

TRAINING SYSTEM OF THE LOCAL PUBLIC SERVICE PERSONNEL IN JAPAN

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1. Total View of the Training System

Japan adopts a two-tier system as its local government system. The country is divided into 47 prefectures and each prefecture is subdivided into municipalities. Under the Constitution and the laws, the relationship between the central government and the local governments, and the local government each other is regarded to be equal. The local governments, therefore, perform wider role compared with the other countries ranging from education, police, fire defence and water supply to public housing, industry development, infrastructure building and transportation.

Presently, there are approximately 3,230,000 local public service personnel (as of April 1, 1984), of whom 1,740,000 or 54% belong to the prefectural governments and 1,490,000 or 46% belong to the municipal governments or other kind of local governments.

Local public service personnel are employed and promoted based on the "merit system" which (1) promotes efficiency in local governments, (2) ensures fairness in local public personnel management, and (3) enhances morale of local public personnel.

In order to achieve the goal of the "merit system", the local governments should develop personnel ability through training. Local Public Service Law, which is the basic law stipulating the present local public service system in Japan, states that the personnel must be given opportunity to receive training for the purpose of development and improvement of their working efficiency (article 39).

While the appointing authorities of the local governments, which generally are the governors of the prefectures and the mayors of the

municipalities, are responsible for training, it does not necessarily mean that they have to conduct training themselves. Training is now usually carried out through:

① Internal Training:

(I) Institute training.

The training institute provides different courses based on the level of positions designed to provide high level knowledge and ability in specific fields such as law and economy, and specific service ability such as dealing with the public.

(II) Division / department training.

Each division and/or department has training programs to provide technical and/or practical knowledge and ability in specific working fields.

(III) On-the-job training (OJT)

In each working section training is always done through normal job activities.

② External Training:

(I) Training by contract.

Personnel may join training programs organized by other bodies and organizations.

(II) Training by assignment.

Personnel may be attached to national ministries, or attend university or specialized organizations, in Japan or overseas.

Educational personnel are trained somewhat differently. Since they have to study and train themselves constantly in order to perform their jobs sufficiently, they can, with approval of their principal or educational board, join training programs separated from their working place as long as separation does not affect their jobs of teaching. They can also take advantage of having long-term training while maintaining their current status.

The personnel commissions of the local governments, which are established in the prefectures and the major cities as neutral and expert organs to check the appointing authorities in the exercise of their personnel management, can recommend the appointing authorities with regard to the schedule and the way of training so that they can conduct effective and well-adjusted training programs.

2. Internal Training

As mentioned above, training of local public service personnel is

done through internal training and external training. This section deals with internal training, mainly focusing on the training in the prefectures (To, Do, Fu, Ken) and the designated cities(Shi).

(Note) Designated cities are different from ordinary cities in that they perform some important functions which otherwise are administered by the prefectures, and they are excepted from control by the governors. They are to be designated by cabinet orders and the population of them must be 500,000 or more respectively. Presently there are 10 designated cities, including Osaka, Yokohama, Nagoya and Kyoto.

(1) Institute Training

Staffs and Lecturers

Out of forty-seven prefectures and ten designated cities, forty - six prefectures and nine designated cities have their own training institutes, and the remaining two entities have training sections in the personnel management divisions. All of prefectures and designated cities have full-time staff members in charge of training management, and average number of full-time staffs is 12.8 (as of December 1981). It goes without saying that there is a big difference in the number of full-time staff among local governments mostly reflecting the size of their personnel, ranging from forty-eight staffs in Tokyo-To (77,000 general public service personnel) to five staffs in Ishikawa-Ken (5,000 general public service personnel.)

Nineteen prefectural training institutes or 40% of forty-seven prefectures have full-time institute lecturers, ranging from ten lecturers (Fukui-Ken) to one lecturer (Osaka-Fu, Fukuoka-Ken). No designated city has full-time institute lecturer. There seems to be considerable difficulty in training and securing lecturers from among their own officials because the selection method is not fully systemized. Many entities also point out the difficulty for eligible officials to handle both their own workload and lecturing, and the failure of some officials to fulfill the institute's training needs. Besides institute lecturers, government official of various fields and outside lecturers, such as university and college professors, instructors of private training institutes, join to lecturer. the main difficulties in securing outside lecturers are the lack of information of eligible lecturers, the shortage of adequate lecturers within a local community and budget limitations.

Training Management

Prefectures and designated cities use various methods to achieve effective and efficient training management, and the following general tendencies can be pointed out.

To evaluate training needs, most entities gather information through the distribution of questionnaires to trainees or solicitation of comments and suggestions from the immediate superiors of the trainees. Nearly half of prefectures and designated cities have established committees or councils on training management. One responsibility of these committees should be the comprehensive understanding of training needs.

Regarding the relationship between training and personnel management, many entities conduct training immediately after promotion. The exceptions are: entities with a special trainee program (trainees for certain courses are selected by examination), the results reflecting upon personnel management (Hyogo-Ken and Kagawa-Ken); entities making training attendance requisite for promotion, or a decisive measure for promotion (Tokyo-To, Okayama-Ken, Yokohama-Shi and Hiroshima-Shi); entities conducting training immediately before promotion (Tokyo-To and Kobe-Shi); and Osaka-Fu which regards certain special training courses as important factors in personnel appointment (e.g. those who complete a foreign language course or experience overseas training are likely to be posted in the International Exchange Section).

In spite of these various efforts, not a few entities point out that problems in the area of training management pose a serious threat to the effective execution of training activities. The most frequently voiced problem is the shortage of opportunity for discussion and coordination between the training agencies in the planning stage and the lack of follow up on the effects of training. The following table tells the result of the survey with regard to the main issues in arranging and executing training.

Table 1 The Main Issues of Training Arrangements and Execution

1. Training Program Planning:	
(Obstacles at the planning stage)	
• Difficulties in securing lecturers	12 entities
• Difficulties in comprehending the exact training needs	12 entities
• Lack of opportunities for coordination and cooperation among the training-related sections	10 entities
• Difficulties in executing training courses related to the actual needs	9 entities
• Facility and equipment limitations	9 entities

• Difficulties in following up the effects of training (Regarding the contents of the training)	7 entities
• Outdated or unbalanced content and methods of the institute training	6 entities
• Lack of organic correlation or systematization of training courses	5 entities
2. Lecturers(from among the entity officials)	
• Difficulties in training and securing the official-lecturers because of the demands of everyday work	23 entities
• Inability of lecturers to fulfill the institute's sophisticated training needs	17 entities
• Difficulties in securing official-lecturers with specialized knowledge and training techniques for a long period due to frequent personnel changes	15 entities
• Lack of a systematic approach to foster and secure official-lecturers	12 entities
• Lack of a positive, workshop atmosphere to receive the official-lecturers	7 entities
• Budget limitations(e.g. lecturer training costs or lecturer fees)	2 entities
3. Outside Lecturers	
• Budget limitations	20 entities
• Shortage of eligible lecturers in the local community	18 entities
• Lack of information regarding eligible lecturers	14 entities
• Geographic limitations hampering the invitation of lecturers from outside the prefecture	14 entities
• Difficulties in securing lecturers suitable to specific training objectives	12 entities
• Incompatibility with main business of the eligible lecturer	8 entities

Notes: Source: Local Autonomy College(December, 1981)

Actual Training Activities

In FY 1980, as many as 139,900 or 23% of total general public service personnel (excluding police, fire and educational personnel) were offered training in the training institutes of their governments. This means that one of every four officials had an opportunity to participation the training program in a year. The annual number of the trainees did not always increase in the past 10 years. We could interpret that the training volume in the training institutes has already reached to the fairly good level as a whole.

In the case of institute training, each public entity uses a somewhat unique training structure, but generally speaking the main component is the training offered for each job level (e.g. the new employees, the elementary, middle and senior job categories, supervisors and managers). Trainings of this type comprise 78.1 percent (the national average) of all the institute training activities. At the same time, an increasingly larger number of entities use special training (voluntary attendance or for specially selected trainees) to fulfill diversified or more specialized training needs. There also are the entities which offer courses for multileveled trainees from ordinary workers to section chiefs, to develop a common understanding between different job levels through discussions of, for example, local policy issues or problems within specific working areas.

These new training forms reflect the positive attitude of public entities to innovate the training program content and methods and thereby cope with the more diversified and sophisticated training needs. Efforts made in this area include:

- ① Many public entities offer training courses with actual local issues to be discussed or exercised in seminar style.
- ② Various unique training programs are designed to improve the working environment. Among them are: courses to train leaders to assist the new employees, courses to promote a mutual stimulation and sense of unity by setting up a "miniature workshop" involving not only section chiefs but also ordinary workers, courses to improve human relations within the working area by enhancing sensitivity.
- ③ "Experience" training courses, such as job participation in social welfare facilities and short-term attendance at the firemen's college, are becoming popular. Trainees are expected to acquire an in-depth understanding of, and a real empathy with different public services by actual experience.
- ④ There are those experimental cases which try to reach beyond the traditional boundary of personnel training and heighten the sensitivity of the trainee toward public opinion through direct contacts with the local population. Some prefectures organize training courses in the form of public seminars open not only to their own personnel but also to the municipal personnel within them and the local population. There also are entities which include interviews with citizens as a part of the training curriculum to encourage personnel awareness of the public attitude toward local public administration and local policies.

⑤ There are training courses to further understanding of the local environment, traditions and culture, and to uplift the overall cultural level of local public service personnel.

⑥ Other unique training efforts include course on anticorruption and other ethical issues and courses which promote active participation by personnel by allowing them to select the discussion themes on their own .

As previously mentioned, various experiments are also taking place in the area of training class formation, such as mixed classes to develop mutual understanding between different job levels and organization of joint training for prefectural level and municipal level personnel.

Figure 1 depicts one example of training program structure in the prefecture. The general training (shown in the figure) is the obligatory training courses organized for each job level.

Training in the Municipalities

On the municipal level, 33 cities (Shi) or 5.2% of all cities (excluding designated cities) have their training institutes, and 228 cities or 35.8% have full-time staff members in charge of training management. No town (Cho)/ village (Son) has its training institute, but 56 towns / villages or 2.1% of all towns / villages have full-time training staff (as of November, 1980). Those municipalities without their own training institutes generally secure their training by requesting the appropriate organs like prefectural training institutes or associations of municipalities to conduct training courses for them, and some of those municipalities jointly establish wider-area training institutes.

Prefectures offer various forms of assistance such as providing lecturers, offering training space and teaching material and supplying information. There also are many prefectures taking the initiative to promote municipal level training by forming joint committees with municipalities or liaisons with training management sections.

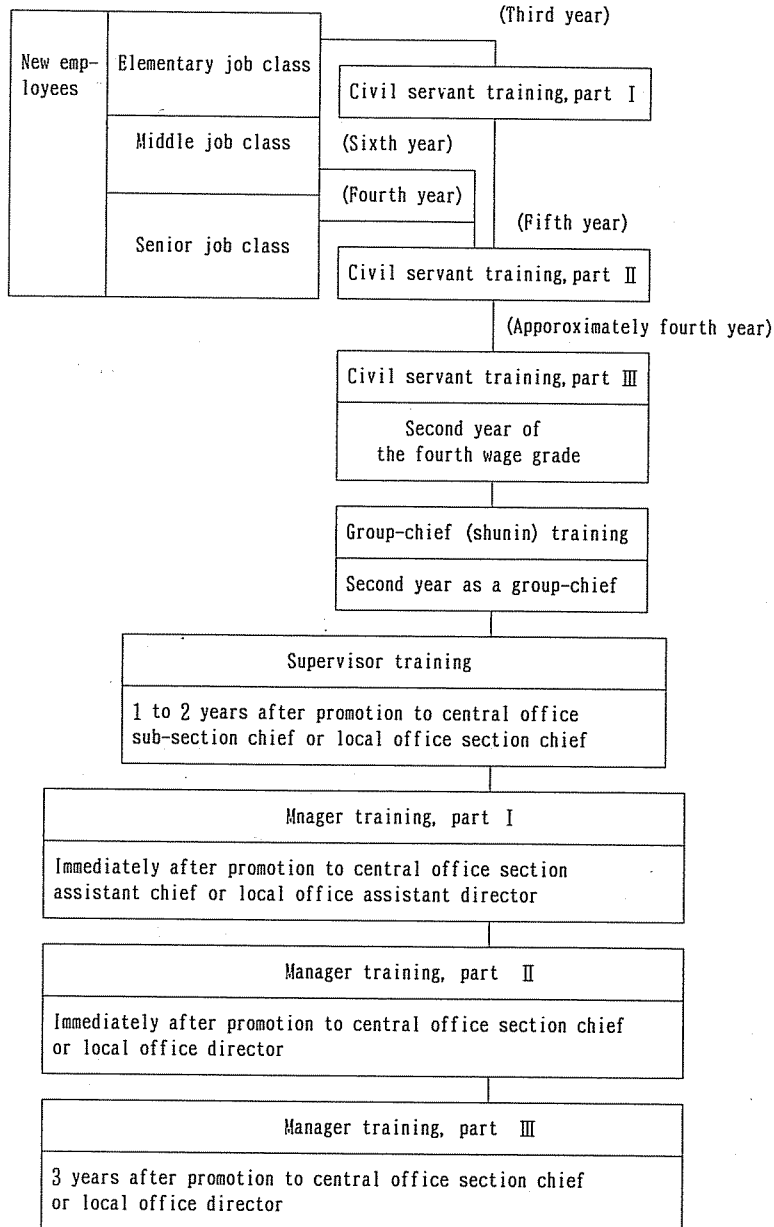
(2) Division / Department Training

Division / department training is a collective training conducted within a division / department, and it usually deals with the specialized or practical knowledge and skills required in a specific job area of each division / department.

There are cases, however, when these subjects are incorporated in an institute curriculum, and cases in reverse when a division / department training encompasses the training for each job level. In

Figure 1 Training Program Structure in Hyogo-Ken
(General training)

(Special training)



the case of Tokyo-To, a separate managerial team is appointed for each division / department and an independent facility for division / department training is established.

Many public entities are putting more stress on division / department training, reflecting the diversification and sophistication of training needs of these days.

(3) On-the-Job Training

On-the-job training naturally assumes various forms according to job content; therefore difficult to describe in general term.

Improvement of on-the-job training depends chiefly on the attitude of supervisors and managers, and the training institutes use several measures to promote training in this area. Besides stressing the importance of on-the-job training in the supervisory and managerial training courses, the training institutes offer leader training courses, make training manuals for supervisors and managers and provide various kinds of assistance for the execution of on-the-job Training. Other measures to promote on-the-job training include the regular submission of training activity reports, the appointment of a staff to take charge of on-the-job training and the establishment of a special promotion month.

The most conspicuous problems in this area, however, are the lack of interest on the part of both the management and the ordinary workers, a negative working environment, the shortage of on-the-job training leaders, the difficulty of providing continuous training because of excessive workloads and other factors, and the lack of coordination between on-the-job training and institute training programs.

Table 2 Main Issues in On-the-job Training

• Importance of on-the-job training not fully recognized by supervisors and managers	15 entities
• Lack of favorable working environment	8 entities
• Excessive routine work	8 entities
• Lack of organic correlation between on-the-job training and institute training	6 entities
• Lack of positive attitude among ordinary workers	5 entities
• Shortage of training leaders	5 entities
• Lack of practical manuals	5 entities

Note: Source: Local Autonomy College (February, 1981)

3. External Training

Though prefectures and municipalities arrange various kinds of training courses in their bodies, they can not necessarily meet all of the training needs, particularly such as obtaining upper level knowledge and highly advanced or specialized technique. In order to make up these training needs, they request other bodies or training organizations to train their personnel.

Training of this type includes: sending personnel to training courses offered by national training facilities, other local governments and private training organizations; offering personnel the experience of the everyday operation of national government agencies, other local governments and private companies and organizations; sending personnel to universities, graduate schools and other research organizations for study and research; and offering the opportunity for overseas experience, thus developing an international attitude and broader perspective.

Training organized by prefectures for municipal level personnel belongs to this category. Forty-two out of forty-seven prefectures have training of this type, and 2,337 municipalities or 71.5% participate. Training focuses on supervisory training (sub-section chief level) offered by thirty-three prefectures and managerial training (section chiefs and above) offered by thirty-one prefectures. Leader training (to cultivate personnel training program leaders and managerial staff, including on-the-job training programs) and various specialized training courses are also offered. Training of this type, therefore, plays an important role in dealing with the more sophisticated or specialized subjects too difficult to handle on the municipal level.

There are many prefectures sending personnel to private companies or to other local governments to acquire the necessary knowledge and skills and by experiencing different working environments, thus encourage personnel to gain insights. The overseas training program is also very actively promoted; a total of 822 personnel of the prefectures and designated city level were sent abroad in FY 1981.

Table 3 Training by Contract / Assignment

Categories		Training by contract	Training by assignment						
			Routine work training				Overseas training	Others	
			Central government agencies	Other local public entities	Private companies	Others		Universities and graduate schools	Other research organizations and laboratories
Number of entities	Prefectures	47	31	10	2	10	47	21	16
	Designated cities	10	4	1	1	2	10	6	1
	Total	57	35	11	3	12	57	27	17
Number of trainees	Prefectures	2,558	123	97	22	70	729	128	140
	Designated cities	500	26	3	2	3	93	20	3
	Total	3,058	149	100	24	73	822	148	143

Note: (1) Source : Local Autonomy College (FY 1980, excepting the overseas training related figures which are in FY 1981.)

(2) In the "training by contract," personnel attend training courses offered by national or private training organizations.

(3) The "routine work training" aims to develop personnel's ability through routine work experience in various outside organizations.

Table 4 Overseas Training

Duration		Less than 2 weeks	2 weeks to 1 month	1 to 3 months	3 to 6 months	over 6 months	Total
Categories							
Number of cases		158 (29.5) %	345 (64.5) %	20 (3.8) %	5 (0.9) %	7 (1.3) %	535 (100.0) %
Items	Prefectures (cases)	151 (32.6)	294 (63.5)	12 (2.6)	0 (0)	6 (1.3)	463 (100.0)
	Designated cities (cases)	7 (9.7)	51 (70.8)	8 (11.1)	5 (7.0)	1 (1.4)	72 (100.0)

4. Local Autonomy College

(1) Establishment

After the second World War, the central government decentralized some of its major functions to the prefectural and municipal level, as part of the reformation effort to democratize the Japanese policy. Prefectural governors, previously appointed, are now elected to office by popular vote. Responsibilities for the police, some educational functions, and the fire control were, then, transferred to the prefectural and municipal level.

Officials of the local governments assumed a wider range of responsibilities and more important duties than they did in the previous system. Consequently, there was an increased need for facilities and institutions to promote training for local public service personnel. It was in response to this need that the Local Autonomy College was established in the Ministry of Home Affairs under the provisions of the Local Autonomy College Establishment Law of 1953.

The Local Autonomy College began to offer training courses on October 1st, 1953. Its activities include both providing training for local public service personnel and conducting research on a variety of issues related to local government. It now occupies a central position in the field of local government training in Japan.

(2) Functions

The major function of this institute is to offer courses of advanced training to local public service personnel. In addition, the courses are also open to national public service personnel engaged in activities affecting local administration.

Other functions include:

- to conduct research on methods to improve training.
- to conduct basic research on local government.
- to provide technical assistance to training institutes on the local government level.

(3) Facilities

The campus covers an area of 7,170 square meters, and its facilities include a main building, an auditorium, a data building, a library, a tennis court and a dormitory. The main building has four floors and a basement, and has a total floor area of 3,283 square meters. In this building, there are two large and two medium-size lecture rooms, nine seminar rooms, a materials room, a meeting room

and administrative offices.

The library has a reading room, a bookroom and a periodical publication section and covers 138 square meters in total floor area. The library has approximately 12,000 Japanese books, 1,000 foreign books, 20,000 journals, newspapers and other materials. In addition, various statistics, documents and other basic materials on local public administration can be accessed at the Data Section of the Local Government Research and Data Center, which is located in the Data Building.

(4) Outline of Training Courses

The Local Autonomy College offers seven courses: Courses I, II, III and a Course for Director-Generals (General Courses); and Prefectural and Municipal Tax Administration Courses, and a Public Enterprise Course, and a Training Experts Course (Special Courses).

Outline of these courses as of 1985 is as follows:

(I) General Courses

A Course I

Trainees ... Deputy division heads, section chiefs or the equivalent in the Prefectural and Designated City Governments.

Number of trainees .. 140

Period of training... 6 months

Subjects

(a) Subjects concerning Laws and Economics

Constitution, Public Administrative Law, Civil Law, Legislation, Political Science, Sociology, Economics, Public Finance, Statistics, Accounting, Psychology, and Modern History of Social Thought.

(b) Subjects concerning Local Government

Local Autonomy System and Local Autonomy Law, Local Public Finance System, Local Public Service Personnel System, Local Tax Administration System, Election System, Local Public Enterprise System, Principles for Local Government Administration, Public Administrative Management, Seminars on Local Government, Regional Development Policy, Environmental Pollution Problems, Urban Administration, Rural Administration, Community Development, Citizen Participation, Administration of Major Ministries of The National Government.

(c) Subjects concerning Policy Sciences

- (d) Special Background Subjects
- B Course II
- Trainees...Section chiefs of Municipal Governments
- Number of trainees...140
- Period of training...3 months
- Subjects
- (a) Subjects concerning Law and Economics
- Constitution, Public Administrative Law, Civil Law, Economics, Legislation.
- (b) Subjects concerning Local Government
- Local Autonomy System and Local Autonomy Law, Local Public Finance System, Local Public Service Personnel System, Public Administrative Management, Seminars on Local Government, Regional Development Policy, Environmental Pollution Problems, Urban Administration, Rural Administration.
- (c) Special Background Subjects
- C Course III
- Trainees...
- A Group...Division heads of Prefectural and Designated City Governments
- B Group...Vice mayors, treasurers or other senior officers of Municipal Governments.
- Number of students...
- A Group = 60
- B Group = 120
- Period of training...1 month
- Subjects
- (a) Local Government Administration Subjects, Public Administrative Management Subjects, National Government Policies related to Local Government, Local Government System in Foreign Countries, Social Welfare Problems, Environmental Pollution Problems.
- (b) Special Background
- D Course for Director-Generals
- Trainees...Director-Generals of Prefectural and Designated City Governments
- Number of trainees...57
- Period of training...1 week
- Subjects

Current Major Issues on Local Government, National Government Political Situation, Current Trend of Economy and Public Finance, Special Topics on Management.

(II) Special Courses

A Tax Administration Course

Trainees...Senior tax officers of local governments

Number of trainees...140

Period of training...1 month

Subjects

Local Tax Law, Book-keeping, Accounting, Civil Law, Trend and Current Problems of Local Tax Administration, Disposing of Tax Delinquency, Immovables Registration Law, Administrative Litigation Law, Administrative Appeal Law, Income Tax Law, Corporation Tax Law, Income Investigation, Tax Collection, Seminars on Tax Administration, Special Background Subjects.

B Public Enterprise Course

Trainees...Senior officers of local governments engaged in activities concerning local public enterprises.

Number of trainees...50

Period of training...1 month

Subjects

Management Science, Management Analysis, Accounting, Charges for Government Services, Labour Relation Law, Problems of Public Service Personnel, Current Problems of Local Public Enterprise, Financial and Accounting System of Local Public Enterprise, Labor Management of Local Public Enterprise, Management of Public Water Supply, Management of Industrial Water Supply, Management of Public Hospital, Seminars on Local Public Enterprise, Special Background Subjects.

C Training Experts Course

Trainees...Senior officers of Local Governments who are in charge of in-service training.

Number of trainees...50

Period of training...3 weeks

Subjects

Principles of Education, Techniques of In-service Training, Planning and Implementing of Training Program, Technique of Lecture, Technique of Seminar, Method of utilizing the Audio-Visual Equipments, On-the-job Training, Case Study.

(5) Research and Publication

The Local Autonomy College conducts research on the courses and methods of in-house training either independently or in cooperation with the Association of Local Training Officers. The results are printed and distributed to local training institutes for the improvement of their training systems.

The Local Autonomy College also publishes a monthly journal, "Jichi-Kenshu" (In-Service Training in Local Government), which is designed to be a helpful guide to the training institutes of local governments and those concerned with local government administration.

(6) International Cooperation

The Local Autonomy College is active in the field of international cooperation as well. It is a member of such international organization on local government as EROPA (Eastern Regional Organization for Public Administration, headquartered in Manila, Philippines) and IULA (International Union of Local Authorities, headquartered in Hague, Netherlands), and EROPA Local Government Centre is attached to the College.

Once a year, the Local Autonomy College offers a three-month "Group Training Course in Local Government" for public officials in developing countries in cooperation with JICA (Japan International Cooperation Agency). The purpose of this program is to contribute to the promotion of local government in developing countries.

5. Central Training Institute for the Municipal Government Personnel

Since there are as many as some 2,500 municipalities in Japan, the Local Autonomy College which accepts about 700 municipal government personnel as its trainees annually is regarded to be insufficient to meet the ever-increasing training needs of the whole municipal governments. Presently, the enthusiastic project to newly build a central training institute exclusively for the municipal government personnel is in progress. Different from the Local Autonomy College which is established in the central government, the new central training institute will be established by the three national organizations of municipalities (Japan Association of City Mayors, Japan National Association of Towns and Villages and Japan Municipal Development Corporation), and its construction cost will be funded from the municipal lottery income through Japan Municipal Development Corporation.

In order to share the responsibility to meet the training needs of municipal governments, the new central training institute will be to take a role of conducting rather short-term (about one week) training courses in specific fields, such as budget making, election administration, public relations, personnel management, while the Local Autonomy College is mainly in charge of conducting long-term (three months, six months) training courses in general fields. In this context, training courses on tax administration and public enterprise which are currently offered by the Local Autonomy College are to be transferred to the new central training institute. The new central training institute is expected to accept up to 8,000 trainees in a year.

The new central training institute will be located in the suburbs of Tokyo, and be open in autumn, 1987.

6. The Main Problems of the Training Programs

As described in the preceding sections, the local governments are making efforts to meet the increasing demand for training by arranging efficient programs. The actual training activities take various forms depending on organizational scale, administrative environment and other local factors. However, there are several common problems which must be solved to improve and strengthen the training programs.

The following can be pointed out with regard to these programs.

(1) The Lack of Comprehensive Systematization

Training objectives can be effectively achieved only when the role of each training course (institute training, division/department training, on-the-job training and external training) is clearly differentiated and organically correlated on the basis of an accurate comprehension of training needs. The establishment of this type of comprehensive training system is impeded by two obstacles.

① There is no system to comprehensively evaluate training needs. Particularly inadequate is the examination of training needs from the perspective of long-term development and utilization of human resources. The responsibility of each training program in this respect is not explicitly defined.

② The role of various training courses as components of a comprehensive training system is unclear, resulting in insufficient correlation among them.

(2) Inadequate Coordination and Cooperation

Coordination and cooperation among the organization in charge of the training programs, the personnel section and all working areas are

essential in each training stage from planning and execution to results evaluation and utilization. There is still much room for improvement in this area.

① In the planning stage, less than 50 percent of prefectures and designated cities have committees or councils to coordinate training programs and secure entity-wide cooperation. Even existing committees do not always function properly.

② In the execution stage, the importance of personnel training is not fully recognized. This sometimes results in lack of motivation by workers to attend courses, the weak support of superior officials, and difficulties in securing lecturers from within their bodies. There also are several cases in which the management's lack of recognition of the importance of on-the-job training leads to a deficiency of the well-planned, long-term training courses of this type.

③ The evaluation of the effects of training upon everyday work performance is unsatisfactory because of the lack of coordination with, and eventually the insufficient feedback from, the working areas. Also there is not enough coordination between the training organization and the personnel section. As a result, the potential and aptitude of the personnel and the nature of the training activities in which they participate are not fully communicated to the personnel management. At the same time, the training needs of personnel management are not accurately understood.

(3) Outdated Training Content and Methods

The training content and methods must be continuously improved in response to quickly changing training needs and environment. Although each local government is evidently aware of this necessity, there are not a few cases in which much-needed review is neglected and outdated content and methods is still used. Generally speaking, the increasingly diversified and sophisticated training needs are not yet sufficiently met. Specifically, there are many entities still to organize effective training courses for the older or the highly educated personnel.

(4) Incomplete Arrangements for Training

The issues in this area include: the shortage of managerial staff both in number and quality, the shortage of space and deterioration of existing training facilities, and training budget limitations which cause the problems in developing teaching materials and having lecturers. It is essential to secure able lecturers from both the public and private sector, yet there are many entities lacking an

effective system to do so.

(5) Problems in the Municipal Level Personnel Training Program

Training activities at this level take more diversified forms than those of the prefectural and designated city level. Some entities can not even conduct independent training courses, and many problems remain to be solved for the execution of "well-planned and systematic" training.

① Though there are some exceptions, the importance of personnel training is generally underrated. The municipal level training is partly sponsored by outside organizations and agencies. This is one reason why the entities at this level tend to regard training activities as "someone else's" responsibility.

② Though the involvement of many outside organizations is inevitable, the functions of these organizations are unclear, resulting in a lack of coordination and cooperation among them.

③ A related problem is incomplete arrangements for training, which are partly caused by the vagueness of the functional differentiation described. This is particularly evident in the area of wide-area joint training courses. To train the necessary managerial staff and lecturers is urgent.