

Makuhari Event Hall:

It has an arena floor space of about 3,100 m^2 , a maximum highest ceiling of about 27 m and accommodations for 9,000 people.

Various events can be performed including meeting, concerts, fashion shows and sports events.

Information Service System:

Includes 16-screen multiplex television, a CATV system set in the International Exhibition Hall, and audio-visual equipment including video projectors and VTRS.

Makuhari-City: Integrated with

Educational District, including the Broadcasting University, Overseas Vocational Training Association, Kanada Foreign Language College and high schools.

Business city acting as a high-end business zone, including the Makuhari Techno Garden, World Business Garden, BMW Japan Corporation, IBM Japan Ltd., Canon

Sales Co. and more than 30 enterprises headquarters.

Town Center: Commerce, business, service functions and culture will be built to create a culture center at the new city.

New Life City and Residential Areas:

Includes an habitational complex for people of all ages.

Park and green areas:

A network of greenery around the already completed Makuhari Seaside Park and the Messe Mall has been established to create an enjoyable city atmosphere.

3. Conclusions

Makuhari Project was for me, a remarkable experience, since I had a complete view of the hole process of planification and building, applied at a great city construction.

NO. 2-1 1ST REPORT ABOUT THE ON
THE SPOT STUDY ECONOMIC PLANNING AGENCY

Nov., 1ST

by Teresa Maria Evangelista Vieira Stefan
(Brazil)

- External organ of the Prime Minister's Office and headed by a Minister of State.
- Connected directly with the Prime Minister's Office
- Functions: establishment of policies on the economic planning for Japan
- Composition: Minister's Secutariat
 - Coordination Bureau
 - Social Policy Bureau
 - Price Bureau
 - Planning Bureau
 - Research Bureau
 - Economic Research Institute
 - Affiliated Public Cooperation
- Main goals:
 1. Draft the Economic Outlook as a guideline for Managing the Economy
 2. Develop Separate Measures:
 - Consumer Policy
 - Resources and Energy Conservation Policies
 - Policy of improving leisure time activities and living environment
 3. Survey and analysis of the People's Welfare
 4. Promote Overseas Economic Cooperation
 5. Draft a long-term Vision of the People's Welfare
 6. Watcher of Regulated Prices
- Basic Role of Japan's Economic Plans:
 1. Chart a shape of the future socio-economy which is both desirable and

feasible.

2. Decide the basic direction of the government's management of the economy over the medium or long term.
3. Set up guidelines for households and business.
4. In the process of plan preparation, coordinate interest among various ministries and agencies.

— Economic plans are discussed and drawn up in the "Economic Council", an advisory organ to the Prime Minister.

— Major aims of the five-year economic plan ("Economic Management within Global Context"), formulated in May 1988;

1. Reducing the massive external imbalances and contribute to a better world.
2. Creating diverse lifestyle and better quality of life.
3. Facilitating industrial restructuring and promoting balanced socio-economic development nationwide.

NO. 2-2 2ND. "ON THE SPOT STUDY MINISTRY OF HOME AFFAIRS" (November, 2)

by Teresa Maria Evangelista Vieira Stefan
(Brazil)

Local Public Entities (according to the Local Autonomy Law)

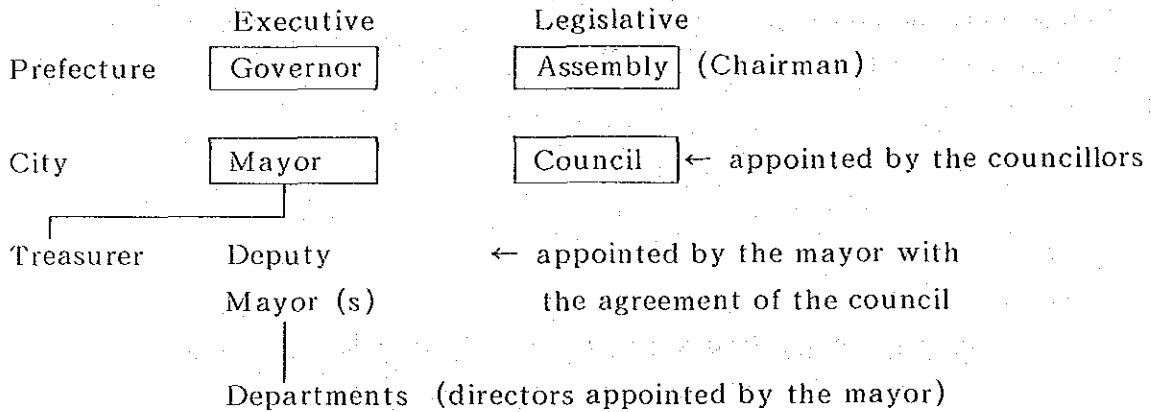
• Ordinary Local Public Entities	}	Prefectures (Prefectures (Governor)
		47
	}	Municipalities
		3,245
		{ Cities (Mayor) *1 Towns Villages

Special Local Public Entities { Special Words
 Cooperatives of Local Public Entities
 Corporations for Local Public Works
 Property Wards

*1 Most responsibilities among this group

Local Authorities • General competences
 • Free to carry out new tasks according to their local environment
 (e.g. prepare the place for the aged society)

– Relationship between the Executive and Legislative Branches



→ elected by popular secret vote

– Election → Governor
 Mayor
 Head of Village and Towns } Directly, by popular secret vote

– Electoral district: 1 city → 1 prefecture councillor
 towns + villages → 1 prefecture councillor

– Government system: Local level → presidential system
 General level → parliamentary system

– The elections for mayor and governor aren't necessary at the same time.

— Actual strategy: more emphasis on municipalities

Local Public Finance in Japan

Net total volume (as fiscal 1985) :

Reverces	57,472.6 billion
Expenditures	56,293.5 billion

Prefectures	{ Revenue	30,780.3 billion
	{ Expenditures	30,430.9 billion

Municipalities	{ Revenue	29,537.7 billion
	{ Expenditures	28,707.7 billion

Tokyo Metropolitan Government (as 1985) : 3,965,620 million

Sources of Revenue: Local taxes
Local transfer taxes
Local allocation taxes
National government disbursement
Local loans
Others

Principal national taxes (collected directly by the central government) :

• Income tax	} Direct taxes
• Consumption tax *2	
• Corporation tax	
• Inheritance tax	
• Gift tax	

• Liquor tax	} Indirect taxes
• Tabacco tax	
• Gasoline tax	
• Local road tax	
• Others (19)	

*2 3%, introduced on April, 1989

Local Taxes (collected directly by the local government) : a little part is given as a contribution to the central government

— Nowadays, it's observed the transference of a big amount of money from the central government to the local government, for:

1. Specif. Grant (for specific purposes)

32% of the: income tax

corporation tax

1/4 of the: liquor tax, consumption tax

tobacco tax

2. Local allocation tax (a kind of general grant)

— Distribution among prefectures and municipalities:

According to

Basic Financial Needs – Basic Financial Revenues

The result is normally deficiency, and the total of the deficiency is bigger than the local allocation tax. So it's needed one adjustment through certain coefficient (frequently around 0.99 ...)

There are many factors used for calculating "basic financial needs" of local authorities, like police expenses, public works expenses, education expenses, welfare and labor expenses, industry and economy expenses, debt charge and others.

Each year the Ministry of Home Affairs presents to the Ministry of Finances the plan of the taxes distribution.

NO. 3-1 ECONOMIC PLANNING AGENCY – E.P.A.

by Dominguez Lira Jose Sergio
(Chile)

Purpose

I'm working as Deputy Director in Legal Affairs Department of National Planification Office (ODPUAN) therefore for me it's too much interesting to visit this agency personally and see on it the process of the economic guideline are made; how is the relation between budget and indicative plan, and between this one and regional plans or other.

Comments

In Chile the plan it's made by National Planification Office according the Budget Bureau, belong of Finances Minister. There is subject to the President of Republic approval, without participation of private sector.

In Japan the process starts with an inquiry by the Prime Minister, each five years, according the other plans of foreign development countries.

The Economic Council integrated by private sector representatives has a important participation in that process.

Beside the council, several committees and subcommittees are formed under the council and they deal with specific issues.

Discussions are supported by drafting and protection works by the staff at E.P.A. in cooperation with others Government ministries.

Annually in Japan the council makes an annual report on the economic environment and actual performance of the plan.

In Chile, annually ODEPUAN subject to the President of Republic the "Ministerial Programs", which are general indications for public sector.

Both, Japan and Chile plans are indicatives and may be modified according to new circumstances.

Relations with others plans is very strong and they must assure adequate consistency with the economic plan.

Final Remarks

The visit was very interesting for me, because will give me opportunity to transfer to my country my own new experience and a lot of knowledge got in Japan about its planning system.

Particularly was interesting to know the participation of private sector in the process of making indicator plan.

Finally, I want to thankful for the special attentions given us by Mr. Sakamoto.

NO. 3-2 MINISTRY OF HOME AFFAIRS

by Dominguez Lira Jose Sergio
(Chile)

Purpose

My intention was to know the internal organization of Public Service in Japan and the relations between National and local authorities because in my country we are studying some modification of our internal administrative organization.

Comments

A local public entity is a corporation created on the basis of specified areas within natural territory.

A local public entity in Japan is given the status of a public corporation by the Local Autonomy Law.

The Local Autonomy Law divides local public entities into two major categories: ordinary local public entities and special local public entities.

The Ordinary Local Public Entities are divided into Prefectures (47) and Municipalities (3,263). The latter are divided into cities (662), Towns (2,005) and villages (596).

The internal organization of Prefectures is: Governor, Vice Governor and belong there a lot of Department.

The internal organization of cities is: Mayor, elected by people. Deputy Mayor, appointed by Mayor with approval of the council (legislative branch of cities); Deputy Department, appointed by Mayor -- Beside of Mayor and belonging to Mayor are several committees.

The Public Administration of Japan consists of the national administration undertaken directly by the central government and local administration undertaken by local entities. Some affairs, such as foreign affairs, defence and jurisdiction, are, because of their nature, undertaken exclusively by the central government.

In addition are a lot of local public enterprises.

In order at finances in Japan exist: a general account, as public services (policies and others) and a special account (electricity, hospital, etc.).

The expenditure of general account it's divided into capital expenditure and current expenditure.

In Chile the national government is divided into Regions (13) , under the intendants (appointed directly by the president of republic) and these into provinces, under governorators (appointed by each intendent) .

The local government is divided into regions and these into municipalites, under mayor, each one.

In order a Finances we have included only general account, doesn't exist special account.

Final Remarks

I want to thank for the opportunity that Ministry of Home Affairs gave me to know the Japanese domestic government system and specially to Mr. Yamashita for his cordial reception and extraordinary explanation.

I'm sure that will be very useful for all of participants assisted.

NO. 4 REPORT OF THE "ON THE SPOT STUDY"
PRIME MINISTER'S OFFICE

by Moustafa Mahmoud El Sayed Ali
(Egypt)

Purpose: To add knowledge about the role of the cabinet in Japan and the cabinet secretariat (the organization and the functions)

1. The Cabinet

The cabinet represents the executive power and it consists of the Prime Minister who is its head, and other Ministers of State, as provided by law.

The Prime Minister and other Ministers of State must be civilians.

The Prime Minister is designated from among the members of the Diet by resolution of the Diet. This designation precedes all other business.

The cabinet, in the exercise of executive power is collectively responsible to the Diet.

The cabinet, in addition to other general administrative functions performs the following functions:

- Administer the law faithfully; conduct affairs of state.
- Manage foreign affairs
- Conclude treaties
- Administer the civil service
- Prepare the budget, and present it to the Diet
- Enact cabinet orders in order to execute the provisions of the constitution and of the law

2. The Cabinet Secretariat

The Cabinet Secretariat consists of the Cabinet Counsellors' Office, the Cabinet Councillor's Office on International Affairs, the Cabinet Councillor's Office on External affairs, the Cabinet Security Affairs Office, the Cabinet Public Relations Office and the Cabinet Information Research Office.

The Cabinet Secretariat is in charge of the following affairs:

- general affairs related to the cabinet
- coordination and integration of administrative measures of Ministries and Agencies for the purpose of maintaining uniformity of the government measures.
- general affairs related to the Security Council of Japan
- collection and investigation of information concerning the important policies of the Cabinet.

Comment:

The role of the cabinet in Japan is similar to the role of the cabinet in Egypt because each of them represents the executive power. The organization of the cabinet in Japan is not exactly like in Egypt, but there is a big similarity in the functions of the cabinet secretariat in both countries.

NO. 5 SUMMARY REPORT OF "ON THE SPOT STUDY"

by Nurhakim
(Indonesia)

I. Nov. 1st, 1989

10:00 A.M.

- Visited the Fire Defence Agency
- Information was given by Mr. Tohma and Mr. Hitoshi Kimura about organization and functions of Fire Defence Agency of Ministry of Home Affairs
- Watched video programme
- Some questions about organization and function of Fire Defence Agency.

14:00 P.M.

- Visited the Tokyo Fire Department
- Information was given by Assistant Chief of Tokyo Fire Department about history, data of Tokyo city, organization and functions of Tokyo Fire Department
- Some questions about organization and functions of helicopter unit, high rise building problems, and others
- Visited the Data Processing Section
- Mr. Nakajo, Fire Chief of Tokyo Fire Department received me and gave a governor for Fire Chief of Jakarta Fire Service

II. Nov. 2nd, 1989

- Visited the Johtoh Fire Station
- Mr. Futao Akama, chief of the fire station gave information about organizations and function of Johtoh Fire Station.
- Information about one of high buildings located at Sky-City on fire on August 24th, 1989 (24th floor on fire)
- Visited the high rise building (on fire on August 24th and I received information by details.

My impression and opinion

I was very glad and satisfy to have the information about organization, function of Fire Defence Agency, Tokyo Fire Department and Johtoh Fire Station. It was very useful for me and for my country.

NO. 6-1 ON THE SPOT STUDY REPORT

by Choi, Gil Su
(Korea)

1. Date & place: Nov. 1st 1989, NPA

2. Explainer: Mr. Fujiwara

3. Contents of Explanation

- 1) Organization and personnel
- 2) Type of exam: level 1, level 2, level 3
- 3) Appointments, promotions, and guarantee of status actions
- 4) Training and development, duties and disciplinary actions
- 5) Salary, working hours, leave and retirement
- 6) appeal & grievance procedure

The study was made as a form of asking and answer.

It was a good chance to know, what I was anxious to know more.

NO. 6--2 SUMMARY REPORT "ON THE SPOT STUDY"

by Choi, Gil Su
(Korea)

1. Date & Place: Nov. 2nd, 1989 -- Agency of Science & Technology
2. Explainer: Mr. Fujida, Deputy Director of General Coordination Division
3. Contents of explanation
 - 1) Organization and personnel: 6 bureau (30 division)
Advisory organs, public corporations
 - 2) The general development of S & T administration
 - 3) Promotion of international cooperation
 - 4) Provision of a foundation for research and development
 - 5) Promotion of R & D in advanced and vital S & T fields
 - 6) Budget of the S.T.A. for fiscal year 1989
 - 7) Outline of public corporations
 - 8) History of S.T.A.
 - 9) Procedure of S & T policy making

Mr. Fujida explained about the overall of S & T in detail.

So I am very grateful to him, I am sure it will be very helpful for my work.

NO. 7-1 SUMMARY REPORT "ON THE SPOT STUDY"

by Ohifemen Aikhoje psc
(Nigeria)

My on the Spot Study which is a requirement for participants of the Seminar on National Govt. Administration was carried out at the National Police Agency Tokyo. I visited the Tokyo Metropolitan Police where I was well received and had very useful discussions in general terms. It could be recalled that I had earlier sent in some questionnaires which were well attended to. The following specific areas were visited.

- (a) Tokyo Metropolitan Traffic Control Center. Here I was exposed to the traffic problems and how they are controlled within the Tokyo Metropolitan Traffic congestion is a major problem for the TMP.
- (b) Communication Centre also within the metropolice was visited. Here communications of all respects of police duties and also with the public is well coordinated.

- (c) Another place visited was a typical Police Box formation in Shibuya. Here I had the first hand experience of seeing the JP at work. I had some rounds of talks with the officials after the visit. From our discussions, it would appear that some of the problems facing the TMP are:

- Traffic congestion
- Juvenile delinquency
- Drug abuse especially in the areas of the use of stimulants
- Minor incidents of fighting and stealing

Later in the day I visited the National Police Agency HQ where I was received by some high ranking officials. Also our discussions here were frank and cordial. I was exposed to all I want to know. An emblem of the JP was presented to me.

NO. 7-2 ON THE SPOT STUDY

by Ohifemen Aikhoje psc
(Nigeria)

I visited the National Defence Tokyo in continuation of my on the spot study on 2. 11. 89. I was received by officials of the Agency including the Director of Personnel; Director External Relations and Secretary General of the Agency.

Discussions were held and ideas and information exchanged. Major areas discussed related policy and organisations of the Japanese Self Defence Force. I took the opportunity to explain the Military Structure in Nigeria to the officials.

Generally, it was a very usefull experience.

NO. 8 A REPORT ON THE ON-THE-SPOT STUDY
FOR THE SEMINAR ON NATIONAL
GOVERNMENT ADMINISTRATION

by Nicanor L. Torres Jr.
(Philippines)

Summary

The visit to the Office of the Cabinet Secretariat was quite informative. Mr. Tsunaki Masatoshi, Vice-Counselor of Personnel Section of the Cabinet Secretariat met and briefed as on the organizational structure and functions of the Cabinet Secretariat of Japan. Mr. Tsunaki highlighted the following points;

1. The Cabinet was created by the Constitution of Japan but the Cabinet Secretariat was established through a Cabinet Order.
2. The Cabinet Secretariat performs primarily coordinative functions and serves as the link between the Executive (Prime Minister and the Cabinet) and the Legislature (Diet). It has a total of 300 personnel of which only 30% belong to the Cabinet Secretariat proper who work full time while 70% came from various Ministries who work part-time in the Cabinet Secretariat.
3. The Cabinet Secretariat consists of several offices which were created to assist in carrying out the day-to-day operations of the Secretariat. These offices are staffed by full time and part-time personnel. Agency representation in these offices is generally based on historical precedence.
4. The General Cabinet Secretary is a very influential position. The one who holds this position is conferred a Cabinet Minister status.
5. the Cabinet Secretariat utilizes various conflict-resolution mechanisms. Issues and problems involving several agencies are discussed and resolved at lower levels through ad-hoc committees, working groups and inter-agency meetings. Pressure groups are also utilized. This is working favorably for the Cabinet since only the critical and substantive matters are raised to its level for resolution.

Comments

In general, the agency visit was educational and enlightening. Through exchange of information on the Cabinet systems of Japan and the Philippines revealed similarities as well as differences in the systems of the two countries. For instance, the functions of the Cabinet Secretariat of Japan are quite similar to those of the Cabinet Secretariat of the Philippines in that both are coordinative in nature. It was also noted the position of Cabinet Secretary/Head Cabinet Secretariat in both countries is a very influential position. In both countries, said position is conferred a Cabinet Minister/Cabinet Secretary status and holders of such position have direct access to the Prime Minister/President. Moreover, the Cabinet Secretariat in both countries wield considerable influence over other agencies of gov't. because of their functions relative to the review of proposals submitted for Cabinet decision on consideration. However, unlike the Cabinet Secretariat of Japan, the Cabinet Secretariat in the Philippines is staffed by a small group of personnel (only as compared to Japan's 300). Relatedly the Cabinet Secretariat in the Philippines reports only to the President while that of Japan is supervised jointly by the Prime Minister and the Diet.

Certain observations can be made from the visit. First, the fruitful exchange of views has been greatly limited by "language problem." In many instances, questions and comments have to be repeated or interpreted and this took a lot of the time. Despite such efforts, much of the clarificatory questions raised were left unanswered. Second, much are left to be desired in the manner in which the discussions was carried out. A systematic approach would have seen for the host agency to make a briefing based on the areas of interests previously indicated. However, as it turned out, there was hardly a briefing and discussion drifted from one topic to another and little efforts were made to bring such topics together. The absence of a framework/structure for discussion made the meeting rather confusing. Third, the host agency seemed to be unprepared. It was observed that the speaker often referred to books and documents whenever he is asked questions. Perhaps the problem lies in the choice of the speaker. It was noted that Mr. Tsunaki's work in the Cabinet Secretariat involves personnel administration and as such he may not be on top of the details of the work of the Secretariat. A more senior officer and one who really knows the "ins and outs" of the operations of the Cabinet Secretariat should have been sent for the meeting.

Notwithstanding the abovementioned observations, I still consider the visit to the Cabinet Secretariat very useful.

NO. 9 REPORT OF THE ON-THE-SPOT STUDY

by Mohammed Aldayel
(Saudi Arabia)

The National Personnel Authority (N.P.A.) and Management and Coordination Agency (M.C.A.) were my focus for the on-the-spot study.

National Personnel Authority (N.P.A.)

N.P.A. is quite familiar to me because same lectures are given about the N.P.A. in the beginning of our seminar.

In the on-the spot study there is much information introduced to me by N.P.A. members.

1. The salary system is divided to 12 grades from 1—3 entrance level, from 4—6 unit chief, from 7—9 assistant director and from 10—11 Division director.
2. Recruitment is composed of the recruitment policy division and examination D and four principle examination officers.
3. Scrap and build system (5% reduction within 5 years).
4. Promotion of personal is based on a competitive examination (Merit System).
5. Job rotation is needed in order to get experience before promoting.
6. Retirement age for all public employees are 60 years old. Some of the employees resign before 60 years old.
7. Panishment and disciplinary, the employee has the right to appeal to the court if he is not satisfied with the decision made by (N.P.A.).
8. Offices system and condition.
9. Classification by job title.

The discussion was very good and interesting to me, and the people in N.P.A. was very kind and helpfull.

The personnel system in Japan is similar with Saudi Arabia system except the salary system we have 16 grades and 10 pay steps.

Management and Coordination Agency (M.C.A.)

We discuss two bureaus

- Administration Inspection Bureau (A.I.B.)
- Administration Management Bureau (A.M.B.)

— (A.I.B.) function:

- Inspection of the activities of administrative organization and making recommendations.
- Investigation of activities of public corporations.
- Exercise of good offices to settle citizen's complaints concerning the activities of administrative organizations

Administrative Management Bureau

A.M.B. functions:

- Improve the management in the government
- Development of advanced and efficient administrative information systems
- Promotion of efficient use of computers and office automation among ministries and agencies
- Operation of the inter-ministerial computer center
- Protection of personal data

Our discussion could be summarized as follows

- Scrap and build system
- Sunset system (New) appear other should disappear
- Information system (computer)

I appreciated very much the opportunity you gave me to visit this two organs and the experience was very valuable.

NO. 10-1 REPORT ON ON-THE-SPOT STUDY AT
NATIONAL PERSONNEL AUTHORITY

by Lim Theam Siew
(Singapore)

1. Introduction

1.1 The on-the-spot study at the National Personnel Authority took place on the morning of 1 Nov. '89. A total of 6 participants of the Seminar on National Government Administration were involved. Representing the NPA was Mr. Fujiwara, Director of International Affairs, Bureau of Administration, NPA.

1.2 As Mr. Fujiwara had already given an overview of the work and activities of the NPA, it was agreed that the on-the-spot study should take the form of questions and answers and discussions on specific areas in more detail. A summary of the discussions follows.

2. Position Classification

2.1 In response to a request for more details, Mr. Fujiwara explained how the position classification system in the Japanese Civil Service works. For example, grades 1, 2 and 3 are the entry grades for candidates who pass the levels III, II and I Entrance Examinations respectively. Grades 4, 5 and 6 are for the Unit chiefs, grades 7, 8 and 9 are for the Assistant Divisional Directors and grades 10 and 11 for the Divisional Directors. The Administrative Vice Minister (or secretary-General) is the highest level for career civil servants.

2.2 According to Mr. Fujiwara, the pace of promotion is very much determined once an official has passed the Entrance Examination. For example, an official who passes a Level I Examination knows that he will eventually reach grade 10 or 11, and for the exceptional performers, they can reach the level of Administrative Vice Minister. Such a predictable career path is made possible by the constant lateral movements of service officials to public corporations to make way for

the younger officials; the seniority system; and the importance accorded to the need for 'harmony' among the civil service work force. It was pointed out that this 'almost guaranteed' system of advancement is possible perhaps also because of the very strict system of selecting candidates through examinations to ensure that only the best are recruited. The successful candidates, therefore, feel they are equally qualified and have equal chances for promotion. The situation was compared with most other countries where promotions are not guaranteed and where very often, the poorer performers are left behind while their colleagues advance. Mr. Fujiwara clarified that the seniority system guarantees promotion to grades 4, 5 and 6. After that, the performance of the officials does also count towards further promotion.

2.3 Mr. Fujiwara also explained that in the Japanese Civil Service, classification is by position title and not strictly according to the responsibilities of the job. Most of the positions in fact do not have clear and detailed job descriptions. However, there is some linkage between the position title and the job content.

2.4 We were also told that the position of 'counsellor' was created because there is not enough positions of Divisional Directors and officials are promoted to the position of counsellor, which is equivalent to the level of the Divisional Director, to avoid morale problems. The alternative of creating more Divisional Directors is not feasible as it would lead to a diffusion of responsibility. One problem of the creation of counsellor positions is that often, counsellors have only advisory roles and only do not have the same level of responsibility as the Divisional Directors although they may be of the same grade. Mr. Fujiwara also explained that Divisional Directors of the more important Divisions (for example, those with co-ordinating functions such as Personnel at Budget Divisions) generally are of a higher grade, i.e. grade 11, than Directors of the regular Divisions.

3. Personnel Reduction Programme

3.1 It was explained that since 1968, the Japanese Civil Service had been following a personnel reduction programme to keep its manpower levels manageable. Under the programme, the Management and Co-ordination Agency require each ministry to reduce its staffing level by 5% over 5 years (i.e. 1% per year). The ministry then has to justify if it cannot meet the target percentage. Reduction of

manpower is achieved through natural decrease (through retirement, resignation etc.). With this programme, between 1968–1988, more than 35,000 posts had been abolished.

4. De-Centralisation of Personnel Management

4.1 Mr. Fujiwara pointed out that personnel management functions have been fully de-centralised to the individual ministries, which have the authority to appoint and promote and take disciplinary action against its employees. The NPA's roles are essentially to set and maintain standards, and to resolve any grievances. The NPA, however, adjudicates only after an action has been taken by the ministry concerned, and a report from the ministry is sent to the NPA. The NPA can either approve, nullify or modify the action of the ministry. The decision of the NPA cannot be challenged by the ministry, but the employee may take the case to court if he is not satisfied with the decision.

5. Conclusion

5.1 The on-the-spot study at NPA, although very short (half a day), was useful in clarifying several issues and going into more detail in those areas which the participants were interested in. As a 'follow-up' to Mr. Fujiwara's earlier lecture to us, I think the on-the-spot study has achieved my objective of finding out more details in areas not covered in the lecture.

NO. 10-2 REPORT OF ON-THE-SPOT STUDY AT MANAGEMENT & COORDINATION AGENCY

by Lim Theam Siew
(Singapore)

1. Introduction

1.1 A total of 3 participants were involved in the on-the-spot study at the Management and Co-ordination Agency (MCA) on the morning of 2 Nov. '89. The study took the form of briefing by 2 officials from MCA. In Part I of the briefing, Mr. Osamu Watarai briefed us on the work of the Administrative Management Bureau and the Administrative Inspection Bureau. In Part II, Mr. Tomohiro Ohashi gave us a briefing on the work of the Government Information Systems Division.

2. Administrative Management Bureau (AMB)

2.1 Mr. Watarai explained that the work of the AMB includes the planning and promotion of administrative reforms as well as the control over organization structures and staffing levels.

2.2 As for the mechanism for controlling organization structures, each ministry which intends to establish a new organizational unit (secretariat or bureau) will have to submit the proposal to the AMB. A 'scrap and build' policy is followed under which for each new bureau established, another bureau must be abolished so that the total number is maintained and expansion of the ministry (in terms of number of secretariats and bureaus) is controlled. From 1979-1989, as a result of the 'scrap and build' policy, the total number of secretariats and bureaus has remained stabilized at 128, which is the number prescribed in the law.

2.3 Another way of controlling the organization of each ministry is through Cabinet decisions. From 1984-1988, as a result of Cabinet's decisions, the number of Divisions were reduced from 240 to 116. Mr. Watarai also explained that any

establishment of a new Division is usually implemented only 2 years later in accordance with the 'sunset' policy of gradual change. Also, the decisions on 'scrap and build' policy are reached after agreement between MCA and the ministry concerned has been reached.

2.4 On the AMB's role of controlling the staffing level, the AMB first decides on the maximum number of staff a ministry should have. Under the Personnel Reduction Plan introduced in 1968, each ministry is expected to reduce its staffing level by 5% over 5 years. The number of staff to be reduced is announced to each ministry which then checks its organization and job contents to determine if and how many staff can be reduced. The number to be reduced is then negotiated with the AMB. Any reduction in staff is achieved through retirements and transfers and not through dismissals. Reduction in staffing level could be brought about through several ways, e.g. reduced need for the function, greater efficiency through compensation etc., and contracting out the job to the private sector.

3. Administrative Inspection Bureau (AIM)

3.1 The AIB inspects all activities and programmes in ministries and agencies to improve government operations. This is done through inspectors stationed in branches throughout Japan. The AIB decides on the items to be inspected or surveyed. The inspections are then carried out by Prefecture Level Offices (there are 39, with 12-16 inspectors in each) and by Regional Level Bureaus (there are 8, with 50-60 staff in each). The data, opinions and tentative recommendations are submitted to the central office which examines them and then makes the final recommendations for discussion with the ministry concerned. The inspectors do not have the authority to force the ministry to accept the recommendations. They can only advise and help implement the recommendations. According to Mr. Watarai, over 90% of the AIB's recommendations have been implemented in the past.

4. Government Information Systems

4.1 The Government Information Systems (GIS) Division of MCA is responsible for the management and co-ordination of information systems in government. Mr. Ohashi explained that originally, the emphasis of his staff was an Organization and Methods (O&M). Later, the focus shifted to computerized information systems

with the coming of the computer age.

4.2 The MCA works very closely with ministries to help promote the use of Information Technology (IT). MCA also works with Budget Division to help evaluate ministries proposals on IT matters. This way, MCA can provide inputs to Budget Division on whether the systems proposed are necessary, and also identify the need for co-ordination with other ministries. The MCA also makes use of Cabinet decisions on administrative reforms (which are issued every year) to promote the use of computerisation.

4.3 The computerisation of government operations is largely decentralized with each ministry having its own computer system. There is an inter-ministerial or national computer center under the GIS Division which maintains data common to all ministries. One of the concerns of MCA is to allow each ministry to directly access the databases in the national computer center through the ministry's own computer. Problems of compatibility have to be addressed. The Division is also responsible for systems and procedural improvements through office automation.

5. Conclusion

5.1 As I work in a department which is responsible for improving the efficiency and effectiveness of government operations, the work of the AMB, AIB and GIS division is of great interest to me. The roles of the AMB in controlling the organizations of ministries and the staffing levels are especially relevant as the Civil Service in my country faces a similar task of keeping the Service small and trim. I was also interested in knowing more about the types of inspections carried out by the AIB, what approach on methodology were used and the outcomes of the inspections carried out in recent years. However, because the on-the-spot study only lasted 2 hours, there was insufficient time to discuss these in more detail. Instead, I was given a copy of one of MCA's publications which outlines some of the actual inspections done as well as the recommendations made. The publication was in Japanese, the relevant extracts need to be translated into English. Other documents and information on the book of the MCA were given to us and they were in English. I find them very comprehensive and useful in helping me understand the book of the MCA better.

**NO. 11-1 ON-THE-SPOT STUDY
NATIONAL PERSONNEL AUTHORITY**

by Cyril Pallegedara
(Sri Lanka)

We had very good introduction and discussion with Mr. Fujiwara, Director of International Affairs, Bureau of Administration, N.P.A. was very important and effective. It was focused on the functions of N.P.A., its relationship with Ministries and other Agencies.

National Personal Authority is quite familiar to participants because some lectures and study tours were arranged by N.P.A. officials. N.P.A. is generally known by all public employee as the Central Personnel Agency. There is such organization in Sri Lanka named the Ministry of Public Administration.

In the on-the-spot study, there are two parts given to us by N.P.A. They are (a) Reading materials, (b) Presentations and discussion. It has covered all the activities of N.P.A.

- ① National Public Law which mentioned that employment of Personnel shall be carried out on the basis of examinations results, and the records of work performance and the evaluation of other demonstrated abilities. Specially it must be based on merit system.
- ② The recruitment and Separation Procedures — the focuses are on entrance examination method of examination type and eligible lists.
- ③ National Public employees and local public employers (both regular service and special service) .
- ④ Promotion of personnel is based on a competitive examination among employees holding a lower position level than the one under consideration or an evaluation procedure utilizing the past records of candidates. In selecting the candidate the following factors are considered (a) seniority, (b) capability, (c) aptitude and attitude, (d) knowledge, (e) skills.
- ⑤ Rotation are necessary for public employees according to the concepts of life time employment in order to get more experience before promotions to be top executives.
- ⑥ Scheme of Compensation also had been discussed. The various allowances besides salary are such as end-of-term allowance, dilligent allowance, trans-

portation allowance, etc. mentioned. The new employees will get salary according to the examination they got through.

- ⑦ Retirement age for all public officials are at 60 years old. Some special cases may be recommended to resign before 60 years old.
- ⑧ In order to train and educate administrative officers who can respond to the need for internalization the NPA dispatches personnel overseas for training. The specialized training programmes are carried out by each ministry and agency.
- ⑨ Disciplinary action — Public Service Personnel must serve the entire people of Japan and must strive their utmost to perform their duties. This dictum is based on the principle embodied in the Constitution of country which ordains that Civil Service Personnel must be public servants of the entire nation. Therefore, public employees have the right to send their disciplinary case to counts if they are not satisfied with the division made by Authority.

The main ideas from the topics which were discussed with Mr. Fujiwara are as follows:

- ① Performance and experience are most capabilities to get promotions.
- ② Entrance examinations are very critical.
- ③ Job security is insured by the government.
- ④ It is needed career development and rotational service to get promotion.
- ⑤ transfers of inter Ministries or inter Agencies are not encouraged by N.P.A.
- ⑥ There is no accountancy Service in public service.
- ⑦ Every civil service officer must learn how to do clerical works at beginning.
- ⑧ N.P.A. can modify multiply or approve the decision made against a public servant by particular ministry or agency.
- ⑨ Position classification is not carried out in the public agencies even though they try to bring them to be used since 1953. This is because job concept of Japanese Public Agencies is team approach. No job description for each officer. There is only vague description of work only.
- ⑩ Pension will be given after the officials work for 25 years and it will be given 4 times a year.
- ⑪ There is a programme for total number of manpower of public service reduced at a rate of 1% each year.

Finally I was impressed with the sound discussion made by Mr. Fujiwara. It was systematically presented and revealed all ideas about National Personnel Authority. I hope most of ideas which I learn from N.P.A. to use practically in my country.

NO. 11-2 ON-THE-SPOT STUDY
MINISTRY OF HOME AFFAIRS

by Cyril Pallegedara
(Sri Lanka)

We had very good discussion with Mr. Shigeru Yamashita, Director Regional Policy Division, Ministry of Home Affairs and also Deputy Director, Hiroshi Ikawa, Deputy Director personnel Division.

Ministry of Home Affairs is the executive branch and its Minister is a Cabinet member. The Minister's Secretariat consists of the General Affairs Division, the Archives Division, the Accounts Division, the Regional Development Division, and the Policy Planning Division. The role of the Ministry of Home Affairs in the National Government is to coordinate and liaise between the central Government and local government. It also supports and develops local self governments, directs the implementation of policies concerning administration and finance and the public office elections law.

Organization of the Ministry of Home Affairs

(1) The Secretariat

(2) Local Administration Bureau

- Public services
- Personnel department
- Election department

(3) Local Finance Bureau

- Local Finance Division
- Local Allocation Tax Division
- Local Bond Division
- First Public Enterprise Division
- Second Public Enterprise Division
- Finance Research and Guidance Division

- (4) Local Tax Bureau
- Local Tax Planning Division
 - Prefectural Tax Division
 - Municipal Tax Division
 - Fixed Property Tax Division

- (5) Fire Defence Agency
- General Affairs Division
 - Fire Defence Division
 - Fire Prevention Division
 - Dangerous Objects Regulation Division
 - Disaster Prevention Division
 - Ambulance and Rescue Service Division

Classification of Local Public Entities

According to the Constitution of Japan Organization and operations of Local Public entities shall be fixed by law in accordance with the principle of Local Autonomy Article 92 provides for the basic principle of Local Government System.

The local self government system in accordance with the provisions of the Constitution is established by the followings basic laws.

- Local Autonomy Law
- Local Public Service Law
- Local Finance Law
- Local Tax Law
- Public Officers Election Law
- Local Public Enterprise Law

Subdivisions of the categories are as follows:

1. Ordinary Local Public Entities

Prefectures	47	To	1
		Do	1
		Fu	2
		Ken	43
Municipalities	3,253	Shi	652 (cities)
		Cho	2,005 (towns)
		Son	596 (villages)

2. Special Local Public Entities	
Special Wards	23
Cooperatives of Local P.E.	2,918
Cooperations for Local Public Wards	14
Property Wards	4,641

Ordinary local public entities are general local public entities pertaining to the whole country. Special Wards, Cooperatives of Local public entities, Property Wards and Local Development Cooperations were created for a specific purpose. So they are not nation-wide.

Prefectures governed by Governors and Municipalities by Mayors. Both are elected by popular vote.

A local public entity consists of an assembly as its legislative organ and head executive and administrative committees as executive organs. The governor in the case of a prefecture, the mayor in the case of municipality.

Election System

The local government system of Japan is based upon the concept of residents autonomy which means that local administration should be carried out according to the needs and desires of the local public and under their responsibility.

For the elections of members of the house of representatives and members of house of councillors and also local government elections every Japanese citizen over the age of 20 years has voting power.

The relationship between the Central Government and local governments:

- Local governments created by national government by laws
- Established on the principle of cooperation and minimum intervention by the central government into the administration of local affairs
- Provides assistance for efficiency in local administration
- Maintain financial supervision
- Delegates national functions of the executive organs

Personnel System

All public officials are servants of the whole community and not of any group there of. The states and working conditions of local public employees are guaranteed by National Statutes and by laws. They have equal opportunity for entering into civil service and the merit system.

Local public personnel lies in the security of political neutrality of local public personnel.

The local public services are divided into regular public service and special public service.

Classification of personnel

- (1) Ordinary civil service
- (2) Public educational service
- (3) Police personnel
- (4) Fire-prevention personnel
- (5) Local public enterprise personnel
- (6) Unskilled labour personnel

Procedure of Appointment

Appointment of the personnel shall be made in accordance with the provisions of the law on the basis of the record of examination, merits in the performance of duty, and ability.

General View

With comparing Ministry of Home Affairs of my country there are several differences as follows.

- (1) In Srilanka under Ministry of Home Affairs the departments and agencies are
 - Kachcheries — There are about 25 kachcheries in the whole country. District administration activities are undertaken by Kachchery. It is like a government department.
 - Department of Registrar General
All birth, death and marriages are registered by this department.
 - Department of Rural Development
- (2) We have separate department for election activities. Commissioner of election directly under supervision of Executive President. All election activities undertaken by election law.

(3) We have separate ministry for the local government activities. And local administration system also differs from Japanese system.

In this on the spot study I learned lot of ideas and views from Ministry of Home affairs officials. I hope it will help to my future works and also my personnel career development.

NO. 12-1 ON-THE SPOT STUDY REPORT

by Sima Simananta
(Thailand)

Summary of the Study

1. Director Fujiwara welcomed 5 participants of the Seminar composing of Mr. Choi from Korea, Mr. Aldayel from Saudi Arabia, Mr. Lim from Singapore, and Mr. Sima from Thailand. Questions and Subjects of interest had been sent to NPA in advance. Therefore Mr. Fujiwara answered and gave explanation's to the queries accordingly.

2. The following topics were discussed:

2.1 Position classification especially, Administrative Service Scheme

2.2 Entrance examination procedures

2.3 Appointment & promotion procedures

2.4 Establishment of new positions

2.5 Disciplinary actions

2.6 Retirement system

Impression & Remarks:

1. On-the-Spot Study at NPA was very useful to participants because they could probe deeply into the principles, traditions, pros-and-cons of each system and procedure. Also as a small group, the participants could discuss freely with the resource person.

2. The resource person, Mr. Fujiwara, explained very well with superb command of English and his thorough knowledge in public personnel administration. Aside from answering questions, he encouraged participants to discuss their own systems for exchanging point-of-views.

3. With person-to-person contact, it is expected that cooperation and exchanging of ideas and documents between NPA of Japan and each participant's organization will be carried out vastly through this channel in the future.

NO. 12-2 ON-THE-SPOT STUDY REPORT

by Sima Simananta
(Thailand)

Summary of the Study:

1. Three participants from the Seminar composing of Mr. Aldayel from Saudi Arabia, Mr. Lim from Singapore and Mr. Sima from Thailand visited MCA for on-the-spot study on November 2, 1989 from 10:00 to 12:30 o'clock.
2. The following topics were discussed:
 - 2.1 Organizational structure and major functions of MCA
 - 2.2 Control of number of government officials
 - 2.3 Scrap & Build policy
 - 2.4 Reorganization process
 - 2.5 Administrative inspection function of MCA
 - 2.6 Development of Government Information System
 - 2.7 Information sharing among ministries
 - 2.8 Information sharing between governmental agencies and private sector

Impression & Remarks:

1. Resources persons were very well-prepared and willingly explained interested subjects to participants. Necessary documents were also provided.
2. Since MCA is responsible for public administration at policy level, such as

policy for reorganization of governmental agencies and controlling of staff number, it is suggested that those topics be included in the content of the next Seminar on National Government Administration.

NO. 13-1 SUMMARY REPORT FOR ON-THE-SPOT STUDY
(THE NATIONAL PERSONNEL AUTHORITY)

by Osman Güneş
(Turkey)

I have been to the National Personnel Authority for my on-the-spot study on 1st November 1989. I had a lecture about the Japanese National Civil Service System, given by Mr. Fujiwara, Director of the International Affairs, Bureau of Administration.

First of all, I should indicate that the NPA members were very kind and helpful. I almost had all information what I need about national civil service system.

It is notable and very important that NPA is an independent organization and carries out its duties without getting any orders or instructions from any other authorities. The personnel administration of the National Government is regulated by the "National Public Service Law." Local government's personnel are administered by the "Local Public Service Law."

I mentioned that the "National Public Service Law" provides security and guaranty of civil service employees. This law has reasonable rules about disciplinary action, service discipline, efficiency and training. On-the-Job Training (OJT), Off-the-Job Training (Off-JT) and job rotation are other notable issues. I understood that the Institute of Public Administration plays very important role about training of employees.

In my opinion, another important point is that, when an employee has been subjected to a demotion, dismissal, temporary retirement, disciplinary action or other adverse action, he or she can appeal to the NPA. The NPA sets up a Board of Equity consisting of three committee members, and investigates the case. NPA may approve, revise or void the decision in the original action. When the employee is dissatisfied with this judgement, he or she can receive a legal judgement in a court of law.

Finally NPA has a big power and also responsibility for all National Civil Service issues, NPA is an independent organ which is under the auspices of the Cabinet.

At the end of my report I would like to thank all members of the National Personnel Authority for their kindly help.

NO. 13-2 SUMMARY REPORT FOR ON-THE-SPOT STUDY
(THE MINISTRY OF HOME AFFAIRS)

by Osman Güneş
(Turkey)

I went to the Ministry of Home Affairs for my on-the-spot study on 2nd November 1989. I met Mr. Yamashita, Director of Regional Policy Division, Minister's Secretariat and got general information about the Japanese administrative system.

I had basic information pertaining to the classification and organs of local public entities, relationship between the Central Government and Local governments. We discussed duties discharged by local public bodies.

I realized that the most important local governments are municipalities. However, prefectures are upper level local governments, whereas municipalities are grassroots level local governments. The "general competence system" is carried out in Japan.

Some basic information was given about local public finance and local public service personnel in Japan, by Mr. Yamashita. I understood that there are two kinds of financial transfer from national government to the local governments. One of them is specific grants, the other is general grants which is called local allocation tax. The criterion about distribution of local allocation tax is the basic local financial needs and basic local financial revenues.

It is clear that some affairs such as foreign affairs, defence, jurisdiction, national transportation and communication, postal service are not handled by local public entities. However, in case of education, welfare services, health and hygiene, public works, industrial promotion, fire defence and police, that are closely linked to daily life, duties are shared by the Central Government and Local governments. Actual implementation of these fields of administration is mainly shared by prefectures and municipalities. The basic principle being that those fields of public administration, which have strong connection with the daily life of the general public, are to be undertaken by local public entities as much as possible, and the Central Government takes care of those fields that are beyond the ability of local public entities.

The duties of local public entities are discharged through the initiatives of

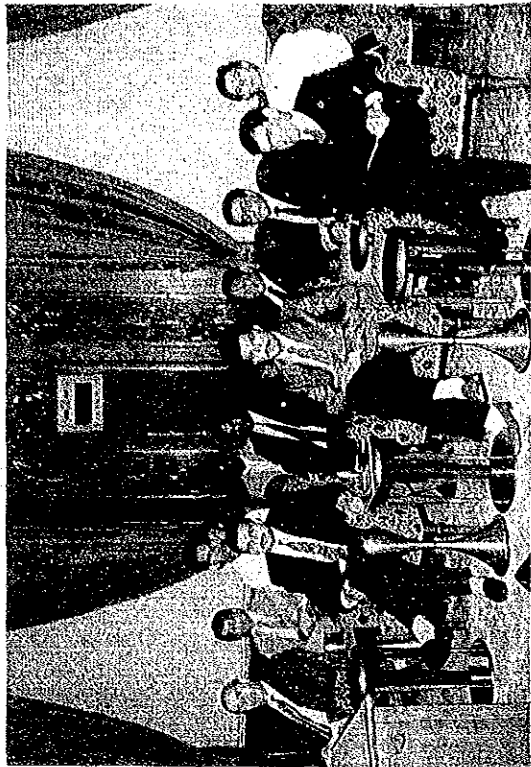
governors, mayors and members of assemblies who are elected by residents with due consideration for the public needs. Intervention of the Central Government is restricted to minimum necessary, to maintain a consistency in public administration, and for every intervention a separate legal mandate is required.

At the end of my report I would like to thank Mr. Yamashita and other members of the Ministry of Home Affairs for their kindly help.

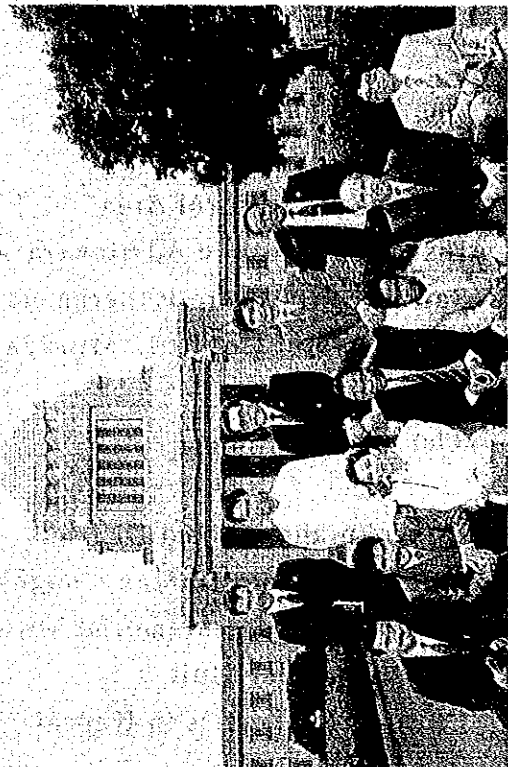
V. Observation and Study Tours

Observation Tours:

- (1) The National Diet
- (2) Saitama Prefectural Area
Institute of Public Administration, N.P.A.
Saitama Prefecture Experiment Station of Tea Industry
Nissan Motor Co. Ltd., Murayama Plant
- (3) The Imperial Palace
- (4) Chugoku and Kansai Districts
N.P.A. Regional Bureau Chugoku
Hiroshima Peace Memorial Museum
Hiroshima City Hall
Cultural Properties in Kansai



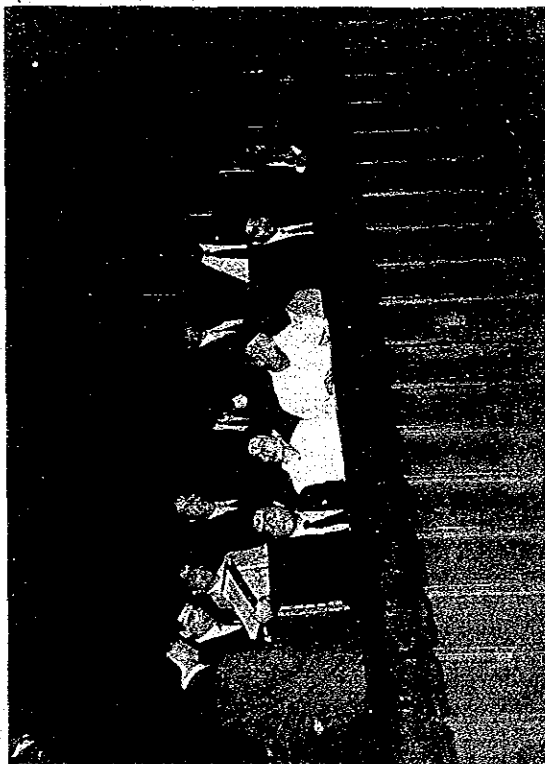
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1 - 4 The National Diet



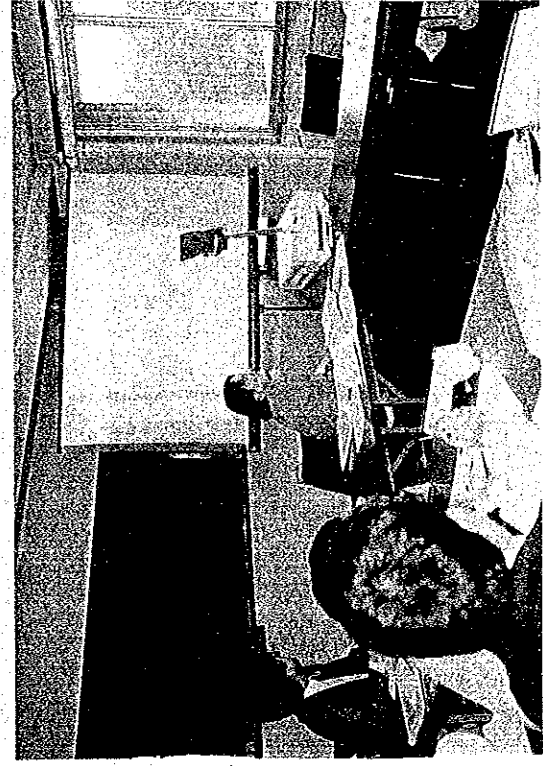
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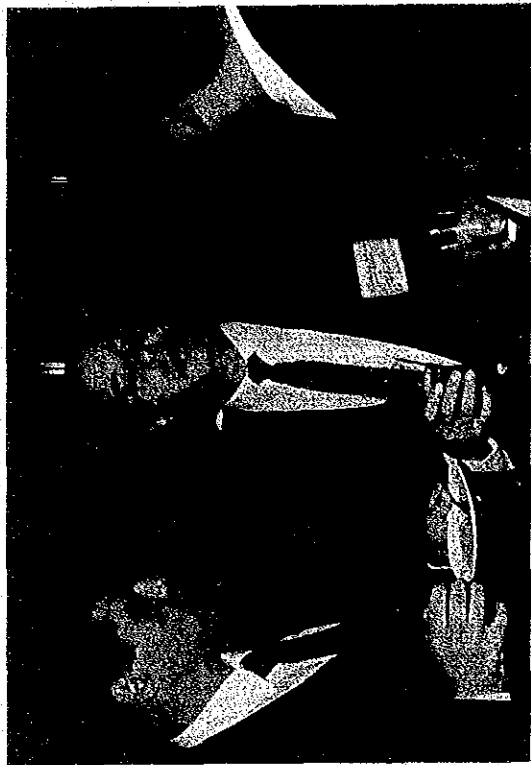


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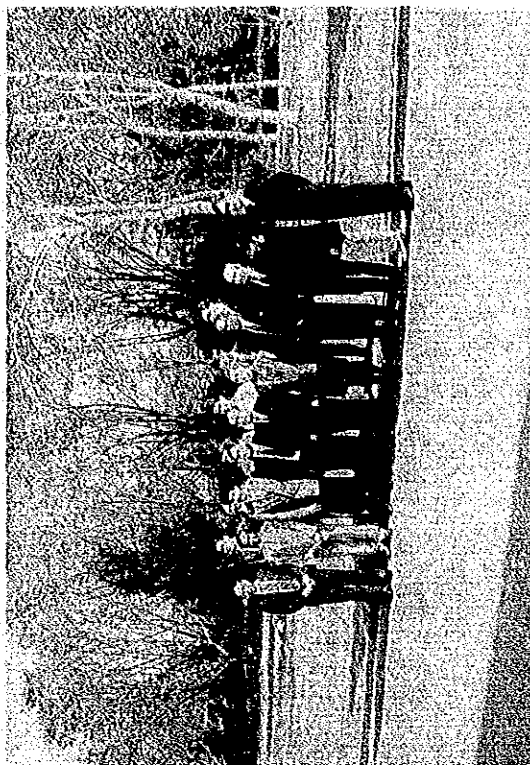


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5 - 8 Institute of Public Administration



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9 - 12 Institute of Public Administration



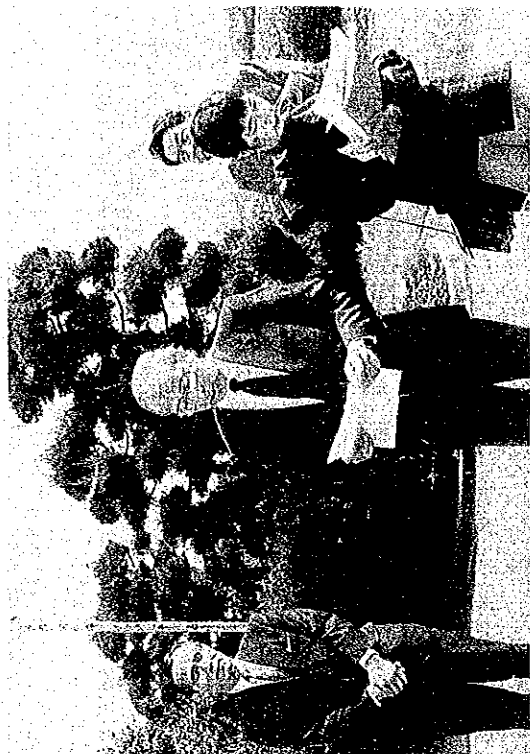
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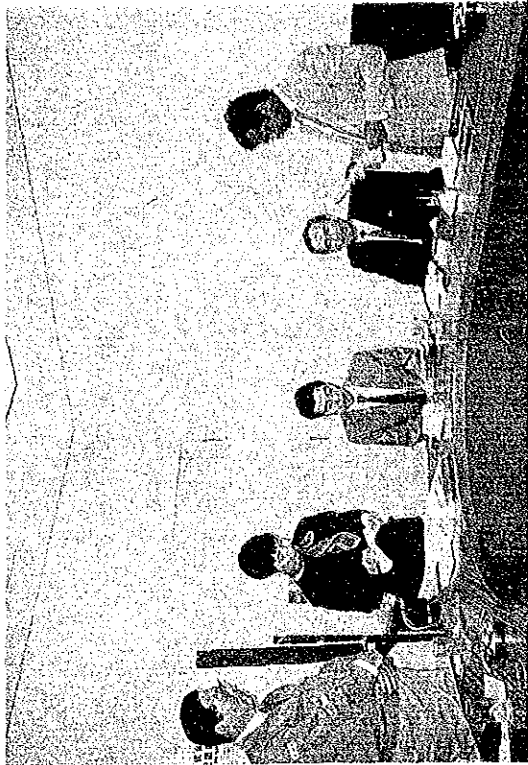


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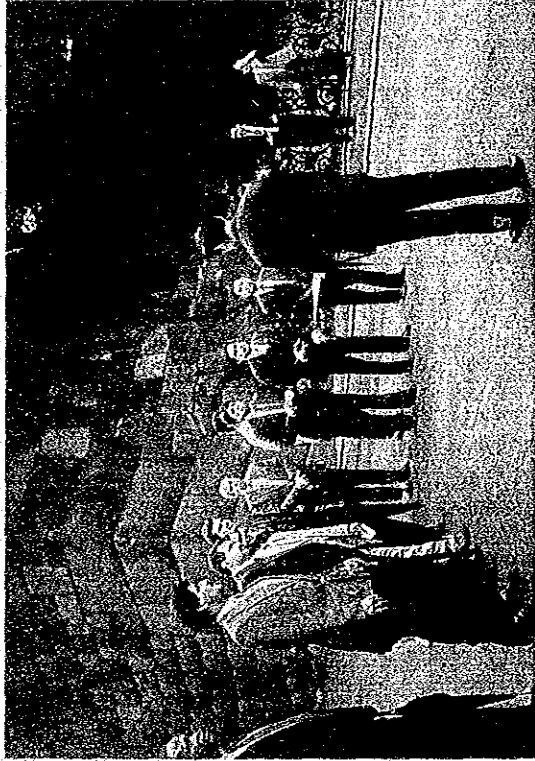
13 - 16 Saitama Prefecture Experiments Station of Tea Industries



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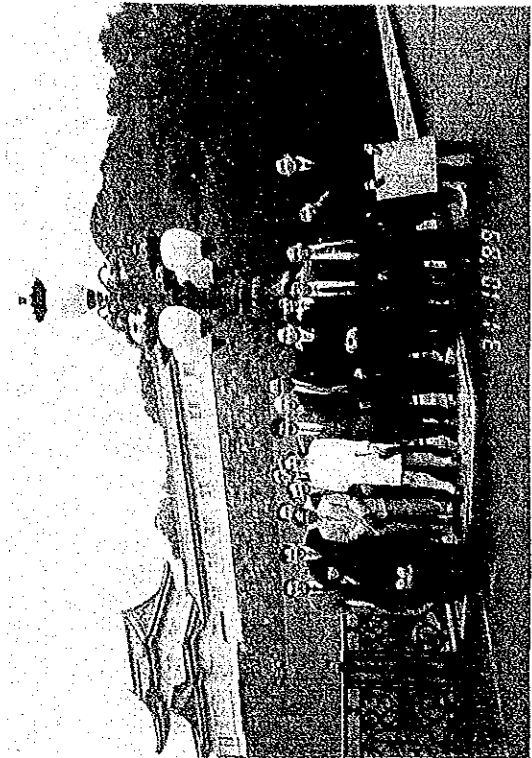


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17 - 18 Nissan Motor Co., Ltd., Murayama Plant
19 - 20 The Imperial Palace



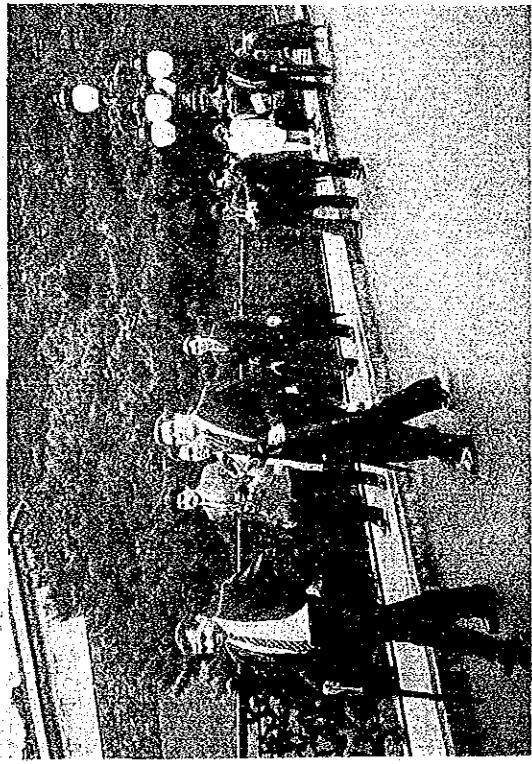
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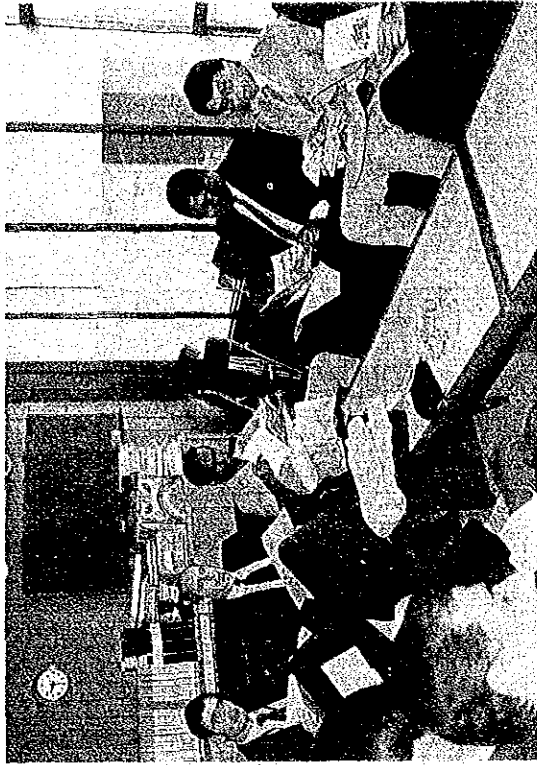


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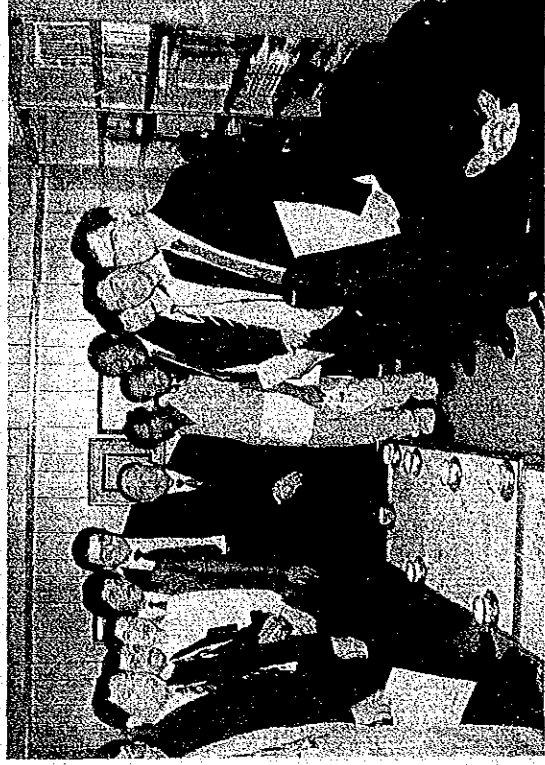


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21 - 24 The Imperial Palace



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25 - 28 Hiroshima Peace Memorial Museum



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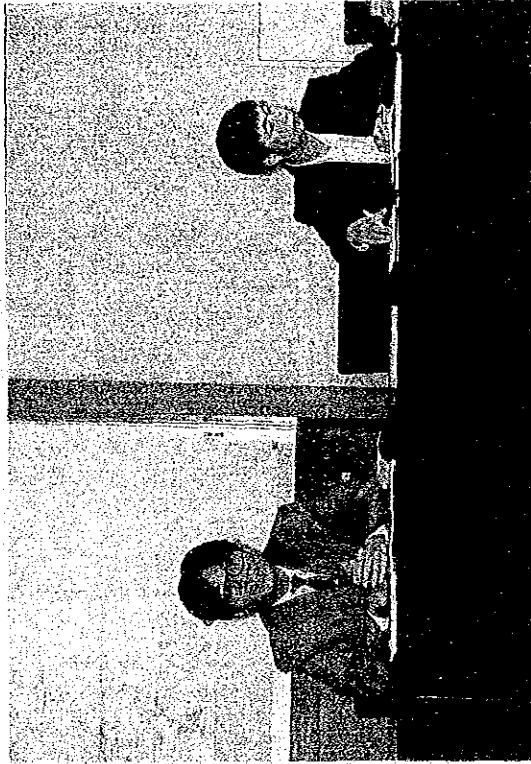


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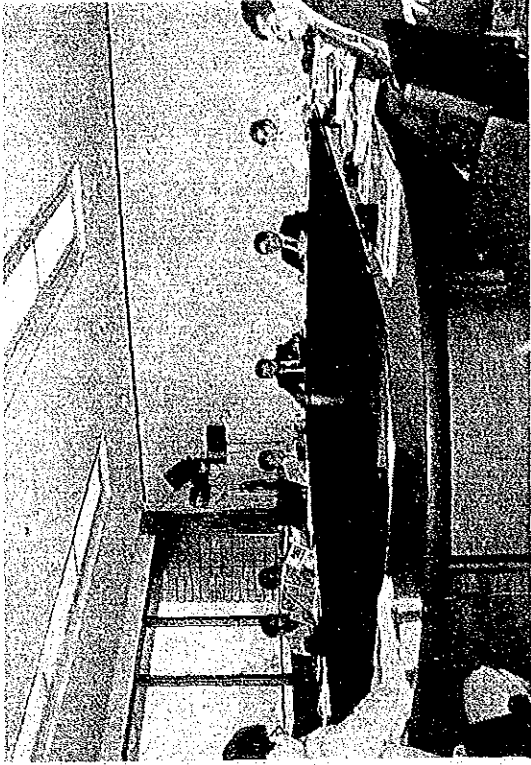


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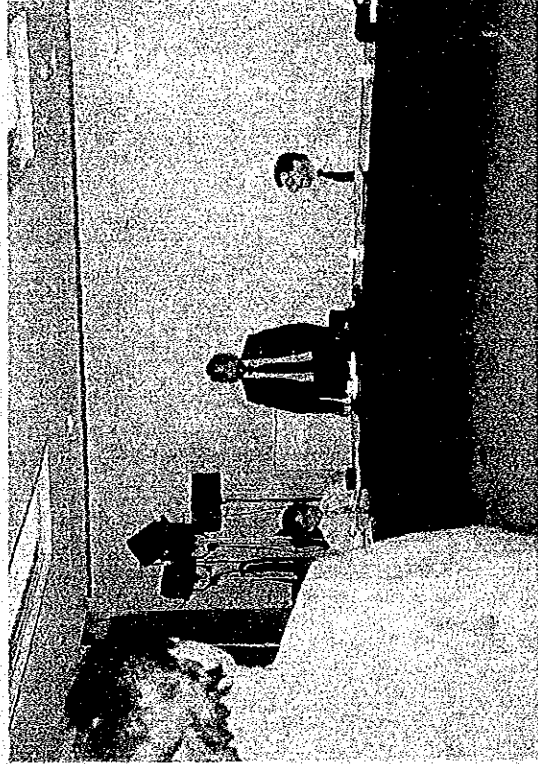
29 - 32 International Conference Center Hiroshima



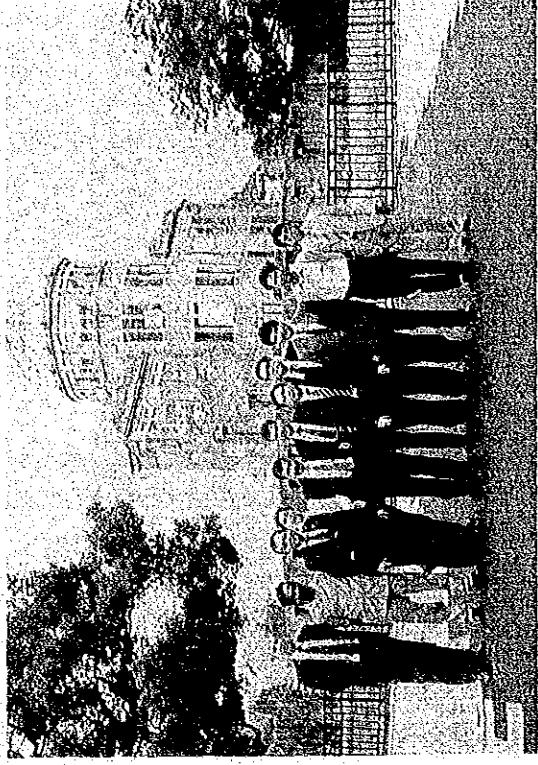
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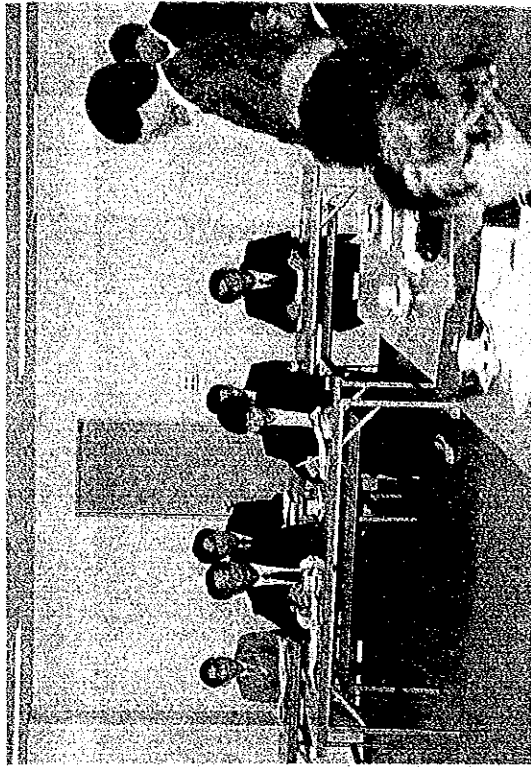


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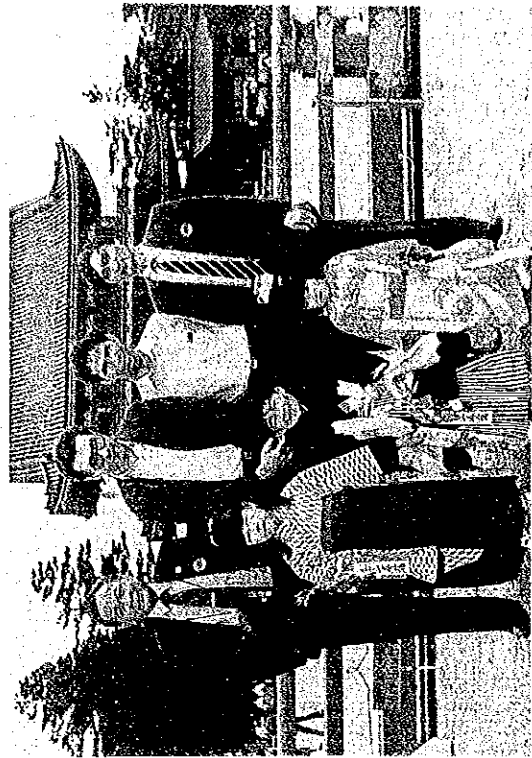


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33 - 35 Hiroshima City Hall
36 Peace Memorial Park



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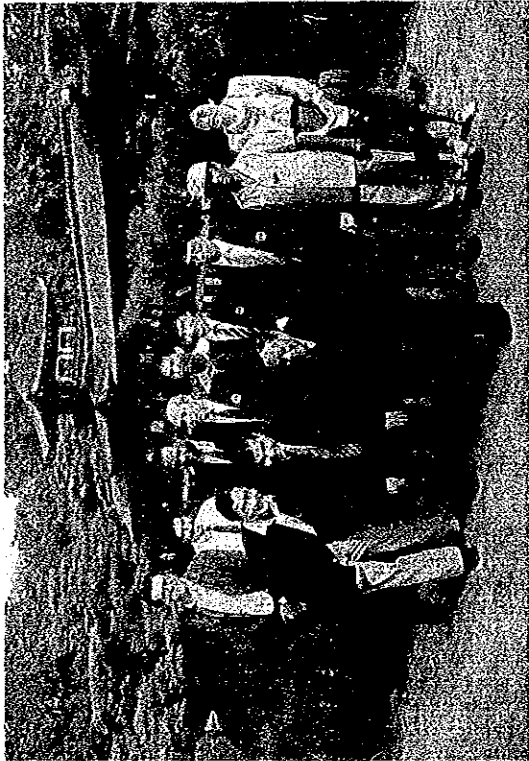


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37, 38 N.P.A. Regional Bureau Chugoku
39, 40 Heian Shrine



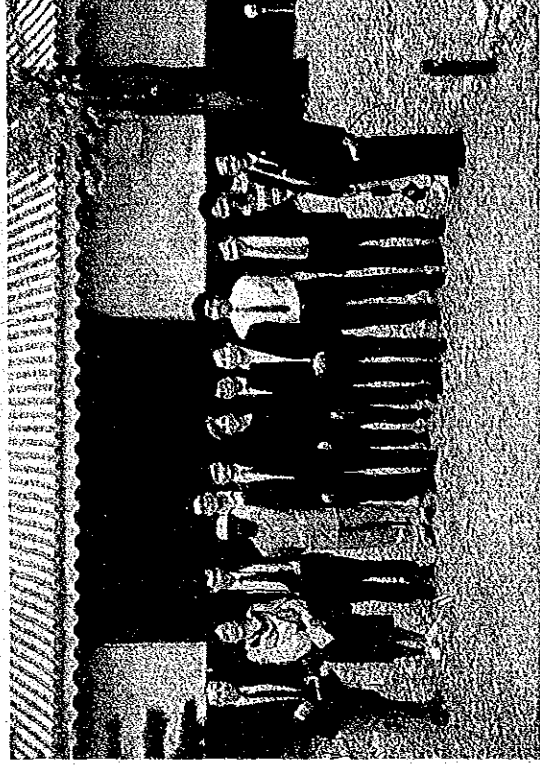
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41 Heian Shrine 44 Nijo Castle
42, 43 Kiyomizu Temple

VI. Honorable Visit on the Crown Prince



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1, 2 Courtesy Call on Crown Prince Naruhito, Office of the Crown Prince's Household, Imperial Household Agency

VII. Courtesy Call on Minister of State, Chief Cabinet Secretary

ADDRESS AT COURTESY CALL ON MINISTER OF STATE,
CHIEF CABINET SECRETARY

by Mr. shigcharu Kagoshima
Secretary General of N.P.A.

Honorable Chief Cabinet Secretary, ladies and gentlemen:

Today I have the privilege to accompany here 13 officials from 13 different countries, the participants of the Seminars on National Government Administration for Senior Class Officials.

This seminar is the 26th program since the first course was organized in 1968. Some of the former participants are playing active roles as ambassadors and permanent secretaries of their countries. Those who are here today are also highly promising officials. They are expected to hold higher, and more and more responsible posts in their countries in the future. So I hope that this Seminar will serve as a good opportunity to further understanding and friendship between their countries and Japan.

Taking this opportunity, I would like to express my deepest thanks to you, honorable chief cabinet secretary, for sparing your precious time for us today.

WELCOME ADDRESS

by Mrs. Mayumi Moriyama
Minister of State,
Chief Cabinet Secretary

Welcome to Prime Minister's Official Residence. I am very happy to have an opportunity to speak to you today on this occasion.

For many years the Japanese Government has placed a particular emphasis upon the international exchange in various fields such as this Seminar, and has made its continued efforts to implement this policy. Incidentally, this year marks the 22 anniversary since the training program on National Government Administration was inaugurated in 1968. I have heard that 316 officials from 42 different countries have participated in the program over the years.

This seminar is designed to contribute one way or another to the development of public administration in the participating countries. However, we also wish that it will help promote mutual understanding and friendship between your respective countries and Japan. Currently, the Japanese Government is promoting what we call International Cooperation Scheme under the slogan of "Japan, a country that makes global contribution." The mainstays of the scheme are cooperation for peace, consolidation of international cultural exchange, and expansion of official development assistance. In addition, we are now tackling various issues such as economic structural adjustment, multi-polar-type national land development, etc.

By the way, I am confident that Japan's rapid nation-building, which was only a matter of one century, largely owes to our well-established civil service system and reliable public administration of this country.

I also believe that your careful observation of our socio-economic conditions and current situation of public administration system has been helpful to achieve the purpose of your visit to Japan. In this connection I hope that you will continue to make your best efforts for further development of your own countries by fully utilizing the knowledge and experiences acquired here in this country.

Ladies and gentlemen, I understand your one-month seminar has almost come to an end. I have heard that you are scheduled to visit Hiroshima and Kyoto next week. I do hope you will fully enjoy beautiful autumn scenery with tinted

leaves during your tour.

Lastly, I wish you good health and success in your career.

Thank you.

REPLY ADDRESS OF THE REPRESENTATIVE OF
PARTICIPANTS

by Mrs. Teresa Maria
Evangelista
Vieira Stefan
(Brazil)

Your excellency Chief Cabinet Secretary,
Ladies and gentlemen,

On behalf of the Government of the State of Santa Catarina and on behalf of all the participants from 13 different countries who are attending 1989 National Government administration Seminar, I would like to take this opportunity to thank you very much for the warm welcome.

I would like to mention that we have been given a special treatment since we arrived in Japan. We have gained useful and helpful information related to our Seminar.

We are looking forward to the opportunity of giving you back some reward in the future.

You are kindly requested to pass our special thanks to the Government of Japan.

Thank you very much!!



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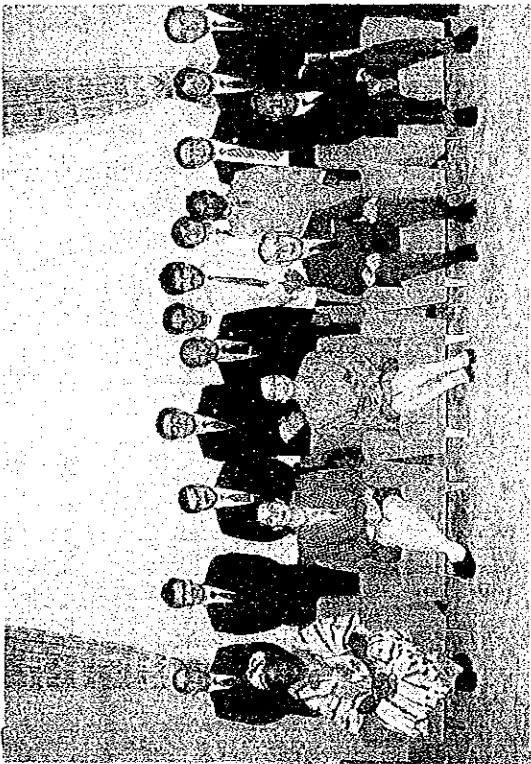
1 - 4 Courtesy Call on Minister of State, Chief Cabinet



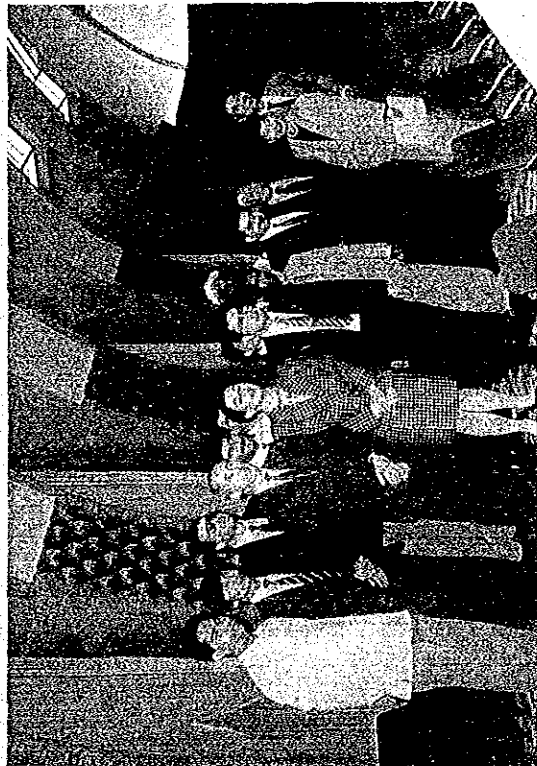
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5 - 8 Courtesy Call on Minister of State, Chief Cabinet