those who were dismissed as a result of the administrative retrenchment. In 1954 evening courses of vocational training were opened in major prefectures to those who were obliged to quit their jobs as a result of closing or suspension of operation under the influence of the financial retrenchment policy, who were displaced from the U.S. Security Forces in Japan and who were engaged in an unstable occupation and seeking a new job. In 1955 in addition to the activities developed in the preceding year, the scale of evening training was largely extended.

### *Marked characteristics.*

Vocational training for employment in our country has been enforced under a unified direction, supervision and assistance of the Central Government for the purpose of making a rational adjustment of supply to demand in the employment market and contributing to economic prosperity of the country as a part of the employment security administration since the Employment Security Law came into force in December 1947. The following three points can be given as marked characteristics of the scheme:

First, the organization, establishment, operation and so forth of the training are clearly provided for in the Employment Security Law and it is run under the direct responsibility of the Central Government as an independent administrative department. Secondly, with reference to the vocational training given in PVTC and GVTC, in order to satisfy skill requirements of various industries, choice of trades in which training is given, appointment of a director and instructors of the center, fixed number of trainees, the duration of the course of training, scale of facilities and equipment, standards of skill, curricula of training and methods of training are unified at national level for the purpose of raising the level of training in coordination. Thirdly, selection of candidates wishing to enter the training center and placing in employment of those who have finished the training in the center are under the responsibility of the Public Employment Security Office (hereinafter called "PESO").

### *Legislation.*

Vocational training for employment is enforced under the Employment Security Law, Enforcement Ordinance of the Employment Security Law, Unemployment Insurance Law and Enforcement Ordinance of the Unemployment Insurance Law. As regards the purpose of the Employment Security Law, Article 1 prescribes: "This Law is designed to supply necessary manpower for industries and to contribute to economic prosperity of the country by giving every one an opportunity to obtain employment suitable for his ability". Next in Article 4 are enumerated matters to be dealt with by the Government to accomplish the purpose of the Law and under item (5) of the Article is provided for: "by providing job applicants with necessary vocational guidance or vocational training for employment", and fundamental matters concerning vocational training for employment are prescribed under Articles 26 to 31 inclusive.

Under Article 26 are provided for the principles of vocational training for employment as follows: first, choice of trades to be introduced in the

curricula shall be made in accordance with supply and demand in the labor market; secondly, vocational training for employment shall be the training given in PVTC and on-the-job training given in the facilities which are run in order to place unemployed persons in employment; thirdly, the term "vocational training for employment" in this Law does not include the general vocational education organized under the School Education Law; fourthly, duplication of courses shall be avoided between vocational education in schools and vocational training for employment; fifthly vocational training for employment shall be free of charge; and sixthly, the provisions of this Section (Articles 26 to 31) shall apply to vocational training projects expenses of which are borne wholly or partially by the National Treasury.

According to the provisions of Article 26—a concerning vocational training given to disabled persons, training for slightly disabled persons is to be given in PVTC together with able-bodied trainees, but for seriously disabled persons who find it difficult to receive training in the abovementioned center a special PVTC may be established by choosing subjects and methods of training suitable for the residual ability of such persons. In this case the Minister of Labor, when necessary, may set up a special center abovementioned in the rehabilitation center which is under the jurisdiction of the Ministry of Welfare after consulting with the Minister of Welfare. When it is deemed necessary by the Minister of Labor for training disabled persons, PVTC may manufacture and repair artificial limbs for work and special aid-tools for them.

Article 27 provides for the establishment of PVTC in the following way: The Minister of Labor shall have the prefectural governor establish and operate PVTC to give vocational training for employment. The prefectural governor may entrust the operation of the training center only to public bodies. Public bodies in this case include local public bodies of cities, towns and villages, national or public schools and town-and-village unions. Next, in case the Minister of Labor deemed it necessary to provide vocational training but the prefectural governor has not organized the training or in case there is a special reason, the Minister of Labor may establish PVTC and run it under the direct responsibility of the Ministry of Labor or may entrust its operation only to public bodies.

Article 28 provides for expenses to be borne by the Central Government as follows: The Government according to laws shall bear the expenses necessary for the establishment and operation of PVTC organized by the prefectural governor and for the training given in it. The Central Government may provide allowances for students in the training center.

Article 29 provides for the establishment of standards of vocational training in the following way: The Minister of Labor shall establish necessary standards concerning the size of the center, subjects of training, syllabi of subjects and length of the course of training and shall provide assistance to drawing up textbooks, securing equipment, supplies and materials for training and necessary matters for the operation of PVTC and other vocational training facilities. PESO is responsible for selecting candidates for training, referring them to PVTC and placing in employment those trainees who have completed training courses in the center.

Article 30 provides for the training of supervisors to which reference will be made later.

Article 31 provides that other necessary matters concerning vocational training shall be provided for by ordinance. There are provisions concerning the enforcement of vocational training under Articles 18-21 of the Enforcement Ordinance of Employment Security Law.

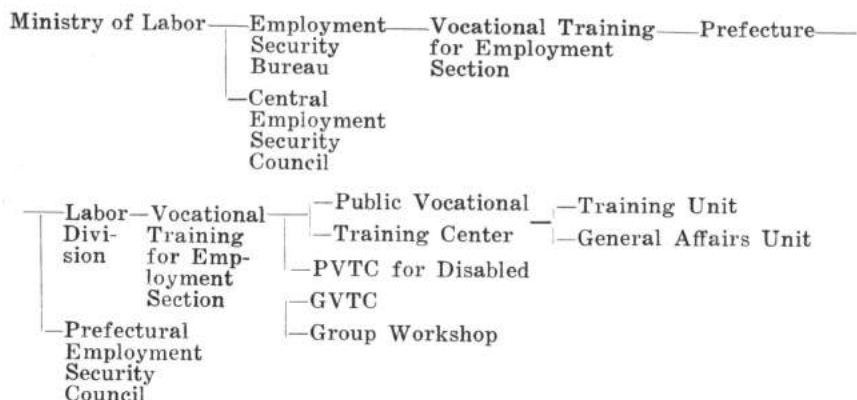
As abovementioned, the Employment Security Law has general provisions governing over-all vocational training activities, and provides for the PVTC and PVTC for the Disabled, while GVTC and group workshop are provided by the Unemployment Insurance Law. Namely, the Unemployment Insurance Law devotes its Chapter III-2 to welfare facilities, and Article 27-2 provides that "the government may establish and operate facilities necessary for the prevention of unemployment, promotion of employment and enhancement of the welfare of the insured and those who were the insured." And under the provision of the same Law, same article, the Enforcement Ordinance of the said Law provides in its Article 37-2 that "the welfare facilities under Article 27-2 paragraph 1 of the Law shall mean the facilities of vocational training for the purpose of preventing unemployment and promoting employment of the insured or of those who were the insured, facilities of dormitory and other facilities for enhancing the welfare of these persons", and that "the Minister of Labor entrusts the management of the welfare facilities to a local public body or a public interest juristic person, when he recognizes it necessary to do so." In addition to these provisions, full particulars of training are given in the Administrative Manual for the Employment Security Organization prepared by the Director of the Employment Security Bureau, Ministry of Labor. In the Manual are given concretely standards of skill for training in each subject taught, standards of curriculum, standards of qualification of instructors together with various procedures and fixed forms concerning the operation of vocational training service.

With reference to the administrative structure of vocational training in the Central Government, vocational training is under the direct jurisdiction of the Vocational Training for Employment Section, Employment Security Bureau, Ministry of Labor. In the prefecture the Employment Security Section or Vocational Training for Employment Section, Labor (or Welfare) Division in the prefectural government is in charge of the first-line activities of training administration in the prefecture concerned and there are 245 PVTCs in total all over the country established under the competent section. The manager, instructors and clerks of the center are appointed by the prefectural governor as local public employees. As regards the appointment of the director of the center, in view of his heavy responsibility, the governor should obtain a prior approval from the Director of Employment Security Bureau, Ministry of Labor.

There are also 8 PVTCs for the disabled established directly by the Central Government and their operation is entrusted to the prefectural governor. The members of their staff are also local public employees and as to the appointment of the manager the prefectural governor should follow the same procedure as that abovementioned.

GVTC is established by the Central Government as Unemployment Insurance welfare facilities, and its management are entrusted to the prefecture and a public interest juristic person. Matters governing the qualifications and appointment and dismissal of personnel including the manager, instructor and others are as above-mentioned. In addition, the group workshop, another welfare facility provided under the Unemployment Insurance Law, is established as part of the PVTC for the Disabled, and the

#### CHART OF ORGANIZATION OF ORGANS IN CHARGE OF VOCATIONAL TRAINING FOR EMPLOYMENT





position of its manager is held concurrently by the Manager of PVTC for the Disabled.

To deliberate on important matters concerning the activities of PESO and the enforcement of the Employment Security Law, the Ministry of Labor has established the Central Employment Security Council as an advisory organ to the Minister of Labor and the Prefectural Employment Security Council as an advisory organ to the prefectural governor, aiming at bringing employment administration to perfection. These councils are of tripartite composition and the Central Employment Security Council consists of seven or less members representing the government, employers and workers respectively and the Prefectural Employment Security Council consists of five or less members representing each party respectively.

#### PRESENT SITUATION

##### *No. of training centers.*

At present the number of PVTC for the able-bodied comes up to 245 all over the country. The number of the GVTC covering various trades in which training is given by appropriating a fund of the special account of unemployment insurance is 18 at present and such center is expected to be established one in each prefecture in future. The number of PVTC for the disabled established in the center of the regional bloc of the country is 8 including a PVTC for the convalescent consumptive. The number of group workshops is 6 at present.

##### *Length of training.*

Vocational training in the training centers and GVTC is given for the purpose of making it easy for trainees to obtain employment which needs special knowledge and skill, with particular stress on cultivating semi-skilled workers who will become leading technicians in future. The length of training, therefore, ranges from six months to one year according to the nature of trades in which training is given.

On the other hand, the Government is making a plan to establish special training courses in GVTC covering 2-3 years for the purpose of cultivating skilled workers and engineers in order to meet industrial needs.

##### *Training trades and fixed number of trainees.*

Trades in which training is given in the training center are determined putting special emphasis on cultivating skilled labor necessary for key industries in view of economic prosperity of the country, and in making

determination to choose trades the following matters are taken into consideration together with the actual situation of industries and the state of vocational education and training by apprenticeship in the region concerned: (a) trades should meet the needs of labor market according to demand and supply of skilled manpower and the actual state of unemployed persons in the region concerned; (b) trades should be chosen in accordance with necessary facilities, equipment and instructors in the center in which they are to be taught.

In choosing training trades for the disabled, the same principles are to be applied as in the case of the able-bodied, but in view of the singularity of physically handicapped persons (a) trades should be suitable for tastes and abilities of the disabled; (b) trades should be those which are little influenced by economic fluctuations, because it is more difficult for the disabled to change their occupations than for the able-bodied; (c) trades should be those whose demand is comparatively stable; and (d) trades should be those for which a comparatively large amount of capital is not needed when the disabled become independent and follow them.

The number of students to be admitted to the training center is restricted by facilities, equipment and teaching staff in the center, but as a general rule 30 or more students are enrolled in one course in order to perform effective operation of vocational training. However, when several trades are taught in one center, 25 or more students are enrolled in one course according to actual conditions. With regard to the number of students to be admitted to PVTC for the disabled, 15 or more students are enrolled in one course taking into consideration their singularity.

The trades in which training was given, number of PVTC giving training and actual number of trainees during the year under review are shown in the following two tables.

#### COURSES OF TRAINING PROVIDED IN PVTC FOR THE ABLE-BODIED

(May 1, 1956)

(Including evening courses)

	Training trades	No. of PVTC giving training	Actual No. of trainees during the year
	Surveying	2	55
	Draftsmanship	9	320
	Interpretation	1	30

Semi-professional trades	Radio communication	7	310
	Chemistry	1	30
	Photography	1	30
	Radio engineering	9	270
	Design of pottery	1	25
Clerical and allied trades	Typewriting in English	6	170
	Typewriting in Japanese	13	485
	Accounting	56	2,010
Personal services	Tonsorial art	19	740
	Beauty art	15	510
Food manufacturing	Marine product processing	3	105
	Baking	1	30
Textile-manufacturing	Weaving	7	220
	Knitting	5	145
Tailoring, sewing and processing of textile goods	Foreign dressmaking	54	2,160
	Japanese dressmaking	3	80
	Tailoring	18	575
	Sewing by machine	3	90
	Embroidery	3	105
Wood and wood products manufacturing	Wood working	94	3,190
	Bamboo working	3	90
	Wood and bamboo industrial arts	1	25
	Lacquer ware manufacturing	6	180
Paper and paper products mfg.	Paper manufacturing	2	60
Printing and allied trades	Printing	4	140
	Mimeographing	19	690
Ceramics, masonry and glass mfg.	Ceramics	5	140
	Masonry	9	205
Metal processing	Sheet-metal	13	415
	Casting	7	195
	Forging	1	30
	Welding	32	1,075
	Gilding	3	80
	Machinery	47	1,865
	Lathe	3	100
	Finishing	6	220

	Precision machines	1	30
	Watch and clock repairing	3	70
	Sewing machine mechanics	2	50
	Pearl work	1	30
	Copperware	1	30
	Saw-sharpening	5	160
Electrical engineer, and electrical machinery and supplies manufacturing	Radio-set assembling	9	270
	Electrical machinery and supplies repairing	18	605
	Telereceiver assembling and repairing	6	250
Transport equipment manufacturing	Shipbuilding	1	50
Manufacturing and processing of various products	Painting	13	390
Construction	Building	90	3,090
	Block building	6	165
	Tiling and bricklaying	5	130
	Plastering	5	125
Communication, gas, electricity and water supply services	Electrician	10	310
Various trades	Auto maintenance	44	1,925
	Bicycle fitting and repairing	5	180
	Internal combustion engine repairing	3	100
	Agricultural machinery maintenance	2	60
	Motor bicycle and tricycle maintenance	1	30
Leather products mfg.	Boot and shoe making	2	50
Total		725	25,105

COURSES OF TRAINING PROVIDED IN PVTC  
FOR THE DISABLED

	No. of PVTC giving training	Actual No. of trainees dur- ing the year
Medical examination	1	30
Draftsmanship	2	20
Accounting	2	50
Tonsorial art	4	85
Dressmaking	7	215
Tailoring	7	235
Wood working	1	10
Printing	1	10
Mimeographing	4	90
Watch and clock repairing	3	65
Sewing machine assembling and repairing	3	50
Radio-set assembling and repairing	3	60
Boot and shoe making	2	45
Leather processing (pouches)	1	20
Artificial limb making	7	55
Handicraft (akebi ware)	1	30
Seal carving	4	65
Total	53	1,135

COURSES OF TRAINING PROVIDED IN GVTC

	No. of GVTC giving training	Actual No. of trainees dur- ing the year
Draftmanship	1	50
Accounting	5	160
Typewriting in Japanese	1	30
Mimeographing	1	30
Printing	2	70
Dressmaking	4	210
Tailoring	3	130
Wood working	6	210
Machinery	9	360
Lathe	1	60
Casting	1	30
Sheet-metal	8	260
Electrical machinery & supplies repairing	5	160

Electrician	1	30
Auto maintenance	12	600
Internal combustion engine repairing	2	70
Saw-sharpening	1	30
Painting	9	280
Welding	9	270
Tiling	1	30
Artificial limb making	1	5
Radio & TV set assembling and repairing	2	60
Offset printing	1	30
Machinery for construction	1	40
Plumbing	1	30
Total	88	3,235

#### *Contents and methods of training.*

PVTC gives a systematic and efficient training in conformity with the standards fixed. The contents of the training are as follows:

*Skill standards.* Skill standards decided for the training given in PVTC describe in detail what kind, in what order, and up to what level vocational training should be given in relation to the technical and general knowledge necessary for jobs. In deciding the skill standards, analyzed and examined were (1) essential and fundamental matters, (2) frequency to be actually used, (3) demands of trainees and effect of training, (4) possibility to be used in an early stage after placement, (5) facilities and equipment available and organization of staff members, and (6) training period; taking into account the object of vocational training and the social and industrial demands.

*Instruction standards.* Instruction standards have been set up, by selecting and systematizing contents of training to be fit for skill standards. Instruction standards contain subjects of regular and specialized courses, elementary practical training and applied practical training. In the training in the PVTC practical training is considered to be most important, and subjects of specialized courses directly allied to practical training are also considered important. Such subjects in regular course as mathematics, physics and chemistry are taught only when necessary. Moreover, a civic course has recently been opened on the basis of requests from various industries, and this course is also considered to be important.

*Standards of scale.* Decided are the standards of facilities and equipment

necessary for the training given in conformity with the standards of skill and the standards of training course.

The above-mentioned standards are decided by the Ministry of Labor on the national basis. That is, before these standards are decided, the Ministry of Labor creates, for each occupation, the Advisory Committee to decide the Standards of Vocational Training composed of men of learning and experience, representatives of industry, and persons in charge of training in PVTC and synthesizes the demands of industrial circles and the views of trainers. The types of training decided at present total 41, including draftsmanship, interpretation, wireless operation, English typewriting, Japanese typewriting, accounting, tonsorial art, beauty art, marine-products, weaving, knitting, dressmaking, tailoring, wood-working, bamboo-working, typography, mimeography, ceramics, stone-cutting, plating, casting, forging, autogenous welding, machine-working, watch-repairing, machine assembling and repairing, radio assembling and repairing, repairing of electric apparatus, ship-carpentry, painting, lacquer-ware, building, electrician, maintenance of automobile, shoe-making, artificial-limbs, and paper-manufacturing. Other jobs are decided by the prefectural government, taking into account its own circumstances.

*Making training schedule.* The instructor works out the training program covering the whole training period in accordance with the standards of training course. This training schedule, considering various conditions relating to training, is so arranged to give systematized training from the simple to the complicated and from the fundamental to the applied.

The training in PVTC is divided into the following three stages.

The first stage: Technical knowledge and fundamental operation are given closely related each other.

The second stage: This is the intermediate stage of training, where more advanced skill is given. In this stage, emphasis is placed upon practice of work, and knowledge concerned is added to.

The third stage: This is the last stage of training, where skill is polished up and guidance is made of increasing the capacity of application.

*Practice.* Although there are various means of practice, PVTC in Japan adopts the system under which fundamentals of practical training common to or most frequently required in any jobs are given at earlier stages and later on more advanced training is gradually given for skills.

*Technical knowledge.* It is necessary for technical knowledge to be related closely to practical training and jobs. In the Japanese PVTC, however,

in giving technical knowledge emphasis is placed upon the course of instruction because of the difficulties in providing facilities, instructors, and giving knowledge systematically. Arrangements or changes in arrangements, however, are made to dovetail relevant items on technical knowledge.

*Framing of training schedules.* Training schedules are prepared on the basis of instruction standards, taking into consideration various conditions affecting training. In the schedules it is planned out for training to progress systematically from simple to complicated, from easy to difficult and from elementary to applied.

The training methods adopted at present by the Public Vocational Training Centres in Japan are T.T.T. (Teaching Teachers to Teach) and T.W.I. (Training Within Industry) introduced from the United States of America after the end of the war. The training courses in PVTC are generally divided into five courses:

The first course:— Preparatory steps are taken so that the trainees will take interest in the training to be given and show the will to learn.

The second course:— Trainees are trained both in theory and elementary practical training. Instruction is given in simple and understandable words and in due order, from known to unknown and from simple to complicated, appealing to senses of the trainees.

The third course:— Practice. For the period of this course trainees are trained generally in higher skills, trained all day long chiefly in practical training and in theory concerned.

The fourth course:— Scrutiny. The aim is to scrutinize to what extent the matters taught were understood and mastered, thereby providing guidance to the instructors.

The fifth course:— Finish-up. This is a final and over-all finishing stage at which efforts are made to find and reinforce the matters taught but not understood well. Simultaneously the important matters are summarized. In this stage, the method of discussion and comment is adopted.

*Lesson Plan.* In order that the trainees may better understand a specified amount of knowledge and skill within a specified time, it is better for instructors to fully understand the contents of instruction before they teach, and to check their order and points. By doing so, instruction may be made orderly, generally and correctly, and training may be more effective and efficient. Instruction plans are prepared to prevent defects and errors in instruction, and to make trainees understand more efficiently.

Instruction plans consist of matters to be prepared at instruction stages, including subjects, instruction objects, coverage, necessary hours,



instruction materials and reference data. Instruction stages include contents, key points in instruction, methods and hours for preparation, explanation, application (practical training), tests and finishing (discussion and criticism).

*Breakdown Sheet.* In addition to the lesson plan, trainers are required to make the job instruction breakdown sheet which aims to analyse work and show the key points for teaching the work accurately and efficiently.

*Text-books for Trainees in PVTC.* With a view to helping trainees learn more efficiently in PVTC, the Ministry of Labor compiled the text-books for trainees, including those pertaining to general knowledge (civics, mathematics, science of inanimate nature, and industrial safety) and those pertaining to technical knowledge (building, wood-working, ship-carpentry, dressmaking, machinery, machine-working, maintenance of automobile, gas-welding, electric-welding, plating, watch-repairing, painting, typography, mimeography, weaving, soroban (abacus), bookkeeping and accounting, commercial English, English typewriting, Japanese typewriting, bambooworking, lacquer-ware, knitting, and artificial limbs).

*Others.* For the purpose of helping trainees learn, other means such as instruction sheet and audio-visual aids are used to achieve the greatest results.

The above-stated standards for PVTC are applied *mutatis mutandis* to GVTC unless otherwise provided for by Article 37-2 paragraph 2 of the Enforcement Ordinance of Unemployment Insurance Law. However, GVTC differs from PVTC in size of facilities and equipment, and to meet this, special standards are laid particularly for GVTC concerning premises, facilities, equipment, etc.

The method of training given to the disabled persons is in principle the same as that given to able-bodied persons. The heavily handicapped, however, differ between themselves in disabled parts, the residual ability, and so forth, and are subject to psychological and physical pains until they master new work; and for the training of them the following measures as well as the case-by-case system, occupational analysis, grasping of remaining ability are taken:

- 1) Proper arrangement of the hours for instruction and rest, in compiling the course of instruction and the lesson plan;
- 2) Putting on prosthetic appliances for work;
- 3) Improving working facilities and apparatus and rationalizing the method of work; and
- 4) Recording the process of training in detail and making the utmost use of it.

### *Skill measurement of trainees in PVTC.*

With a view to increasing employment opportunities and improving the conditions of employment by informing employers of the grade of skill and knowledge acquired by trainees in PVTC and to using the results as materials for betterment of the contents and methods of training in PVTC, the trainees who are to finish the training course before long are subject to the system of skill measurement which covers at present 11 jobs: drawing, accounting, English typewriting, Japanese typewriting, wood-working, plating, lathe operation, finishing, painting, building, and repairing of electric apparatus. This system, although not yet legally authorized to certify grades of skill, has produced considerably good effects. The measurement is taken both of technical knowledge acquired and of practical performance of work.

The Ministry of Labor makes the general planning concerning the enforcement of the skill measurement and decides the questions for measurement and the methods, standards and others for percentage markings after consultation with the technicians concerned. The measurement is taken by the experienced technicians entrusted by the prefectural government. The Ministry of Labor compiles and tabulates those results and decides the standard marks.

### *Trainees.*

The recruitment, selection and placement of trainees are made by PESO. Vocational training center, keeping close contact with PESO concerned, cooperates with it in the recruitment, selection and placement services of trainees. The persons exclusively in charge of vocational training are attached to PESO.

Vocational training can be given, in principle, to every person who finished the compulsory education. However, it is necessary to obtain the qualified persons to promote the effect of vocational training. PESO gives the aptitude test as occasion demands, and decides the admission of trainees after consulting with vocational training center.

As for the disabled persons, it should be necessary to consider, not only their vocational adaptability, but also the relations between disability and suitable jobs from the medical standpoint. To this end a survey card is prepared for each of them and based on this card their remaining ability is judged and the types of jobs are selected for their training.

In addition, disabled persons admissible into vocational training center are those who are physically and mentally capacitated for training with their symptoms indicating no further aggravation.

Vocational training is given free of charge, with the exception that trainees are required to pay the expenses for text-books.

The trainees covered by the Daily Life Security Law, the Unemployment Insurance Law and so forth are qualified to receive such benefits during the training period.

Trainees are qualified to receive the allowance during the training period. This training allowance, which aims at reducing the burden of trainees' private expenses, is paid from the national or prefectural treasury. In addition, work allowance is paid to trainees which is a balance between the accounts of income due to the operation of practical training and necessary expenditures.

The dormitory is provided for trainees, as occasion demands.

In case the training period is over one year and the training hours total more than 700 per training period, trainees are qualified to buy the commutation ticket or reduced ticket.

The placement services for trainees are made by PESO in cooperation with vocational training center. The placement rate is almost 100 per cent.

Trainees desiring to improve their skill acquired in vocational training center can extend the training to the advanced course after the termination of the training period. During the period of six months of advanced course of training, emphasis is placed upon practical know-how.

In 1955, the rate of applications to the authorized number of trainees was 237 per cent. for PVTC, 100 per cent. for PVTC for the disabled, 237 per cent for GVTC, and the average rate was 231.1 per cent. Trainees under 18 years old occupied about 66 per cent and those who finished the junior high-school course were approximately 74.5 per cent. Next, 87 per cent of trainees completed the whole course of training. In relation to the trainees who had finished the training, 82 per cent of them were employed, 10 per cent were self-employed persons, and the remainders found jobs in a few months.

#### *Personnel of vocational training center.*

The effective operation of vocational training depends upon the staff members, especially the best qualified manager and instructors. With a view to appointing the qualified persons, the Ministry of Labor decides the qualification and necessary conditions for their position, and gives training to those persons appointed.

The following table shows the authorized number of personnel of vocational training center on the national basis.

AUTHORIZED NUMBER OF PERSONNEL OF  
VOCATIONAL TRAINING CENTER

	PVTC	PVTC for the Disabled	GVTC
Managers	270	8	19
Instructors	1,696	105	269
Clerks	374	55	48
Employees	200	49	0
Total	2,540	217	336

The manager of vocational training center decides the vocational training program, and supervises its operation. The manager is required to be conversant with the industrial and economic situations and to be competent enough to rationally manage the vocational training project closely combined with the labor market.

With a view to meeting the above-mentioned conditions, the following qualifications are established by the Ministry of Labor for a candidate to be appointed as manager after examining his historical background and interviewing.

- (1) The manager must be a man of personality and vision, able to maintain the leadership with respect to his subordinates, training of the trainees, and management of the centre.
- (2) The manager must be conversant with the industrial and economic trends.
- (3) The manager must be experienced in the labor administration, especially sympathetic with and zealous in vocational training projects.
- (4) It is desirable that a manager is well versed in different types of detailed vocational training.

## Chapter IV

### Apprenticeship

#### DEVELOPMENT AND LEGISLATIVE BACKGROUND

##### *Development.*

Under the traditional apprenticeship system of this country teen-agers were employed for the period of 7 to 10 years by minor employers who had professional skills. The apprentices were more employed in doing household chores. They had to learn to acquire skills by themselves without undergoing any systematized training. This condition persisted until the end of the 19th century.

The Factory Law of 1911 was originally enacted to protect workers and eliminate the ruthless exploitation of laborers under the name of apprentice, and also the use of them in jobs having no relation to learning skills. The law was applicable to establishments regularly employing 15 workers and more, excluding medium and small enterprises where the traditional and maleficent system had still existed. The Apprenticeship Ordinance of 1939 made it obligatory for specified employers to institute the training. But the Ordinance was abrogated at the end of the war, because it had originally aimed at the promotion of wartime production.

The Labor Standards Law enacted in 1947 prescribes under a special chapter concerning apprenticeship expulsion of evils of apprenticeship through administrative supervision on one hand, and, training of skilled workers who may require training for a relatively long period on the other. However, at the early stage of enforcement of the said Law, little effect was given to the provisions governing apprenticeship because the designated

#### STATISTIC FIGURES RELATING TO APPRENTICESHIP

	No. of establishments operating apprenticeship scheme	No. of apprentices
1948	65	1,968
1949	209	2,399
1950	1,765	8,275
1951	9,457	26,729
1952	24,146	50,012
1953	27,505	64,135
1954	28,282	64,981
1955	27,172	61,388

skilled occupations, including those in industrial arts, were as few as 15 in number in which evils of apprenticeship were still existent and also because the economy of the country was then in an exhausted condition after the war. However, several revisions in related laws and ordinances were effected since then and addition was made to the designated skilled occupations, combined with readjustments of administrative structure and the more stabilized economic condition, all this contributing to the striking development of the scheme.

*Legislative background.*

The apprenticeship scheme in our country has been operated basing on the following law and ordinances:

- a) Labor Standards Law, 1947,
- b) Apprenticeship Ordinance, 1954,
- c) Apprenticeship Council Order, 1947, and
- d) Ordinance on Apprenticeship Consultant, 1951.

The Labor Standards Law prescribes under Article 69 that the employer shall not exploit the apprentice, pupil, student or other workers under whatever name he may call them, on the score of the worker purporting to learn the skill, and he shall not employ the worker who purports to learn the skill in a job which has no relation to learning the skill.

The Law also prescribes under Article 70 that when there is necessity to train a specific skilled worker who requires the training for a certain long period in the course of work, special ordinance shall be issued which stipulates matters pertaining to the method of training, the qualification of the employer, period of contract, working hours and wages necessary for the training of the skilled worker. Based upon the provisions of this Article the Apprenticeship Ordinance was issued. The employer who wants to train apprentices in accordance with the Ordinance must fix the number of them, method of indoctrination, period of contract, working hours, wage standards, and methods of payments, and obtain the permission of the chief of the Labor Standards Inspection Office. When the employer employed apprentices based upon the permission, he must report it to the administrative office and receive a certificate proving that the apprentice is to learn the skill, which he shall have to keep at his working place (Article 71 of the Law). For apprentices who are minors, 12 working days shall be given as the annual vacation with pay (Article 72 of the Law).

The Apprenticeship Ordinance consists of the provisions of 25 Articles with 3 Tables attached thereto. In this Ordinance the apprentice is defined as one who learns the skill designated by the Minister of Labor and who is employed with the permission provided in Article 71 paragraph 1 of the Labor Standards Law. The number of skills designated amounts to 124 to date.

A person who takes charge of the apprenticeship shall be one who has been given the license of apprenticeship instructor from the chief of the Prefectural Labor Standards Office. And the license of apprenticeship instructor shall be given to persons who have the necessary qualification and practical experience for certain years (Attached Table No. 2 of the Apprenticeship Ordinance) or who have passed the test for apprenticeship instructor (Article 10 of the Apprenticeship Ordinance).

The employer is obligated to execute the apprenticeship in accordance with the training standards fixed by the Minister of Labor.

The employer must decide related instruction, practical exercise, training hours, training year, and other matters pertaining to the training on the basis of the standards for the course of training to be established by the Minister of Labor, to make the apprentice acquire necessary knowledge and skill.

The employer shall conduct the skill test of apprentices both in the related subjects and practical exercises once or more in each training year.

The employer must deliver the certificate proving the completion of the course of apprenticeship to the apprentice when the apprenticeship contract is completed. At the request of the employer or the apprentice, the certificate issued by the employer may be certified by the chief of Prefectural Labor Standards Office to the effect that the apprentice has completed the course of training.

The employer must not determine the apprentice's wages under the piece-rate or other contract wage system. However, this does not apply to the period during which the training schedule for the last training year is carried out.

Under the Labor Standards Law the employer shall not employ minors under full 18 years old and women in dangerous and harmful jobs and underground work.

In case the employer has provided protective measures, he may employ those apprentices who have no experience or skill, and who are under 18 years old or who are women, on underground work in mines and dangerous and harmful jobs.

### *Administration.*

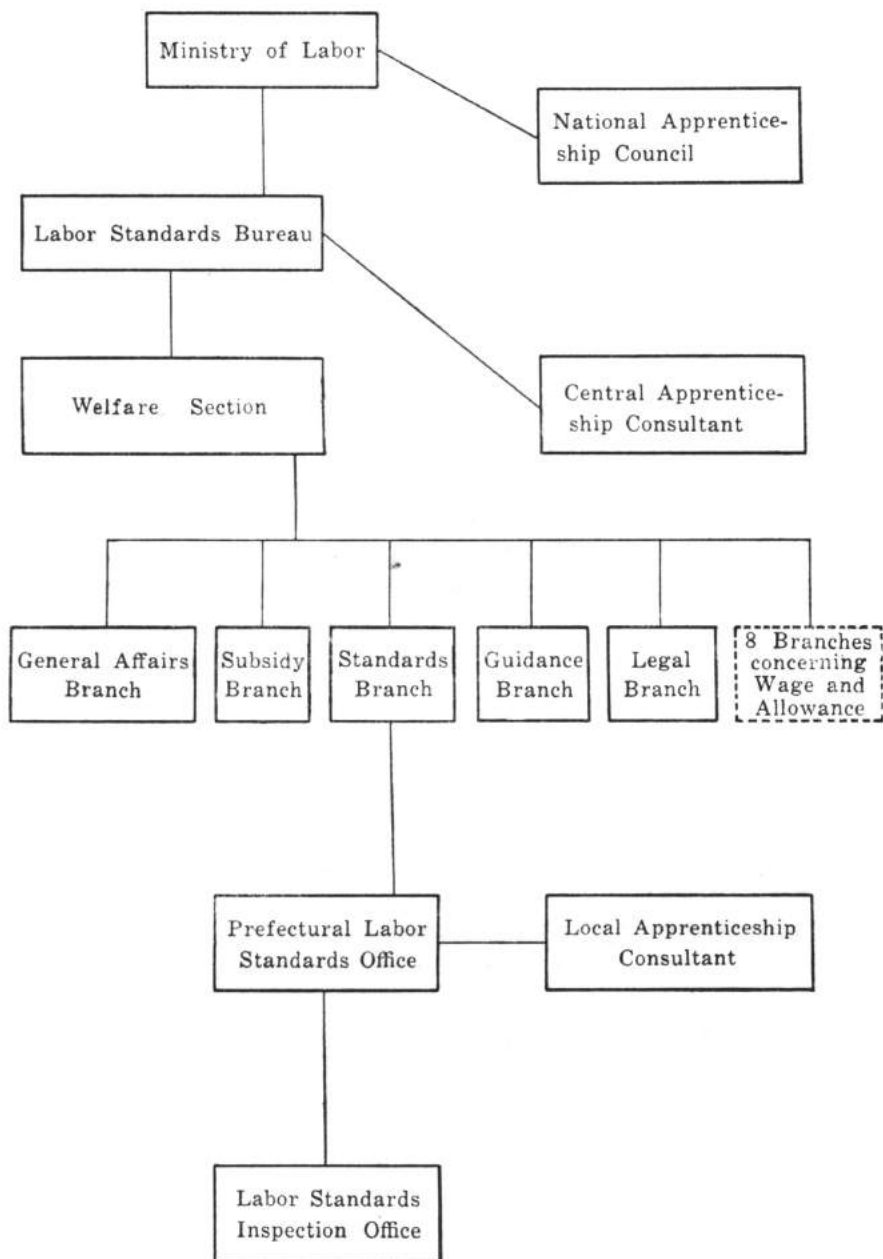
The Labor Standards Bureau of the Ministry of Labor and Prefectural Labor Standards Offices and Labor Standards Inspection Offices distributed in each of prefectures are administrative organs responsible for the enforcement of the Labor Standards Law which also provides for apprenticeship. The Welfare Section of the Labor Standards Bureau, Ministry of Labor, Research Section of Prefectural Labor Standards Office and First or Second Section of Labor Standards Inspection Office are responsible for matters concerning apprenticeship.

The Ordinance on Apprenticeship Consultant was promulgated in 1951 for the purpose of promoting the smooth and equitable operation of the apprenticeship administration and of giving guidance and assistance necessary for the effective progress of the training program in industry. Central apprenticeship consultants were assigned to the Labor Standards Bureau, Ministry of Labor and local apprenticeship consultants to each of the Prefectural Labor Standards Offices. This corps consists at present of 6 central and 51 local consultants.

The duties of the apprenticeship consultants comprise execution of reviewing, guidance and adjustment of apprenticeship administration; collection and offering of information; guidance and assistance to industry, etc. Emphasis is laid on reviewing, guidance, assistance, etc. and on discarding of supervisory coloring. The purport of this lies in the desire to contribute to the smooth execution of apprenticeship administration by both the prefectural and local offices in accordance with the policy and standards set by the State, to the smooth development of the skilled-worker-training program which is being carried out or going to be carried out by private industry in accordance with the national policy and standards, and to the healthy development of the enterprises concerned.

The Apprenticeship Council has been set up in the Ministry of Labor in accordance with the Apprenticeship Council Order of 1947. This is an advisory organ for the Minister of Labor and has 15 members, consisting of 5 representing each of public interest, workers and employers. It deliberates on enacting, revising and abolishing ordinances, and on other important matters related to the training of the apprentice. The Council may set up by its own decision technical subcommittees. At present there are 13 such subcommittees on industrial arts, textiles, clothing, metal, electricity, precision instruments, machinery, shipbuilding and rolling-stock, chemistry, construction, metal mines, coal mines, examination and investigation. Each subcommittee has 9 members, comprising 3 representing





each of public interest, workers and employers. The function of these subcommittees is to handle specific professional and technical affairs pertaining to apprenticeship from among the matters under jurisdiction of the Apprenticeship Council, and submit their opinion to the Council.

The organization of the current apprenticeship administration is shown above.

#### PRESENT SITUATION

The trends of apprenticeship as of the end of 1955 are classified into 39,721 establishments granted permission for apprenticeship, 27,172 establishments which carry out the apprenticeship scheme with 61,388 apprentices and 35,212 apprenticeship instructors. Of 27,172 establishments with the apprenticeship scheme, the smaller scale establishments employing less than 10 workers occupied 88.9 per cent (24,167 establishments) but the establishments employing 100 and more workers were only 1.6 per cent (430 establishments). As to the number of apprenticed workers, also, 38,028 persons (61.9 per cent) in the smaller scale establishments were in remarkable excess of 13,852 persons (22.6 per cent) in the larger scale establishments. These trends clearly indicate that the apprenticeship scheme in our country has been positively adopted by the smaller scale enterprises.

The apprenticeship scheme adopted by small scale enterprises has many weak points, especially in funds. The employers, who had felt it difficult to give apprentice training by themselves, adopted the joint apprenticeship scheme and thereby aimed to lighten the burden on them which they have to carry. According to the said scheme the employers of smaller scale enterprises organize the cooperative apprenticeship body, share the expenses for apprentice training between them and employ in common the qualified instructors to give group instruction in civics and other subjects relating to apprentices' work. The practical exercise of apprentice training, however, is given in individual establishment. The said scheme, one of the features of Japanese apprenticeship in force, covers 25,992 establishments, or 95.7 per cent of the total number of establishments giving apprentice training. This figure has followed an increasing trend year after year since 1947 when the Apprenticeship Ordinance was enacted.

According to the classification of apprentices by job, first come tailors who occupy 20.1 per cent of the total number, followed by 14.3 per cent of carpenters, and line up 7.6 of machinists, 7.0 of bread-bakers, 4.8 of upholsterers, 4.5 of metal-platers, 3.3 of fitters and 3.2 of dress-makers.

In addition, the majority of apprentices were employed as such immediately after the completion of the compulsory education, that is, junior high-schools. The classification of apprentices by age indicates that the persons under 18 years of age occupy 41.4 per cent of the total number of apprentices and female apprentices are only 6.7 per cent. In hand-weaving, dressmaking and others suitable to women, however, more women than men are apprenticed.

*Categories of skills and training methods.*

The coverage of apprenticeship under the Labor Standards Law is limited to such jobs as require long term training. The jobs designated in the Apprenticeship Ordinance total 124 at present classified into 12 pertaining to industrial arts, 9 to textiles, 20 to metals, 8 to electricity, 5 to precision instruments, 14 to machinery, 11 to shipbuilding, 5 to rolling-stock, 19 to chemicals, 12 to construction, 3 to mining, and 6 to others. In selection of these jobs, emphasis was placed upon the necessity to preserve the techniques peculiar to Japan in industrial arts; upon the demand for the specially systematic on-the-job-training which aimed at securing the skilled workers; and upon the specific skills not acquired in school education, with a view to training the skilled workers who would become the backbone in the production field.

The Labor Standards Law prohibits concluding the labor contract for a period longer than one year. As apprenticeship, however, requires a period longer than one year, the Apprenticeship Ordinance lays down the proviso to the one year principle to the effect that the period of apprentice training may be extended to 3 or 4 years. In case the training of apprentices is not completed within the above-mentioned period, further extension may be permitted within the limit of one year by the chief of the Labor Standards Inspection Office in charge.

The purpose of the apprenticeship scheme is to eliminate the evil practices of the old apprentice system and to train the all-round skilled workers. In case the course of instruction is decided one-sidedly by the employer, the achievement of the purpose might not be expected. The employers adopting apprenticeship are therefore obligated to fix details concerning practical exercises, related instructions, training hours and others in conformity with the minimum standards decided by the Minister of Labor. The course of study decided by the employer in accordance with these standards becomes one of the conditions on which the permission for apprenticeship is granted. In addition, the training hours per annum are fixed at 1,470 for each job.

The apprentices who are required to acquire skills while they work are often obliged to engage in dangerous and harmful jobs which are prohibited by law for women, minors, and unskilled persons. Taking such occasions into account, however, the Apprenticeship Ordinance specifies the exceptional cases in which employment of women, minors, and unskilled workers in such jobs may be permitted, provided that satisfactory protective measures be taken. In deciding the standards of the said protective measures taken for each job excluding such 17 jobs as classified under jobs not dangerous and harmful, most careful attention was paid to the following points:

- 1) Supervision by apprenticeship instructors;
- 2) Specified time to start work;
- 3) Limitation of working hours;
- 4) Limitation of machines used;
- 5) Limitation of consecutive working hours and designation of recess and rest-room;
- 6) Use of safety apparatus and sanitary utensils; and
- 7) Measures to be taken after the end of work.

The employers giving apprenticeship are required to make the test of related subjects and practical exercise once or more a year. Although this test is made by an establishment in its own way, the Ministry of Labor has set the standards of occupational skill test in order to indicate the general level of skill to be acquired in apprenticeship, and the Ministry distributes the written standards of test classified by job to the establishments concerned.

The employer is obligated to issue the certificate to the persons on completion of apprenticeship. This certificate, as occasion demands, may be endorsed by the chief of Prefectural Labor Standards Office.

It is essential for the training of apprentices to prepare text-books to be used exclusively by them. In relation to the basic subjects such as mathematics and physical science, there are many text-books for school use, but those are not always available for the training because the teaching hours and methods are different.

In addition, a few text-books have been prepared dealing with professional subjects peculiar to specific jobs. Therefore, the Welfare Section, Labor Standards Bureau, Ministry of Labor has compiled the text-books for exclusive use of apprentices which can meet the demands of the apprentice training. The text-books published already amount to 21 volumes including Industrial Mathematics, Industrial Physical Science, Metal Materials, and so forth.

As regards the materials for instruction used in the performance of work, individual establishments prepare the Manuals which indicate the order of work, necessary tools and materials, knack of work, and so forth.

In accordance with the Apprenticeship Ordinance, the Minister of Labor decides the standards for items to be taught to apprentices. Of these standards, the Ministry of Labor compiles the manuals for apprenticeship instructors which indicate the detailed contents of matters to be taught as to related instruction and the performance of work classified by job. These manuals provide guidance to the establishment concerned in the planning of the apprentice training, and help the instructors teach the related subjects and performance of work to apprentices. The manuals published already are classified into 38 jobs including machinist, finisher, internal-combustion-engine-motor worker and so forth.

#### *Examples of apprentice training.*

For a reference purpose, examples are given of exclusive training and joint training which are the typical forms of Japanese apprenticeship.

(a) Exclusive training: M. Company, a typical manufacturing plant of electric machines and apparatus in Japan, specifies the purpose of apprenticeship in the standards for apprenticeship as "to give the apprentices the capacity to become the backbone of skilled workers in each production field and in future to rise to the vertical line of trainer groups". The system of skill training in this plant is composed of the groups of cell bodies, each of which is headed by a versatile worker who is responsible for training several or a dozen of workers with single skill. The apprentice training aims at bringing up such an all-round skilled worker as becomes the centre of a cell.

The apprentice training is classified into practical exercise and classroom lessons. As to the former, direct instruction of work is given by instructors and their assistants subordinate to the chief of training unit, each attached to a training plant and a production plant. As to the latter, the section chief and branch chiefs are in charge. With a view to smooth operation, the meetings are held of training staff, of lecturers, and of skill measurement.

(b) Joint training: The development of K. city has been mainly due to casting industry. Most of the casting plants in this city, however, are of smaller scale enterprises not yet modernized. In such enterprises, the working conditions of apprentices were generally bad, and the technique of production was not scientific. The post-war demands for the democratization of labor and the improvement of production techniques had a great

effect upon the casting industry in the city. If the industry had been left to go its own way, it would have been wrecked. The persons concerned, however, felt it necessary to protect apprentices and thereby bring up the skilled workers directly useful to the enterprises. After heated discussion was made as to whether or not apprenticeship laid down in the Labor Standards Law should be adopted, the majority of smaller scale enterprises tended towards the affirmative attitudes. Then they decided to adopt the joint training system, and thereby aimed at the development of the casting industry.

This joint apprentice training system is developed by the Apprenticeship Association the members of which are composed of the establishments with apprentices and apprenticeship instructors. The expenditure for training is financed by the initiation fee and dues of the establishments concerned, the subsidy from the national or municipal treasury, and the aid from the casting cooperative society. The meeting room of Labor Standards Inspection Office and the hall of the Educational Committee Office in K. city have been rented for training. The lectures are given by outsiders on civics and related subjects. The course of study is classified into practical exercise and classroom lessons. Lessons are weekly given collectively, on a specified day and in parallel with practical exercise.

In order to evaluate the skill acquired by apprentices and to promote the level of the skill and the effect of training, the skill measurement test is made by the skill committee.

## Chapter V

### Recruitment and Training of Instructors

#### INSTRUCTORS OF VOCATIONAL TRAINING CENTER

##### *Recruitment.*

Prefectural government recruits, with the aid of PESO and the organizations of employers and workers, the qualified instructors from among skilled workers in plants, graduates from higher polytechnic schools and engineering departments of universities, teachers of higher polytechnic schools, and so forth. The selection committee composed of chiefs of personnel affairs section and of vocational training section of the prefectural government and men of knowledge and experience select the qualified instructors having:

- 1) Abundant knowledge and skill about the training matters in charge;
- 2) Ability to furnish knowledge and skill to trainees in an effective manner;
- 3) Ability to lead trainees' way of living and improve their personality; and
- 4) Personality and vision desirable as instructor and due recognition of the importance of vocational training projects.

##### *Training.*

Prefectural government is responsible for improving the quality of instructors by giving intensive training to them. The technical trainers, therefore, are attached to the vocational training section of prefectural government.

The Ministry of Labor suggests to prefectural governments that the trainers in charge should train the instructors in accordance with the following policies:

- (α) The training for culture in general should aim at making instructors recognize the importance of vocational training projects and their own responsibility therefor; especially as for fresh instructors emphasis should be placed upon deepening their recognition of the organization and function of employment security administration, the historical background and policy of vocational training projects, the management of vocational training centers, the standards of vocational training, the working rule and so forth.

- (b) The training for technical knowledge and skill should aim at promoting the knowledge and skill of the subjects in charge of instructors.
- (c) The training for teaching methods should aim at cultivating the ability for instructors to communicate knowledge and skill to trainees in an effective manner. This training is especially necessary for the instructors newly employed or inexperienced in teaching.
- (d) The training for guidance of trainees' way of living should thereby aim at the elevation of trainees' character.

The types of training mentioned above are given in a manner that the technical trainers make itinerant visits to vocational training centers in prefectures and give personal training to instructors in a short-term institute at a lecture meeting, study meeting and others.

With a view to improving the technical skill and ability of instructors, the Ministry of Labor also calls instructors of vocational training centers throughout Japan to an annual institute, the lecturers of which are the scholars and the technicians representing the industrial circles. In addition, the Ministry supplies prefectural governments, as occasion demands, with the material necessary for planning and carrying out the training of instructors, and complies with the request from prefectural governments to send or recommend qualified lecturers.

#### INSTRUCTORS OF APPRENTICESHIP

The Apprenticeship Ordinance lays down that a person who takes charge of apprenticeship shall be one who has been given the license of apprenticeship instructor from the chief of Prefectural Labor Standards Office and that the license of apprenticeship instructor shall be given to a person who has the qualification and practical experience for certain years as required by the Ordinance or who has passed the test for apprenticeship instructor. The test is conducted at least once a year in theoretical subjects as well as practical exercises decided by the Minister of Labor. The test includes a written examination in related subjects, practical exercises, related laws and regulations, methods of instruction, etc. The successful candidate is one who has won 60 per cent or more of the total marks, except one who has received extremely low marks in a particular subject.

However, the license shall not be issued to:

- 1) A person declared incompetent and quasi-incompetent;
- 2) A person whose license was annulled, and a period of one year has not elapsed since the date of annulment.



- 3) A person who has been sentenced to a penalty heavier than imprisonment without hard labor by the criminal court, and of whom the execution of the sentence has not been completed or who has not yet ceased to be amenable to the execution of the sentence; and
- 4) A person deemed improper as instructor of apprentice training because he has committed a crime or other misconducts.

In case the person granted the license falls under a category considered improper as instructor of apprentice training, his license shall be annulled.

Unlike the large scale enterprises, it is difficult for the smaller ones to obtain the qualified instructors who shall be in charge of related subjects in conformity with the standards decided by the Ministry of Labor. The employers of smaller scale enterprises establish in most cases the joint training facilities where civics and related subjects are given by the teachers of schools concerned.

During the period from 1947 when the apprenticeship scheme was introduced to the end of 1955, the number of licenses issued amounted to 107,056, and in 1955 35,212 persons are engaging in training, showing a ratio of 1 instructor to 1.7 apprentices.

In addition, during one year of 1955, 2,915 persons applied to the examination for instructorship, and 1,700 persons passed it successfully. The yearly average percentage of successful candidates is approximately 58.

For the attainment of effective apprentice training, it is necessary that the instructors should be inspired to promote their knowledge, skill, and guiding ability and that expert instructors should be employed. Therefore, the chief of Prefectural Labor Standards Office is concerned with the training of instructors in cooperation with the organizations concerned. This training is classified into 3 steps.

The first step: Fresh instructors are given information concerning the related laws and regulations and trained in methods of instruction, analysis of work, and so forth.

The second step: Covers instruction in related subjects and training in practical exercise, efficiency of work, and so forth.

The third step: The trainees are grouped by jobs, and the technical matter selected for the individual group is studied in the way of panel discussion.

The training covers a period of 12 hours (divided into 2 days in the daytime or 4 days in the evening) for the first or the second step, and 1 day in the daytime or 2 days in the evening for the third step.

The persons who completed the training receive the certificate issued by the chief of Prefectural Labor Standards Office. During 1955 this training was organized at 281 places in which 17,257 instructors were trained indicating 39.5 per cent of the total number (35,212) of instructors as of the end of 1955.

## Chapter VI

### Management and Supervisory Training

#### T. W. I.

##### *Development.*

In Japan the training of supervisors was not well taken into consideration before and during the last war. At the end of 1948, however, a part of the data on T.W.I. was furnished by the General Headquarters of the Supreme Commander for the Allied Powers and T.W.I. was for the first time introduced into our country. In the following year with the cooperation of the General Headquarters, Ministry of Labor, scholars and businessmen concerned, the data were translated into Japanese, draft manual of T.W.I. in Japanese was prepared at the end of the year and a course on T.W.I. was organized tentatively. Several experimental courses revealed that T.W.I. was practicable in our country and in March 1950 an institute for T.W.I. trainers was organized in Tokyo.

Meanwhile, as it was gradually shown that T.W.I. was an effective measure in vocational training, in May 1949 the Employment Security Law (enforced in 1947) was partially amended to provide for the technical assistance of the Minister of Labor given to the training of supervisors. Together with this amendment, in July the same year the Enforcement Ordinance of Employment Security Law was also partially amended to provide clearly for the measures of assistance given by the Government. At the same time the trainers were appointed, 3 in the Ministry of Labor and 48 in prefectures and arrangements to provide assistance were carried out by degrees.

Thereafter, in order to spread T.W.I. far and wide, it was deemed necessary to seek direct guidance of experts having practical experience in the training, in addition to studies of it from printed data used till then. The Ministry of Labor sent its staff to the Asian Regional Vocational Training Course organized in India from October to December 1950 under the auspices of the I.L.O. Moreover, for the same purpose, in January 1951 four American experts in T.W.I. were invited to Japan through the assistance of the U.S. Government and guidance in T.W.I. was given for eight months by them to government employees and persons chosen from among industrial circles with the result that many trainers were cultivated.

Thus T.W.I. was being popularized in industrial circles in full scale through the efforts of conductors and trainers in private undertakings on

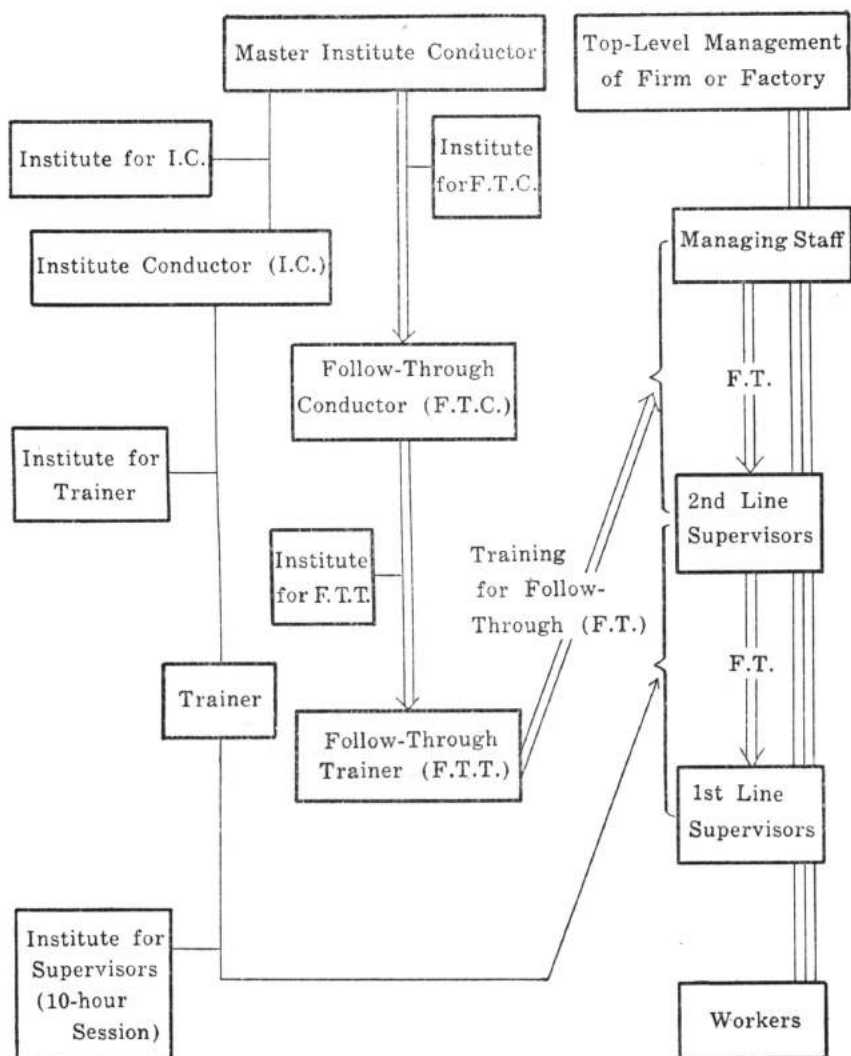
one hand and with the technical assistance extended by the Government on the other. Furthermore as it became necessary to better the administrative structure in order to push forward T.W.I., in May 1951 the Supervisors Training Section was newly established in the Employment Security Bureau, Ministry of Labor. Next in conformity with rapid development of T.W.I., as it became necessary to expand the scale of government assistance and express it clearly, the Enforcement Ordinance of Employment Security Law was partially amended again in October the same year.

In this way T.W.I. called forth a hearty response in industrial circles and spread quickly since it was introduced because of simplicity, clearness and effectiveness of methods embodied in it, but in the process of promoting it, it was found necessary to conduct integrated and planned operations of training of supervisors in factories and industrial establishments. It happened that Program Development Institute (P.D.I.) had developed in the U.S. from the abovementioned point of view and in order to adopt it a study of it was conducted since the end of 1953 by the Ministry of Labor with the cooperation of unofficial circles. It was brought into operation from June 1954.

#### *Legislation.*

At present the scheme of T.W.I. for supervisors in our country is developed through the technical assistance of the Minister of Labor under the Employment Security Law. Namely, in accordance with the provisions of Article 30 of the Employment Security Law, the Minister of Labor, in order to give technical assistance to factories and industrial establishments which are trying to give training to their supervisors of employees, shall appoint the staff who have received special training for the purpose, send them to factories and establishments in compliance with their requests, prepare relevant data or furnish them to the parties concerned. In addition, the same Article provides that the Minister of Labor may entrust the execution of a part of technical assistance to the prefectural governor.

In accordance with these provisions, matters to be handled by the Minister of Labor are prescribed under the provisions of the Enforcement Ordinance of Employment Security Law as follows: (a) To send a master institute conductor to factories or establishments to give assistance to them in making a training plan of supervisors; (b) To send an institute conductor or trainer to factories or establishments when they organize an institute for supervisors or to provide them with relevant data; (c) To organize an institute for trainers who are to be instructors in an institute for supervisors or to provide factories or establishments with relevant data; (d) To



organize an institute for institute conductors who are to be instructors in an institute for trainers; (e) To organize follow-through training given to supervisors who have finished the institute for supervisors or to provide them with relevant data; (f) To organize an institute for follow-through trainers who are to be instructors in follow-through training mentioned in (e) or to provide relevant data with factories or establishments concerned; and (g) To organize an institute for follow-through conductors who are to be instructors in an institute for follow-through trainers.

In institutes mentioned from (b) to (g) above, training is given according to the three training programs known as "Job Instruction", "Job Methods" and "Job Relations" respectively in T.W.I.

#### *Figures concerning T.W.I.*

No. of industrial establishments adopting T.W.I.: According to the survey made by the Ministry of Labor at the end of December 1954 the number of industrial establishments which were making use of the programs of T.W.I. was 3,808.

#### NO. OF ESTABLISHMENTS ADOPTING SCHEME OF T.W.I.

(End of December 1954)

Agriculture	3	Wholesale & retail	94
Forestry	62	Finance & insurance	23
Fishing	—	Transport, communication & other public utilities	871
Mining	220	Services	97
Construction	24	Public services	179
Manufacturing	2,235		
Total			3,808

According to the size of establishments, the number of establishments with 500 employees or more adopting T.W.I. was 1,031, number of those with 100-499 employees was 1,338 and number of those with 99 or less employees was 1,439. It is estimated that, in comparatively large-scale establishments employing 500 workers or more, about 60 per cent of them are adopting the scheme of T.W.I.

No. of institute conductors: The training of institute conductors is given by the master institute conductor. There are 2 master institute conductors and 2 institute conductors appointed in the Ministry of Labor and 13 institute conductors in prefectures. The number of institute conductors in private

undertakings at the end of June 1956 was 42 including 14 in Job Instruction, 11 in Job Methods and 17 in Job Relations.

No. of trainers: The training of trainers is given by the institute conductor in an eight or ten-day session. 59 trainers are appointed in prefectures as public employees and the total number of trainers in private undertakings approved by the Minister of Labor as qualified persons by the end of June 1956 is as follows:

TOTAL NO. OF QUALIFIED TRAINERS IN PRIVATE  
UNDERTAKINGS

(End of June 1956)

	Job instruction	Job methods	Job relations	Total
Agriculture	—	—	—	—
Forestry & hunting	11	—	26	37
Fishing	—	—	—	—
Construction	4	—	2	6
Mining	342	218	178	738
Manufacturing and others	1,626	1,523	1,101	4,250
Wholesale & retail	33	12	33	78
Finance & insurance	2	—	3	5
Transport, communication & other public utilities	420	218	177	815
Services	2	11	0	13
Public services	23	2	3	28
Unspecified	2	—	—	2
Total	2,465	1,984	1,523	5,972

No. of supervisors who received training: The fundamental training of the first-line supervisors is given by trainers in five two-hour sessions (ten hours' training in the scheme of T.W.I.). The total number of industrial supervisors who received the ten hours' training by the end of June 1956 given by trainers in private undertakings and by those in prefectural governments appointed as public employees is shown below.

No. of follow-through conductors: The training of follow-through conductors is given by the master institute conductor in 4 days' course. The total number of follow-through conductors in private undertakings who received the training by the end of June 1956 was 307 including 170 in Job Instruction, 64 in Job Methods and 73 in Job Relations.

No. of follow-through trainers: The training of follow-through trainers is given by the follow-through conductor or master institute conductor. The

TOTAL NO. OF SUPERVISORS WHO RECEIVED TRAINING  
(End of June 1956)

	Job instruction	Job methods	Job relations	Total
Agriculture	27	—	30	57
Forestry & hunting	1,338	8	1,131	2,477
Fishing	15	—	9	24
Construction	582	—	167	749
Mining	9,007	6,105	5,703	20,815
Manufacturing and others	181,274	77,715	63,974	322,963
Wholesale & retail	3,096	296	1,662	5,054
Finance & insurance	256	—	213	469
Transport, communication & other public utilities	33,661	6,998	11,290	51,949
Services	919	164	134	1,217
Public services	6,228	110	966	7,304
Unspecified	113	57	82	252
Total	236,516	91,453	85,361	413,330

total number of follow-through trainers in private undertakings who received the training by the end of June 1956 was 6,834 including 3,517 in Job Instruction, 1951 in Job Methods and 1,366 in Job Relations.

No. of those who received P.D.I.: A program development institute is given to training directors or training staff in order to help them identify training needs, form a training plan to meet the needs, put the plan into operation and make a follow-up study of the operation.

P.D.I. has been enforced by the Ministry of Labor and private undertakings since June 1954 and by the end of September 1956 the number of those who received P.D.I. by the lecturers of the Ministry of Labor was 310 and that of those by lecturers in private undertakings was 77.

### M. T. P.

#### Development.

Management Training Program was first carried out to give training to Japanese supervisors employed in the U.S. Far East Air Forces. In June 1950 relevant data were offered by the Air Forces to the Ministry of International Trade and Industry of Japan and in October the same year a course of training of instructors was organized by the Air Forces for four weeks in Tokyo which was attended by 13 candidates through the Ministry. At the end of March 1951 a meeting was held in Tokyo to evaluate the



activities shown in business world by the instructors who had been trained through M.T.P. and the result of the evaluation was made public to the top-management of various firms.

Following that, 61 instructors were trained in the course given in April-May the same year in Tokyo under the auspices of the Ministry, 52 instructors were trained in Nagano prefecture in August and 64 instructors were trained in Hyogo prefecture in October the same way.

In May 1952 the second meeting was held in Tokyo to evaluate the training activities developed by 191 instructors already trained and the result of the evaluation was made public again to the top-management of various firms and in June-July the fifth course was given to 65 instructors.

In 1953 courses of training were revised several times by the Ministry and revised courses were given to 46 instructors. In July the matters concerning M.T.P. dealt with up to that time by the Ministry were decided to be transferred to the autonomous management of private circles. In April 1954 in the regular general meeting of the Japan Federation of Employers' Associations a proposal was made and approved to establish an industrial training association and it was decided to make preparation for it.

Negotiations between the U.S. and Japan concerning a productivity center came to a settlement towards 1955 and in March the Japan Productivity Center was established to commence activities of raising productivity and along with this movement the Japan Industrial Training Association was formally established in July. The Association is to be a driving force of M.T.P. together with other training programs in industries.

#### *Purpose and contents.*

The purpose of M.T.P. is as follows:

- (a) To give the management knowledge and technique necessary for their function and encourage them to have a firm sense of responsibility, so as to improve their managerial ability;
- (b) To deepen the management's understanding of principles of organization and foster their knowledge and technique on the function of it, so as to improve their ability to operate it;
- (c) To encourage the management to realize their responsibility to give training to their employees and cultivate their knowledge and technique necessary for the implementation and management of training, so as to develop full activities of their employees;

- (d) To study the responsibility of the management for safety and concrete measures to discharge such responsibility, so as to ensure the safety of operations;
- (e) To encourage the management to realize their responsibility to improve function of their employees and process of work and point out clearly concrete measures for it, so as to build up a foundation for efficient management;
- (f) To encourage the management to realize their responsibility to have good human relations with their supervisors, employees and persons concerned with other departments and consult with them about concrete measures to establish their leadership, so as to show them the right way to be able leaders;
- (g) To give the management an implementation policy of scientific personnel management in their routine work, so as to make them leaders of scientific and rational operations of work; and
- (h) By implementing matters mentioned in each item above, policies and guiding principles established by the top-level management will be precisely and effectively put into operation; they will not be unnecessarily troubled with their managerial work in undertakings and they will be able to exert all possible efforts to attain full development of undertakings.

This training is composed of 40 hours' training in conference from outside workshop and of training on the job (O.J.T.) to apply fully the contents of M.T.P.

The contents of the program are grouped into organization, training, job methods and job relations and the 40 hours' training is given in twenty-two-hour sessions. Films and film strips are used as training aids and demonstrations are made to ensure a fine effect of the training.

### J. S. T.

#### *Historical background.*

The National Personnel Authority established in 1948 as a government organ was deeply interested since its inception in the importance of supervisory training programs and continued to study the methods of them adopted in the United States. In August 1950 a conference was held on supervisory training in which participated the officials from different Ministries who were in charge of supervisory training.

On the occasion supervisory training programs in the United States were introduced for the guidance of the participants. Comments were made that some modifications should be effected so that the programs might (1)

be easier to approach, (2) be more adaptable to the clerical type of business performed in government offices, and (3) adopt training methods which would be more adaptable to Japanese employees and which should be initiated by the National Personnel Authority. The United States training methods were found rather difficult to be translated into Japanese methods mainly because the American methods were concerned with field workers' training, not with training of clerical employees in government offices, and the methods were purely American and were not adaptable to Japanese due to the different ways of living, though the fundamental principles remained unaffected.

The National Personnel Authority began to study on one hand different types of data and methods on training, and on the other developed drastic studies by participation in conferences concerned with supervisory training. Furthermore, apart from that, survey cards were distributed to several Ministries for the purpose of making a survey of supervisory training given to those holding supervisory, senior and junior positions. Careful analyses were made based on the information collected. The suggestions made by experts in different quarters were adopted. The survey results were formulated and officially established as the J.S.T. (Japanese Supervisory Training) programs in April 1951. J.S.T. is a type of supervisory training for those holding positions of the deputy section chief and unit chief in charge of clerical business.

#### *Legislative background.*

Articles 71 and 73 of the National Public Service Law and the Rule No. 10-3 of the National Personnel Authority (Education and Training of Employees) established pursuant thereto provide legislative bases of the J.S.T. programs. Articles 71 and 73 of the said Law provide that the chief of each of the Government Agencies is responsible for instituting training of the employees concerned for the promotion of efficiency in performing their official duties, while the National Personnel Authority should make general adjustment of the programs, giving active assistance to their enforcement. The Rule No. 10-3 of the National Personnel Authority provides according to these legal bases substantial measures to be taken in case where training of employees is instituted by Ministries concerned. The National Personnel Authority has established J.S.T. programs thereupon and is endeavouring to promote the adoption of them by Ministries concerned. The Authority has laid emphasis on the training of instructors who, in accordance with the supervisory training schedules of Ministries concerned, are organizing the programs at their places of employment, and in some

exceptional cases the Authority has given assistance to the enforcement of the programs.

*Present situation.*

There has been increased recognition of the need for supervisory training which should play an important role in rational and efficient organization and also in promoting democratic atmosphere at the place of employment. Most of supervisory training heretofore organized in Japan have tended to put more emphasis on training of supervisors of field workers. The training programs, therefore, involved some difficulties in translating them into the training of clerical employees, and many of the training programs, being of foreign origin, failed to satisfy Japanese employees. Under these circumstances the 4-years-old J.S.T. programs, which are free from legal obligation, have made rapid development, being adopted not only by government agencies and local public bodies, but also by private undertakings.

The number of training instructors as of June 1956 was 738 government employees, 650 local public body employees and 310 private undertaking employees, totaling 1698.

The training instructor should be the employee who, recommended by the Ministry or Office concerned as having qualifications fixed by the National Personnel Authority, has successfully finished the course of J.S.T. Instructor Training and who has been officially recognized as J.S.T. instructor by the Authority. The qualified applicant is one having (1) remarkable ability as instructor, (2) experience in supervision, (3) particular interest and zeal in administrative and educational training, (4) skill in presiding over meetings, (5) in particular, modest manners and popularity, (6) quick understanding and response, and (7) ability of expression in easy and short sentences.

Regular follow-up is being given to instructors through a periodical publication.

In addition to the J.S.T. curriculum which consists of four parts, other supplementary J.S.T. curricula are being prepared, of which "Health Supervision" (2 meetings: 6 hours) and "Supervisor and PR" (2 meetings: 4 hours) have been completed; "Service Evaluation" and "Morale at the Place of Employment" are under preparation.

## Chapter VII

### Other Types of Training

Government agencies and public corporations are also organizing pre-employment vocational training and in-service training.

#### *Trainings organized by Ministries.*

The Ministry of Transportation has 3 vocational training facilities in which seamen are trained in navigation, engineering, and stewardship, and students are undergoing training in navigation and engineering. They are the Navigation Training Center where training is given to some 500 persons from time to time with 6 ships, the Maritime Technical Training Center having a capacity of training 340 persons, and 9 Seamen's Schools scattered throughout the country with a total training capacity of 880 persons. The Seamen's School provides an additional 3-month training course of a training capacity of 1,200 persons. The Ministry of Welfare has 232 training centers for nurses, health nurses, kindergarteners and midwives where training is given for the authorized number of 8,462 trainees. The Ministry of Agriculture and Forestry has a Food Control Institute and Fishery Institute. The Statisticians Training Center of the Prime Minister's Office gives a 6-month training organized for national and local public service men employed in statistical work. The Autonomy Agency gives a 2-6 months training to local public employees at the Autonomy College. The Foreign Service Training Institute of the Ministry of Foreign Affairs organizes a 6-month training given to the employees of the Ministry and for national public employees entrusted by other Ministries. The Ministry of Labor gives a 3-month training for new entrants employed as labor standards inspectors at the Labor Standards Inspectors Training Institute.

#### *Training organized by Public Corporations.*

The Nippon Telegraph and Telephone Public Corporation organizes a training which is representative of the kind. The training is divided into (1) training for new entrants; (2) in-service retraining consisting of training at school (practical and theoretical), training entrusted to other agencies, training by correspondence courses, and others; (3) training of trainees entrusted with the Corporation consisting of training for telecommunication

and telephone operators, telecommunication equipment contractors, trainees from Ministry of Postal Services, and others.

A 2-9 months training is organized for new entrants at 13 telecommunication schools distributed throughout the country, and main telephone offices are responsible for practical training on telephone operation. During the training period no charge whatever is made for the training and training materials. The total number of trainees trained for 1954 amounted to 7,014.

The purpose of practical training as in-service retraining is to give the training for the employee to be assigned to an administrative position as an important staff member at the place of employment. In addition the trainee is given general knowledge concerning the Corporation's work, skill and working ability. The trainee who is selected in accordance with fixed standards is given a 6-24 months training free of charge. The number of trainees accepted for 1955 amounted to 1,940. The purpose of theoretical training as in-service retraining is to promote the capacity needed for job performance, giving in addition new skill and knowledge. To the employee who was reassigned to a new job, necessary knowledge and skill are given. The training period is from 10 days to 2 months. The persons who underwent this training numbered 2,643 for 1954.

The qualified employees of this Corporation undergo a 6-12 months training at educational facilities when studies and researches are needed for job performance. The Corporation pays schooling fee and other expenses for them. The employees thus trained numbered 53 in 1955. Training through correspondence courses is given for one year by the Telecommunication Bureau and by the Telecommunication School, text-books and instruction materials being provided free of charge. The immediate chief may at his discretion provide convenience to the trainees as far as his job performance is not interrupted. More than 3,000 employees underwent this type of training in 1955. In addition, for unskilled telecommunication operators and maintenance crew emergency training is organized for several times at the specified place of employment. Training of trainees entrusted with the Corporation is organized for qualified persons listed below other than the employees of the Corporation. Such persons are charged with the fixed amount of training fees.

- a) Telecommunication or telephone operators;
- b) Persons in employment of specified contractors making application for the training;
- c) Specified employees of the Ministry of Postal Services; and
- d) Others.

Persons undergoing this type of training totaled 6,505 in 1955.









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