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PROGRAMS AND COURSES IN VOCATIONAL
EDUCATION

PROGRAMS SHOULD MEET NEEDS OF INDIVIDUALS
AND GROUPS IN ALL FIELDS

An adequate program of vocational education must meet the general and specific needs for such education in all fields. This does not mean that the entire program should be carried out in school buildings. For example, an adequate program in vocational agriculture makes provision for the carrying on of farming projects under supervision, in connection with the study of technical subjects related to agriculture. In the field of trade and industrial education, apprentices secure most of their practical training on the job.

The courses or units of instruction available should be designed to meet the needs not only of students in all-day courses, but also the needs of those who enroll in part-time and evening classes. To have a program organized to meet all of these needs in the several fields requires not only that a great deal of work be done in getting the program organized, it means constant revision and substitution of new material for obsolete material as necessary to keep the program up to date. Vocational programs should reflect the best current practices in performing the world's work.

In order to do a good job of planning programs to meet local and area needs in each field, it is both desirable and necessary to utilize all available sources of information and assistance. Suitable advisory committees can be most helpful in connection with planning vocational programs and courses and keeping them up to date not only in trades and industries, but also in agriculture, homemaking, and business education.

COOPERATION IN DEVELOPMENT OF PROGRAMS.

Vocational education under public auspices should be developed with regard to training which is given by many industrial and business organizations to their employees. In comparatively few cases is it possible for a vocational school to offer complete training for an occupation under school auspices. To illustrate, a few inside trades of which printing is a good example, can be taught with a considerable degree of completeness in a vocational school. However, even in such cases it is advisable for the final stages of training to be carried on in industry. For young printers who will be employed in newspaper printing plants, for example, there are few vocational schools that can afford the large and expensive presses and other equipment used in such establishments. For building trades such as bricklaying, it is not possible to give thorough training in any school, and there is no satisfactory substitute for actual work experience on the job and outside of the school in connection with the erection of buildings.

* Abstracted from "Vocational Education in the Years Ahead". Vocational Education Bulletin No. 234 U.S. Office of Education, Washington, 1945 pp 105 - 107

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Much of the training for business occupations is necessarily somewhat artificial when conducted within a school; consequently, the best service that a school can render for most office and store occupations, except for stenography and typing, is realized when the training supplements the work experience of people employed in offices and stores. In the case of agriculture, actual farming experience is properly secured in connection with supervised farm projects. In the field of home economics or homemaking education, a school can render its best service if those enrolled try to carry out in actual practice at home, those things which are taught in the school. In dealing with all of the problems involved in planning comprehensive programs and specific courses, school administrators should cooperate with representatives of organized groups and interested citizens in order that properly balanced programs may result.

COURSES WHICH THE SCHOOLS SHOULD ATTEMPT

While it is highly desirable to have comprehensive programs relating to each field of vocational education, only such courses should be organized and operated as the school is best equipped to give. The determination of what is needed in the way of courses can best be determined on the basis of an analysis of each occupation considered. A good occupational analysis not only furnishes a sound basis for a progressive series of work experiences, but also clearly identifies the nature and scope of the related technical instruction which should be given.

The degree to which preemployment courses should be offered for specific occupations, should depend largely upon the local employment opportunities for persons trained in such courses. Few, if any, vocational schools can offer training for all opportunities; consequently, important decisions have to be made as to what occupations are best adapted to preemployment training in the schools. In general, the factors which should be considered in connection with such decisions are:

1. The degree to which a need exists for training prospective workers.
2. The probability of being able to secure the necessary space and equipment for suitable training.
3. The prospects of getting well-qualified teachers.
4. The existence of a definite outlet into employment for those trained.

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VOC 9-1945 CIE Dr. Kross

The following are general recommendations regarding Vocational Education and Guidance quoted from a *report of a committee to study postwar problems in Vocational Education in the United States:

*"Vocational Education in the Years Ahead" - United States Office of Education, Vocational Division, Bulletin No. 234, Washington, 1945.

"The economical and effective operation of postwar guidance programs depends upon the existence of many things. These are named below as 14 separate recommendations. Clearly they are not of equal importance. Some may appear more needed currently in one community, and others of greater use in another community. The recommendations are stated in general terms. Each can be broken down into details. Indeed such a breakdown is necessary in order to give the item meaning in any locality. The 14 recommendations are:

1. The organization of functioning advisory committees representing responsible community agencies to insure the best use of community resources, and to provide integrated guidance services for all requiring them, whether in school or out.
2. Systematic follow-up studies of school-leavers to supply facts for improving guidance services and for changing what is taught, how it is taught, and to whom it is taught in the light of job facts; to provide data for the individual inventories of school-leavers who may be given further counseling service; to maintain contact with the employment market and strengthen favorable public relations.
3. Organized community occupational surveys, tied into regional and national surveys where possible, to provide current employment market data, particularly as to numbers needed, the nature and degree of skills, abilities, and other traits required, the amount and kind of preemployment and supplementary training which the schools need to provide, and the extent of on-the-job training provided by employers; to maintain favorable working relations with employers and community agencies.
4. At least one trained counselor in every secondary school.- Under certain conditions one counselor may serve more than one school. Time assigned to counseling should be within the following limits: One full-time counselor for every 300 to 400 pupils, or part-time counselors on the basis of one period per day for every 50 to 75 pupils.
5. Provision of needed counseling services to adults, especially to veterans and to displaced war workers. Plans must always be community-wide, to include the cooperation of other existing agencies concerned with the same problem and to insure the availability of all needed resources.

6. Unity between the guidance programs of the secondary and vocational schools so that qualified persons may choose available training in proportion both to type and number of job opportunities.
7. Provision of job-placement services which use cooperatively both the facilities of the schools and of established public placement agencies. It is desirable for the schools to exercise the placement function for their own students, insofar as is feasible to do so, as the natural next step after training. When this is done: (a) The guidance services are unified from initial selection to placement; (b) favorable job relations are encouraged; (c) the school is kept in closer touch with the needs and conditions of the employment market; (d) channels for follow-up services are opened. This principle does not imply any lack of cooperation with public employment offices.
8. Adequate supervision and direction of counselors on the local school level.
9. Adequate supervision of occupational information and guidance services on the State level in every State.
10. Adequate field and research services on the Federal level to aid State and local guidance workers.
11. Local and area programs for the in-service training of counselors and other guidance workers cooperatively planned by local and State supervisors and teacher-training institutions.
12. Substantial programs for the pre-service training of counselors and other guidance workers in State teacher-training institutions.
13. Adequate research and clerical facilities under State supervisors of guidance.
14. Federal and State legislation to encourage and promote these services and facilities and to provide needed funds to carry them into effect."

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FUNDAMENTAL PRINCIPLES INVOLVED IN
VOCATIONAL EDUCATION*

1. Vocational education in all its various phases is a part of the total program of education and should be in tune with times and conditions.
 - a. Continue development of better understanding between vocational and general education through conferences and studies for the purpose of developing a total education program designed for all groups of citizens.
 - b. Make adequate and continuing surveys of specific occupational opportunities and needs based on social and economic conditions.
2. Programs of instruction should be based on and designed to meet individual and community needs.

On the basis of reliable data secured:

 - a. Provide necessary counsel and guidance.
 - b. Organize courses in new occupational areas and modify as necessary those already in operation.
 - c. Broaden the base of instruction so as to give better concept of citizenship responsibilities.
 - d. Give more consideration to matching men and jobs.
 - e. Establish and maintain satisfactory working relationships with the Employment Service and other recognized placement agencies.
 - f. Adapt programs of instruction to learner abilities and occupational interest.
3. Training should be established and maintained in accordance with occupational requirements and placement, or employment opportunities.
 - a. Secure or make analyses of occupations, collaborating with individuals

*Abstracted from "Vocational Education in the Years Ahead". Vocational Education Bulletin No. 234. U.S. Office of Education, Washington, 1945 pp 117-120

- or groups occupationally competent.
- b. Secure or make analyses of specific jobs.
 - c. From analyses determine specific and related instructional content.
4. Systematic occupational information and guidance should be provided.
- a. Make guidance an integral part of all vocational education.
 - b. Make guidance a continuing process.
 - c. Extend guidance facilities.
5. Instruction should be designed to prepare persons for advantageous establishment in a vocation and to extend the knowledge and skills of those already placed.
- a. Secure more detailed and accurate information concerning activities involved in specific occupations.
 - b. Determine the amount, type, and scope of instruction necessary to enable an individual to enter the occupation advantageously.
 - c. Determine more accurately the proportion of skills and technical knowledge necessary in courses for upgrading workers.
6. Training content should be derived from and instruction organized in accordance with analyses of the occupation and its specific requirements.
- a. Organize courses of instruction based more definitely on detailed information pertinent to the activities in which the worker actually engages.
 - b. Adjust and modify instruction when necessary to meet changing conditions within occupations as revealed from time to time.
7. Flexibility in planning and operating all programs is necessary.
- a. Organize courses or classes and make provisions which will permit individuals wanting and needing instruction to enroll at times convenient to them during the day or evening.
 - b. Make fuller use of facilities so as to provide instruction throughout the day and year.
 - c. Provide for class, group, and individual instruction.
8. Opportunities for short intensive unit courses, long-term instruction, and continuous education should be available.

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- a. Adjust periods of instruction and total length of training period on the basis of occupational requirements and individual needs.
 - b. Establish and maintain more effective followup systems with those who have been enrolled, and offer additional instruction as necessary or desirable.
 - c. Develop plans for establishing contact with individuals and groups not already served by vocational education.
9. Programs of instruction should be planned and maintained with the advice and cooperation of the various interested groups concerned.
- a. Prepare roster of all groups, organizations, and agencies concerned with vocational education.
 - b. Determine individuals within these groups, organizations, and agencies with whom contact should be made.
 - c. Determine "key" individuals whose assistance and support are desirable.
 - d. Secure active participation of advisory committees.
10. Facilities and equipment for instructional purposes should be comparable to those found in the occupation or field for which training is offered.
- a. In collaboration with competent individuals or committees, study and recheck facilities and equipment of the occupation for which training is planned and now given.
 - b. Adapt, as far as possible, existing training facilities and equipment to meet new situations, and discard that which is not suitable.
 - c. Secure new and appropriate facilities and equipment as needed.
11. Conditions under which instruction is given should duplicate, as far as possible, desirable conditions found in the vocation for which training is offered and in keeping with effective learning situations.
- a. Study occupations to determine desirable conditions with reference to:
 - (1) Organization and operation.
 - (2) Hazards and working conditions.
 - (3) Safety and health protection.
 - (4) Methods and procedures.
 - (5) Machinery, appliances, tools, processes, and special equipment.

- b. Organize instruction on the basis of the study to duplicate, as nearly as possible, desirable conditions which are comparable to those in the occupation.
12. Administration and supervisory personnel should be qualified and competent.
- a. Examine the State plan for vocational education for the purpose of strengthening it where advisable.
 - b. Provide for closer cooperation among administrators, supervisors, and teachers for the purpose of developing a better common understanding on problems involved.
 - c. Improve systematic plans for upgrading.
13. Instructors and teachers should be occupationally competent and professionally qualified.
- a. Select instructors and teachers with adequate experience in the occupation for which instruction is given and who possess basic characteristics necessary for becoming competent teachers.
 - b. Make provisions for keeping teachers up to date professionally and occupationally.
 - c. Improve system of selecting prospective teachers.
14. Appropriate and adequate teacher training should be provided.
- a. Provide specific pre-employment teacher training based on an analysis of the teacher's responsibilities, individual needs, and conditions comparable with teaching environment.
 - b. Improve in-service teacher-training programs designed to upgrade instructors and teachers in the job on which already employed and to stimulate continued professional growth and accomplishments.
15. Instruction should be available for those who need, want, and can profit by it.
- a. Publicize the service of vocational education.
 - b. Improve guidance.
 - c. Give more attention to enrolling learners in appropriate course and classes.
 - d. Maintain an efficient system of placement and follow-up.

16. A continuing program of research should be maintained in connection with the operating program of vocational education.

a. Secure, evaluate, and interpret statistical data....

- (1) As a basis for planning.
- (2) As a basis for the appraisal of going programs.

b. Conduct developmental research in cooperation with the operating program in order to....

- (1) Effect improvements in efficiency.
- (2) Work out ways and means of meeting needs which are not being met.

*ADVISORY COMMITTEES ON VOCATIONAL EDUCATION

REASONS FOR HAVING ADVISORY COMMITTEES

Vocational education directly affects the economic well-being of individuals, groups of individuals, and society as a whole. It is, therefore, important for boards of education to maintain good working relationships with organizations of employers and employees, chambers of commerce, agricultural organizations, and organized groups of women. Experience over many years has thoroughly demonstrated the need for cooperation between boards of education and all such groups in the interest of vocational education. The best way to maintain good contacts with these groups is to establish and utilize representative advisory committees. Membership on these committees should represent the views of all interested groups.

FUNCTIONS OF ADVISORY COMMITTEES

The principal function of advisory committees is to make recommendations to administrative authorities concerning policies relating to vocational education. In order to function efficiently in this way it is necessary for such committees to study the needs for training, appraise plans for operating programs, and evaluate methods and procedures for meeting the needs of individuals and groups. The contribution of advisory committees is at a maximum when they limit their participation to these things. Such committees should never assume administrative authority or attempt directly to affect the operation of programs.

Many questions will arise concerning such matters as: The scope of the program to be operated; the planning and equipping of buildings; the groups to be served, such as boys and girls of high-school age, adults, and apprentices; the nature and objectives of the training; existing opportunities for employment; and standards for the selection and training of teachers. In connection with all such questions, the well-considered recommendations of advisory committees can be of inestimable value to boards of education. It is almost universally true that representative advisory committees for vocational education function constructively in relation to boards of education. This is largely because of the fact that a well-planned and efficiently operated program of vocational education benefits the employer, the employee, and the general public as well. In many instances, chambers of commerce and labor organizations have been able to reach perfect agreement in support of programs of vocational education.

*Excerpt from "VOCATIONAL EDUCATION IN THE YEARS AHEAD"
United States Office of Education, Bulletin No. 234
Washington 1945 pp 90-91.

*PHASE OF VOCATIONAL EDUCATION IN THE GENERAL
EDUCATION PROGRAM

A well-balanced program of public education should consider each individual from at least three standpoints: (1) As an individual, (2) as a citizen, and (3) as an economic unit of society. Education and training offered at public expense should be so balanced that each and every individual may have an opportunity to become reasonably efficient in all three of these fields.

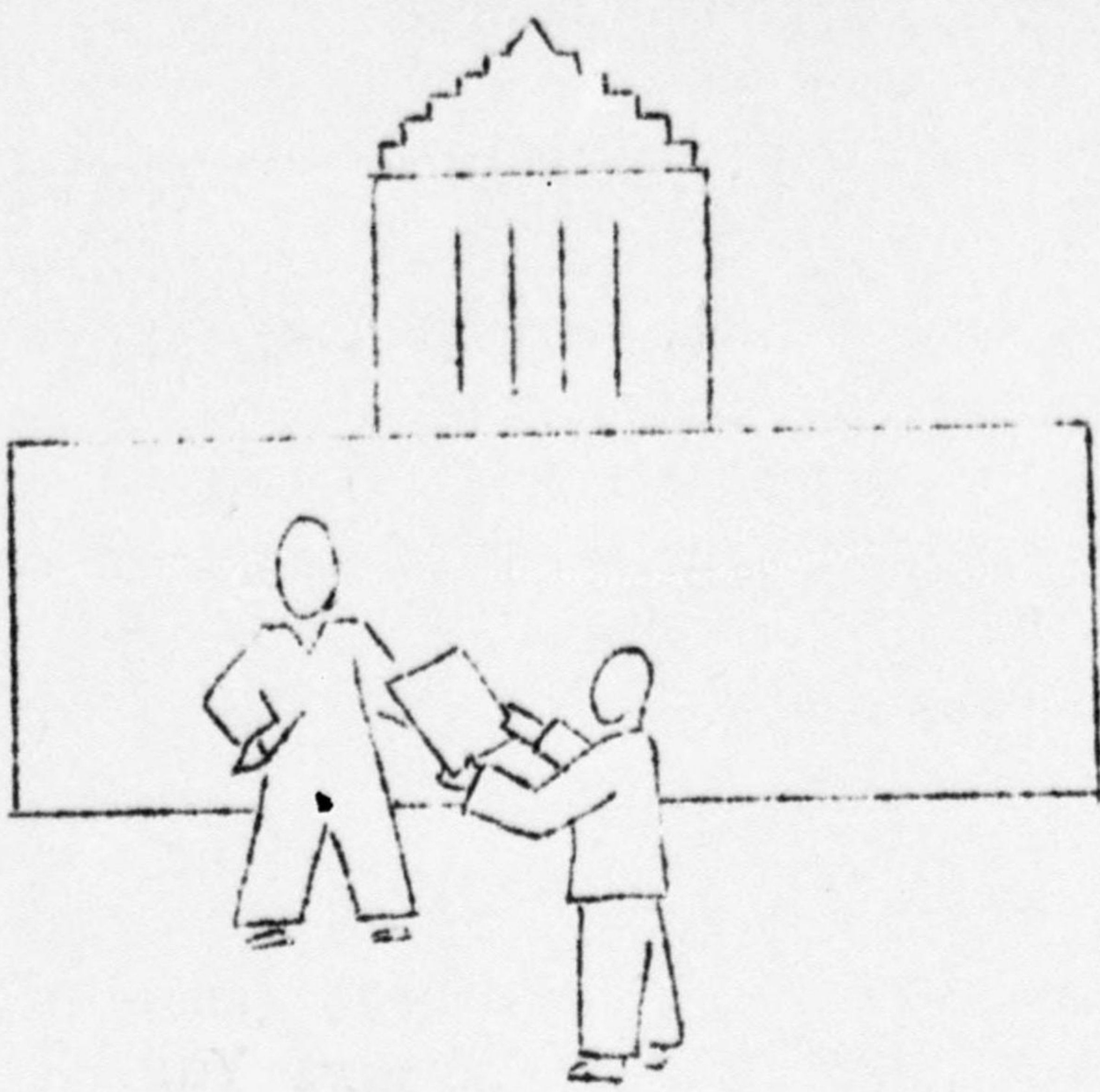
Education to serve an individual's personal interests and responsibilities and to increase his ability to put more in, and get more out of life as an individual includes many recognized phases of general education based upon the foundation of the ability to read, write, and figure. When examined closely, many subjects offered in schools and colleges are taught for the purpose of enabling persons as individuals to appreciate the finer things of life such as literature, art, and music.

A second phase of education is directed toward making individuals efficient as citizens in a democracy. While the acquirement of information about such things as world geography, government, and history contribute to the understanding of the progress of mankind, it is important that young citizens acquire those habits and attitudes which should be attributes of all citizens. It is important for young people to learn to respect the personal and property rights of others and to function efficiently as members of a group according to democratic ideals. Many extracurricular activities in school and college, such as athletics, glee clubs, orchestras, dramatics, and other student activities which require individuals to assume responsibility and call for cooperation and teamwork, accomplish much in preparing individuals to become efficient citizens.

A third phase which until recent years has been left largely to take care of itself, except on the professional level, is that part of a person's education which makes him efficient as an economic unit of society. This means education for purposeful work. Theoretically, every citizen ought to perform some work or render some service to justify his own existence. If he does not perform his share of the world's work in an acceptable manner, it means that others more efficient than he have to carry him along. Where this fact is recognized, the conclusion that education for work is an integral and absolutely necessary part of a person's total education is inescapable.

For a considerable period of years vocational education for the professions has been well provided. The select few who were qualified for professional careers have been taken care of in the public schools in college-preparatory courses. However, as not more than 8 percent of all the people who work are needed in professional occupations it becomes the responsibility of public education to provide for the other 92 percent of the people the kind of education that they need in order that they may become economically efficient as wage earners, salaried employees, businessmen. When viewed from this angle, vocational education cannot be regarded as a fad or a frill or as something extraneous to public education. It is a field of education which must be intelligently dealt with by the people if the Nation is to prosper.

*Excerpt from, "VOCATIONAL EDUCATION IN THE YEARS AHEAD" United States Office of Education Bulletin No. 234, Washington 1945, pp. 88-9.



THE NEW CONSTITUTION
and
VOCATIONAL EDUCATION IN A DEMOCRACY

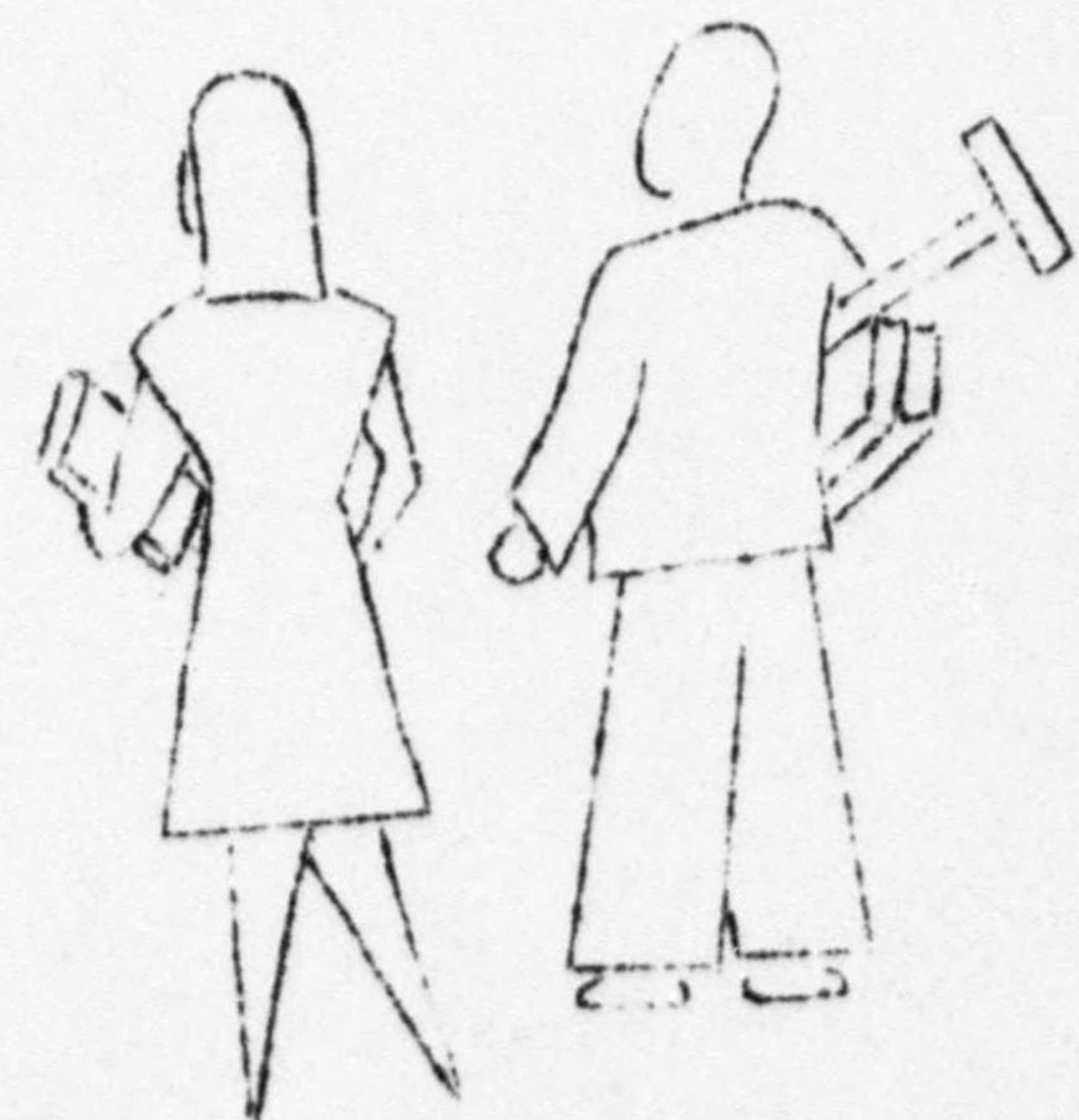
The new Constitution of Japan provides three guarantees of special significance for a democratic and functional program of education:

First, - it provides (in Article 22) that "Every person shall have the freedom to... choose his occupation"

Second, - it provides (in Article 26) that "All people shall have the right to receive an equal education correspondent to their ability."

Third, - it provides (in Article 27) that "All people shall have the right and obligation to work."

These new constitutional guarantees relating to: choosing an occupation, equal education according to ability, and the right and obligation to work, have important implications in the field of vocational guidance and vocational education.



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RIGHT TO CHOOSE AN OCCUPATION

Take the first provision -- the freedom to choose an occupation. It is easy to see that the act of giving a person freedom to choose an occupation does not endow him thereby with ability to choose one wisely. Generally speaking, a wise choice of an occupation is one that is suited to the person's interests, aptitudes and abilities. Such a choice implies a careful appraisal of one's personal characteristics and qualifications with relation to the nature and requirements of various occupations. For most people such an appraisal is not an easy task. Students especially need whatever assistance that parents, friends and teachers can offer. The school is obliged to accept its share of responsibility in this matter, by providing courses in occupational information, and various kinds of educational and vocational experiences which will contribute to the student's ability to make a suitable choice of a future career or field of work.

It should be noted that the Constitutional guarantee of freedom to choose an occupation has one condition; the occupation chosen cannot be one that interfered with the public welfare. On this point, Dr. Minobe, outstanding authority on Constitutional Law and former professor at the Tokyo Imperial University, wrote in his recent interpretation of the new Constitution, that "It is not the purport of this article in the Constitution to give people freedom to choose occupations which go against the public order, good manners and customs in actual society." Thus, Dr. Minobe makes it clear that the only limitation in this freedom of occupational choice is that the occupation chosen by the individual may not be anti-social. To illustrate the point we might say that this Constitutional

freedom does not mean that a person is given the right to engage in the occupation of black-marketing just because he considers it most suitable to his interests, aptitudes and abilities!

Teachers of vocational guidance classes should therefore develop in the students the attitude and understanding that a good occupation is one which is useful to society as well as satisfying to the individual. Likewise, teachers of specialized vocational courses should give students not only practical training for technical efficiency in employments, but also practical experiences in good social living and good citizenship.

RIGHT TO AN EQUAL EDUCATION

Regarding the second provision -- Article 26 of the new Constitution, states, "All people shall have the right to receive an equal education correspondent to their ability." In addition, this article provides that it is compulsory for all boys and girls to receive a free, common school education, as prescribed by law. For those who can profit by further education beyond the minimum standard of the common school, Dr. Minobe contends that the government should provide through appropriate legislation, the means whereby boys and girls, rich and poor, can receive such education according to their ability.

"Equal" education then implies equal opportunities for determining and developing one's general and specific potentialities. However, since people differ in the kind as well as the degree of their potentialities, the school must be able to offer an adequate range of educational opportunities, in order to provide equal education for all.

It is interesting to note on this point that the U. S. Education Mission to Japan stated in its report to General MacArthur, March, 1946 that the public educational system of Japan had "a responsibility in the provision of the types of schools for educational institutions adapted

to abilities and aptitudes and interests of the students as they advance from a foundation in general education to specialized preparation in the manifold occupations -- agricultural, industrial, commercial, domestic and professional -- of modern society."

RIGHT AND OBLIGATION TO WORK

Let us now consider the third significant provision. In Article 27, the Constitutional guarantee of the "right and obligation to work" recognizes the fact that in a democracy each person contributes according to his ability to the welfare of all. The term, "work", as used here, applies to the efforts of the teacher, doctor, lawyer, businessman, musician, as well as of the farmer, fisherman, carpenter or bookkeeper. Persons in each of these occupations work to provide useful goods or services of some kind, to the general welfare.

In the case of persons who are physically handicapped, through accident, war or other causes, it is obvious that their "right to work" is inseparable from "their right to receive an education correspondent to their ability." Vocational education to fit the special needs of these people is a social obligation and an economic necessity. Unless these handicapped persons are given training for useful employment in an occupation suited to their limited and special abilities their "right to work" would have little meaning for them.

Article 27 also provides that the "Standards for wages, hours, rest and other working conditions shall be fixed by law." For young people the Constitution makes a further stipulation that "children shall not be exploited." The latter provision is not intended to deny young people opportunities to engage in useful and productive employment. On the contrary, it is intended specifically to direct attention (as Dr. Minobe explains it) to the fact that "the ability of children to

work has natural limitation, therefore their working conditions should be adapted to their working ability. Compelling them to work in excess of what is deemed reasonable should not be permitted. Concrete stipulations should be provided by law."

EDUCATION AND WORK

Actual work-experience has long been valued as an important factor in the total educational program of young people. In fact, the apprenticeship system was the first educational institution which prepared young people for the learned professions as well as for the skilled arts and crafts. However, with the introduction of power machinery, apprenticeship tended to degenerate into a much too convenient means of exploiting children. The new Constitution is directed against such practices. Progressive industrialized nations have revitalized their apprenticeship training systems. Through the action of joint committees representing employers, labor, and education, they have established national standards for apprentice training and employment. For the same purpose, steps are now being taken to draft a plan of apprenticeship which will provide minimum standards for such training programs throughout Japan. The standards will concern hours, wages, working conditions, length of service and the courses of training to be received by the apprentices. A complete apprenticeship training program should include activities in practical and technical work, adapted to the needs of the particular trade being learned and also such general and cultural studies necessary for the personal development of the student and for good citizenship. It should include such subjects as Safety, Hygiene, Labor and Economic Relationships.

In many instances, the regular school system can participate in such a program by furnishing instruction in the technical and general subjects while commerce or industry provides the practical work-experiences.

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Similar programs can be developed on the cooperative part-time basis. In the latter plan, there are generally two comparable groups of students. While one is attending classes in the school, the other is engaging in practical training activities in the farm, factory, store, or other employment. At stipulated intervals — two weeks, four weeks, or other convenient periods, the two groups interchange. The advantages of such systems should not be overlooked in the development of vocational education in Japan, especially at this time when there is such a dearth of training equipment and teacher personnel available for courses conducted in the regular secondary schools. Also such plans offer opportunities for students to: gain practical experiences under actual employment conditions, help produce vitally needed goods, and add to the family income.

VOCATIONAL GUIDANCE AND VOCATIONAL EDUCATION

Vocational guidance and vocational education in the secondary schools can contribute much to the success of these "earn-while-you-learn" educational programs. The school, through its vocational guidance activities, can furnish the students with information regarding the various occupations and the opportunities for employment training and advancement in those occupations. By means of its vocational courses, the school can give students the knowledge and skills which will afford them advantageous entrance into the various available employments.

In order to give full meaning to the students' "Right and obligation to work", the public school system in a modern democratic society must extend its responsibility for the welfare of its students beyond the students' day of graduation or school-leaving. The school should provide these young people with not only preparation for a vocation but also the counselling placement and follow-up service necessary to assist them in finding suitable employments and making adjustments in them.

Today more than ever, there is a special need for a program of practical education, adjusted to modern social and economic needs. Current Japanese labor market reports call for trained hands and minds: to increase the productivity of farms and mines, to develop the forests and fisheries, to rebuild the power plants and textile mills, to rehabilitate transportation and communication equipment and to provide generally the goods and services needed for the social and economic reconstruction of Japan.

The U. S. Education Mission to Japan was fully aware of the importance of these social and economic factors in the development of a democratic program of education for Japan. In its report to General MacArthur, the Mission pointed out that "Japan needs trained hands, as well as educated minds to rebuild her homes, cities, factories and cultural institutions. There is no better guarantee for democracy in Japan than a body of skilled, employed and informed workmen. It is an asset no less moral than industrial".

For this democratic and functional program of education for Japan, the Constitution has provided a firm foundation. It is now for the citizens and the teachers to build the School.

Louis Q. Moss
Advisor on Adult Education
CI&E Sec. GHQ SCAP

18 February 47