

SEMINAR SUMMARY REPORTS

22ND GROUP TRAINING COURSE
IN LOCAL GOVERNMENT

1986

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SUMMARY REPORT OF THE SEMINAR ON

PART I

LOCAL GOVERNMENT SYSTEMS IN PARTICIPATING COUNTRIES

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A seminar on comparative study concerning Local Government System in the participating countries was held on April 22 and 24, 1986 at the Local Autonomy College. Before the start of the seminar, Mr. S. Ueno, Secretary General of Japan Municipal League for International Friendship, Japan Association of City Mayors, briefly described the local government system in Japan to the participants. And after a short lecture the 12 participants presented each country's report on local government system.

INTRODUCTION

The participating countries in the 22nd Group Training Course in Local Government are the following: Brazil, Iraq, Nepal, Solomon Islands, Fiji, Kenya, Pakistan, Sri Lanka, Indonesia, Malaysia, Philippines and Thailand.

The first problem we faced in preparing this report was: how to put together the twelve different systems, how to compare different situations. The second one was related to the conception or definition of local government. Some countries consider municipalities as local government basis, others, provinces or districts are conceived as Local Governments.

The lack of figures and time were our third difficulty and the last problem we found was the different levels of country report contents. Some were big and deep and others more superficial and summarized.

So we decided to apply a method that could show us the main variables and specificities of the organizational structure in the twelve participating countries. In a comparative approach, which variables we may consider to understand government structures?

After the presentations and group discussions we selected some points that make local government system different.

ORGANIZATIONS AND STRUCTURES

Organization and structures of local governments in the participating countries differ from one country to the other. Most countries have different history backgrounds, cultures and social economic conditions.

Geographically most countries are either sea locked or land locked. Some have very large land areas while others are very small. The same goes for populations.

Politically some countries, Local Government is an ancient establish authorities, to others is a recent establishments. Some countries have monarchy while others have Federal Union, Parliamentary and Presidential Systems. The Constitution of Local Governments differ greatly from one country to the other. Some have very large number of representatives while others are very small. Most representatives (members) of the local governments are elected by the people, except maybe Malaysia which have appointed members to their local governments. The governors, mayors and presidents, in some local government are elected by the people and in others are elected by the assembly members.

It is realized that in most local governments of the participating countries, central government remain the executive power, except in the case of Pakistan they seem to have the legislative and the autonomy because it is clearly defined in their Constitution.

Urbanization and rural network was clearly demonstrated. For large and populated countries, cities, municipalities and

town are becoming more industrialized and complex situation are arising in the Local Authorities concerns. In small countries rural network seem to prevail. It is probable that questions may raise whether there is a best system. According to our observation it is very difficult to say, if there is a best system that participating countries should adopt. It is difficult to say.

For informations and references Appendix "A" to this report, show the various organizational structures of the local governments of the participating countries.

FUNCTIONS

Although we have described the various differences it is noted the functions in principal is similar in all Local Governments of the participating country, although some are greater than others, with more responsibilities and authority to carry them out.

RELATION BETWEEN THE CENTRAL GOVERNMENT AND THE LOCAL GOVERNMENT INSTITUTIONS

Though the local government institutions in most of the participating countries enjoy statutory status and work as autonomous bodies, but they are simply the creatures of the central government. The central government has administrative, legislative and financial control over these institutions. The central government is even empowered to dissolve them in case of misuse of power. In one or two countries, the local government institutions are simply the agents of the central government performing only those functions which are directed by the central government to perform. They can't do anything in their own initiative.

The local government institutions have to depend upon the central government for financial support and technical advice. In some countries, the functions of the central government and the local government institutions are not defined clearly. As in the case of Brazil sometime the central government and the local government institutions use to provide the same services.

FINANCIAL RESOURCES

The main financial resources of the local government institutions of the participating countries can be divided into two groups.

1. Tax resources
2. Non-tax resources

The tax resources includes, house tax, property tax, and other taxes. The second group includes grant-in-aid of the central government, fees, cash, service charges, etc. In most of the countries, the financial condition of the local government institutions is not sound, they have to depend more upon the central government financial support.

The central government plays predominant role in various aspect of local government finances. It sets the frame works the functions as well as structure and scope of finances of local governments and formulates this policies.

In matter of collecting the taxes, the power given to the local institutions varies from country to country. In case of Nepal a part from prescribed taxes, i.e., those taxes prescribed in law, the local government institutions can levy taxes on industrial products, cinema tickets, pet birds and animals.

CONCLUSION

After learning a lot about these twelve political system organizations we unmarked that all these countries are

trying to find their own way of development without adopting a system from other countries. A country could adopt the ideas that may suit its own situation.

One point became very clear for all the participants: we cannot say one local government system is better than another one, without regarding all those points said before to different situations, different organizations. Another important remark we pointed is that the majority of the participating countries are relatively unstable (except few old countries like Nepal), considering their institutions and entities. And these reflects the constant moving Ministries and organs, which affects Local Government Systems.

To conclude this summary report, we may recognize that there is a tendency in all participating government systems to decentralize and delegate more power to municipalities. Transferring responsibilities and financial autonomy to local governments we believe we are searching the right way to more democratic societies.

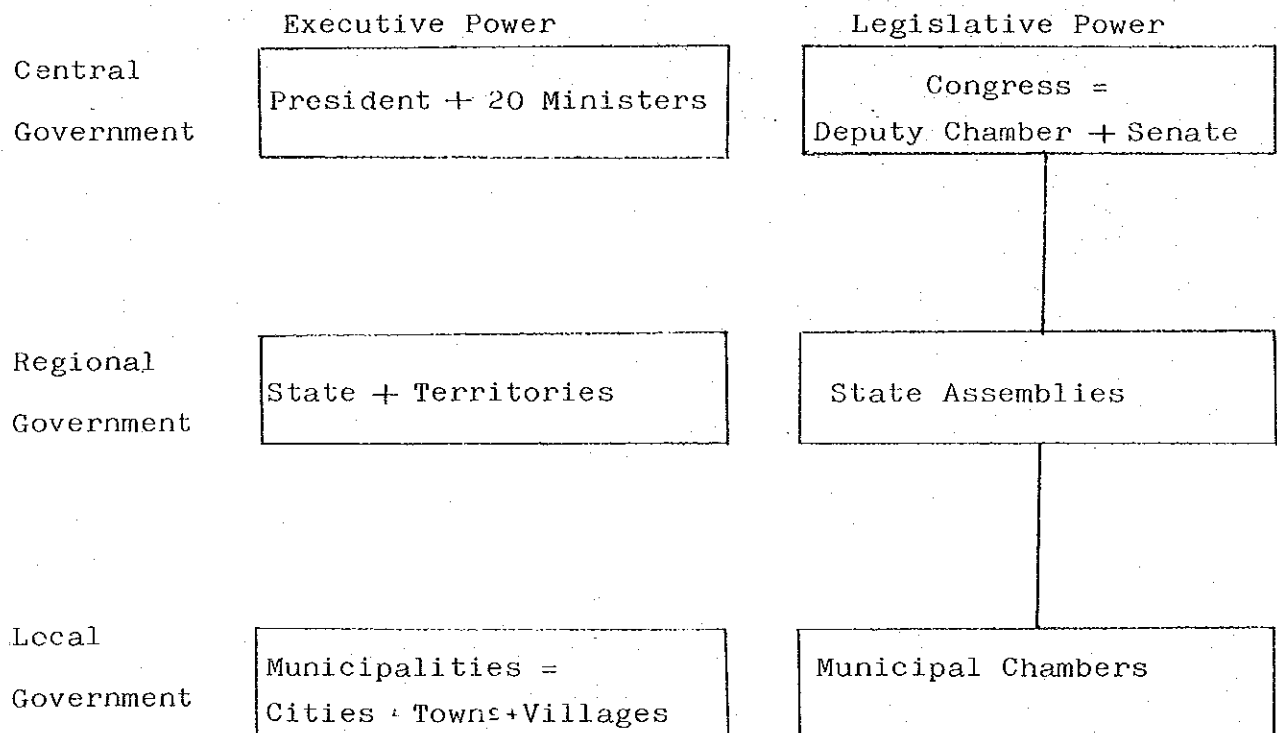
APPENDIX A

ORGANIZATION CHARTS OF PARTICIPATING COUNTRIES

BRAZIL

The Brazilian political system is organized as a federal union, which is composed of 23 states, 1 federal district, 3 territories and 4,113 municipalities.

Summarily this structure could be represented as follows:

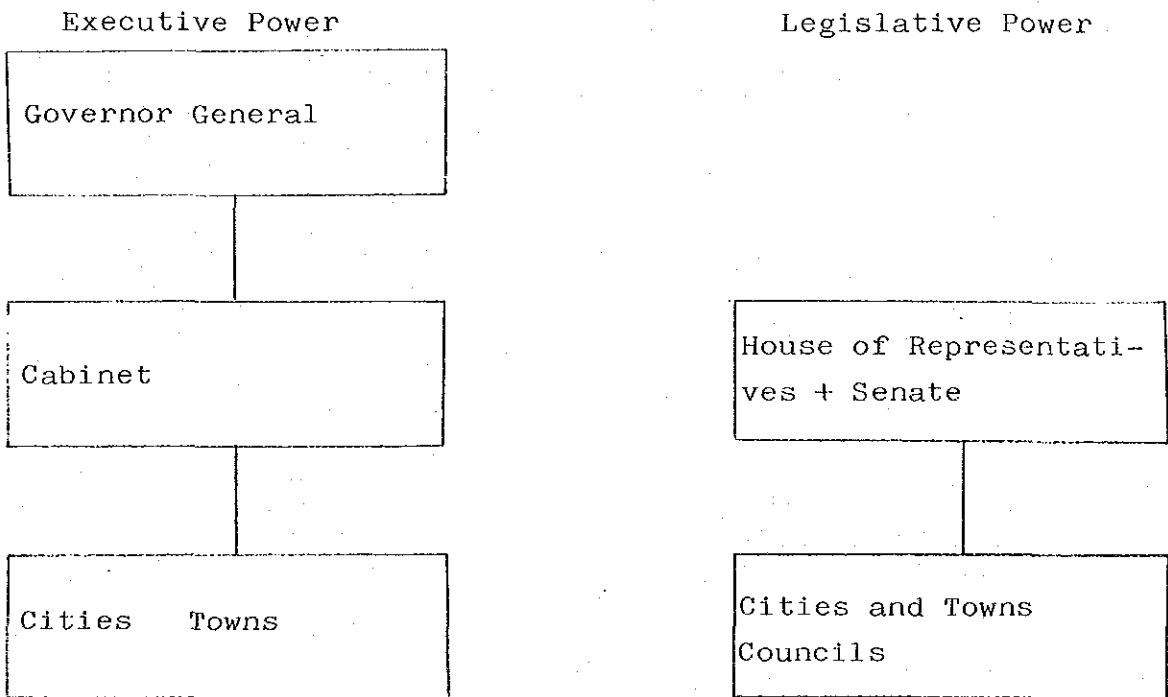


Remarks

1. Governors are elected by the people, except in territories, where they are appointed by the president.
2. Mayors are elected by the people.
3. All the representatives are elected by the people.

FIJI

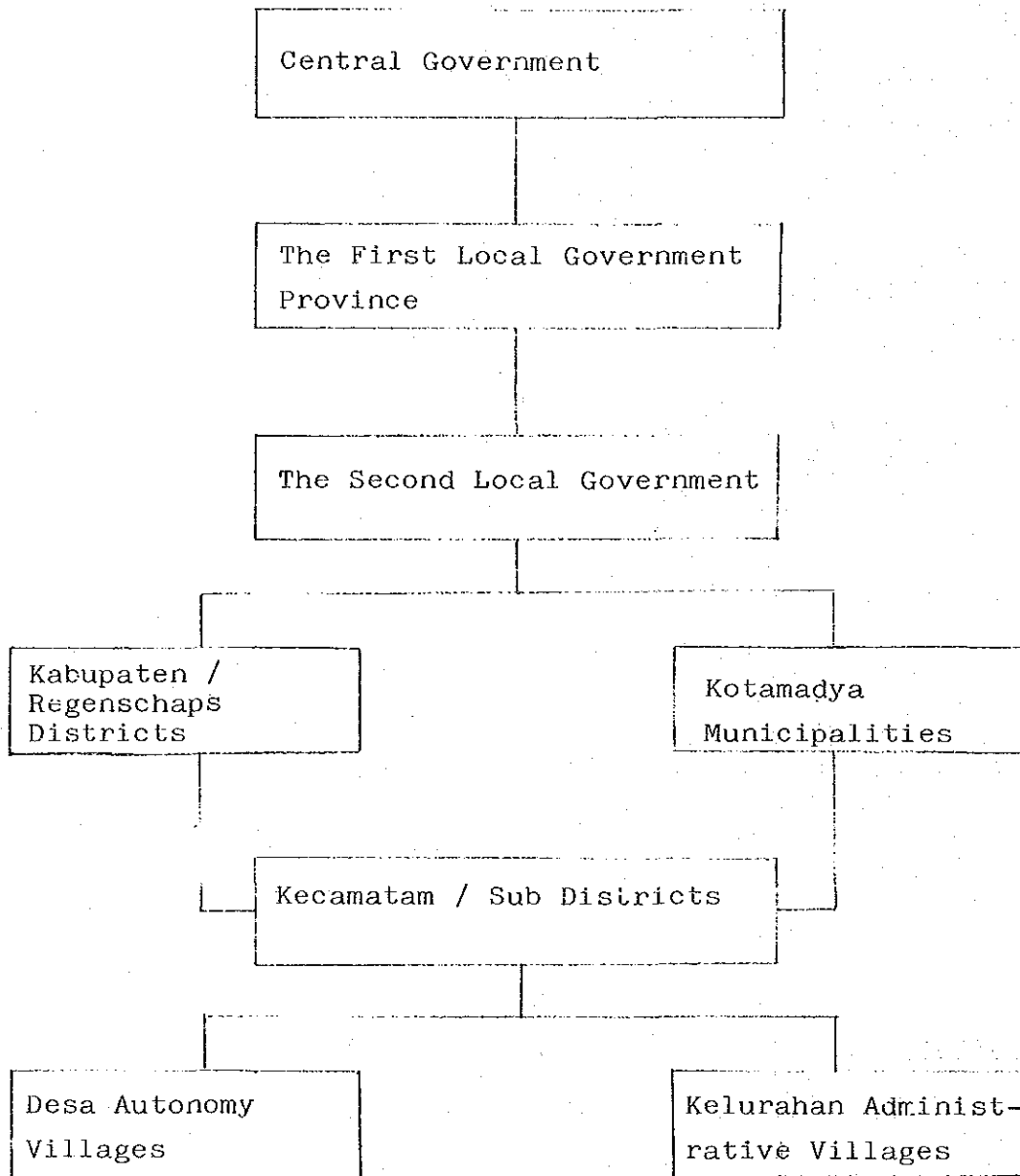
The Governmental structure of Fiji can be summarized as follows:



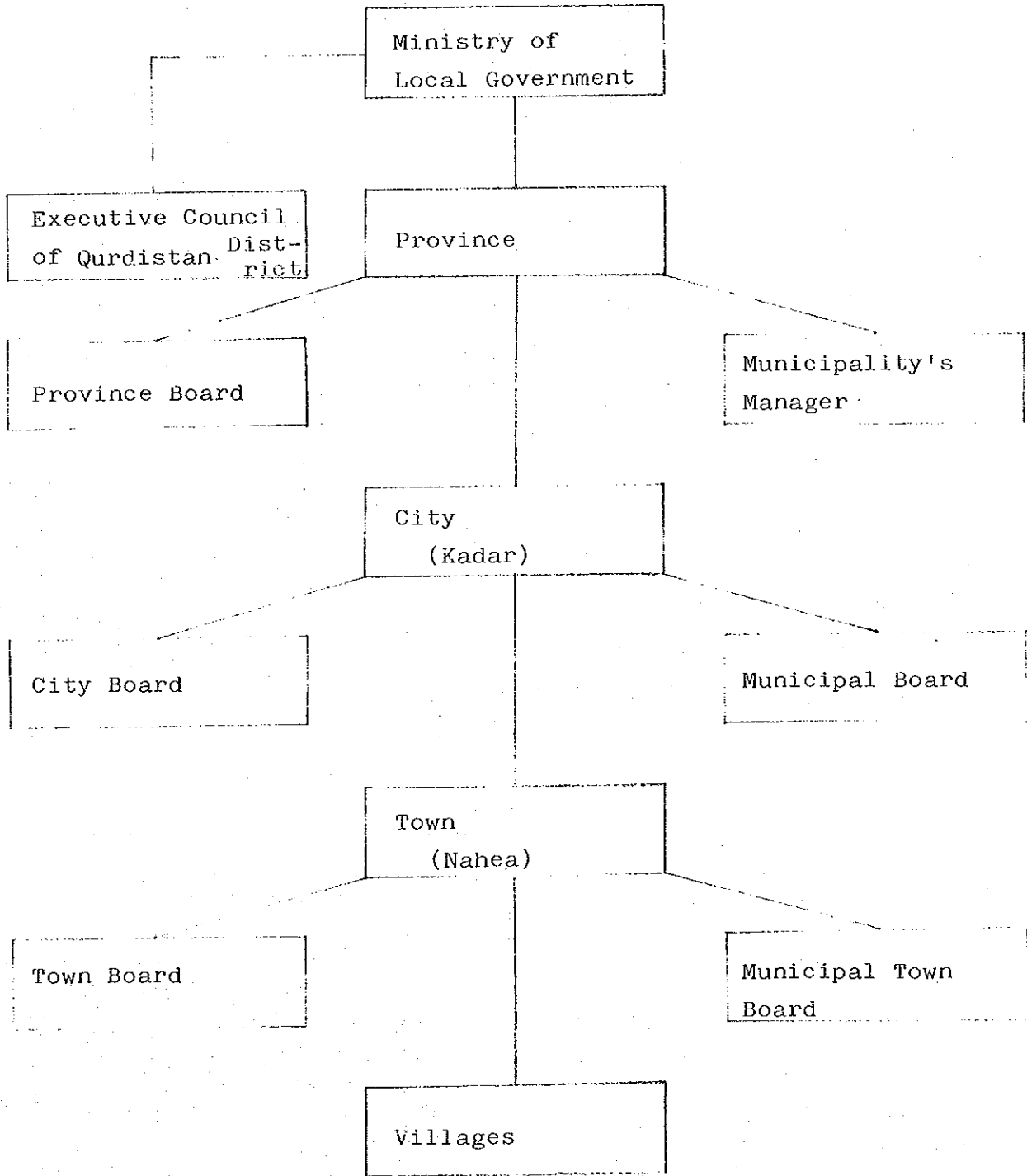
Remarks

1. Governor General is appointed by the Queen Elizabeth II.
2. Cabinet is composed of the Prime Minister and 12 Ministers.
3. Mayor and Town Clerks are appointed by the councils.
4. Councillors are elected by the rate payers residents and nonminies of limited liability companies.

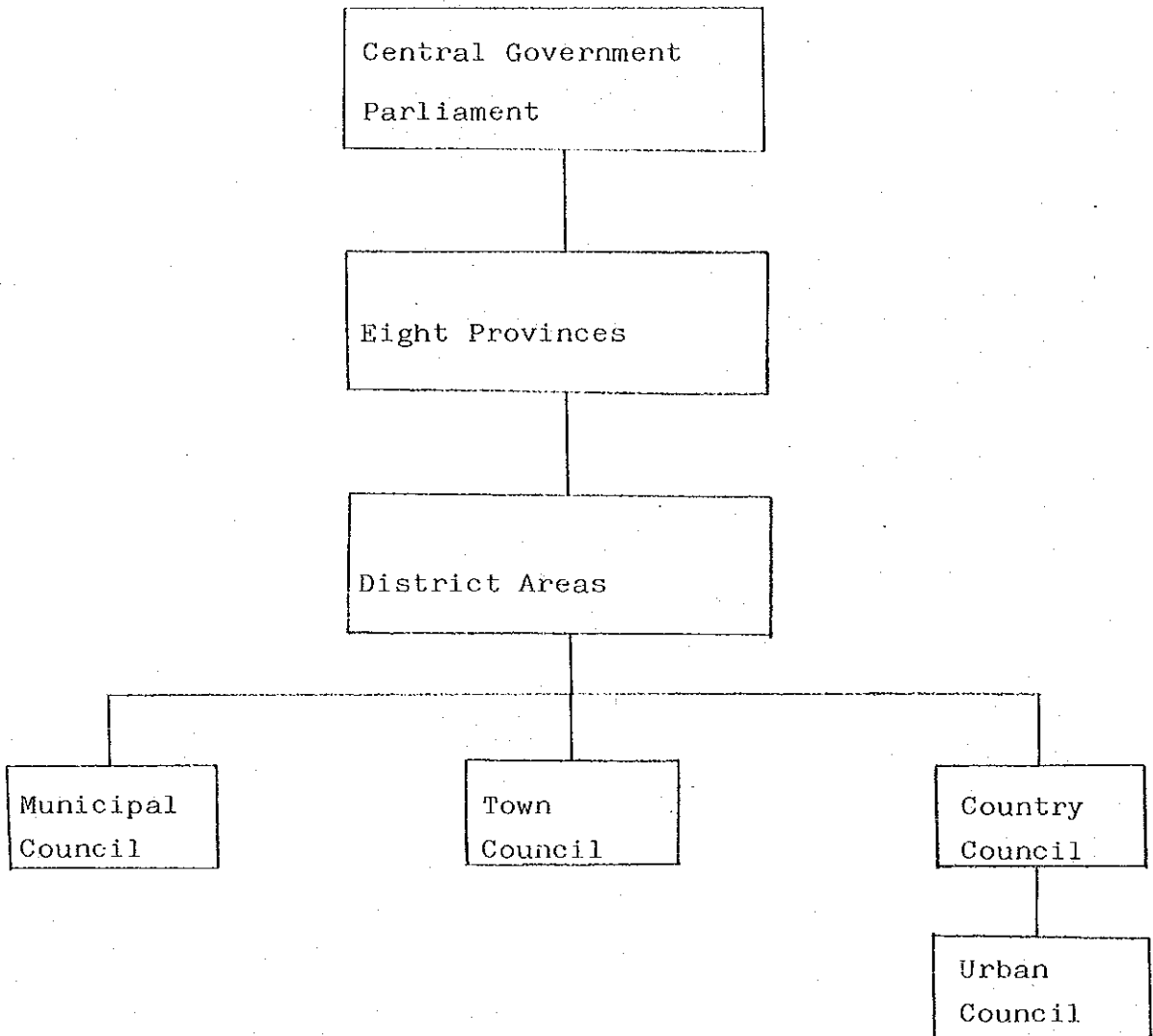
INDONESIA



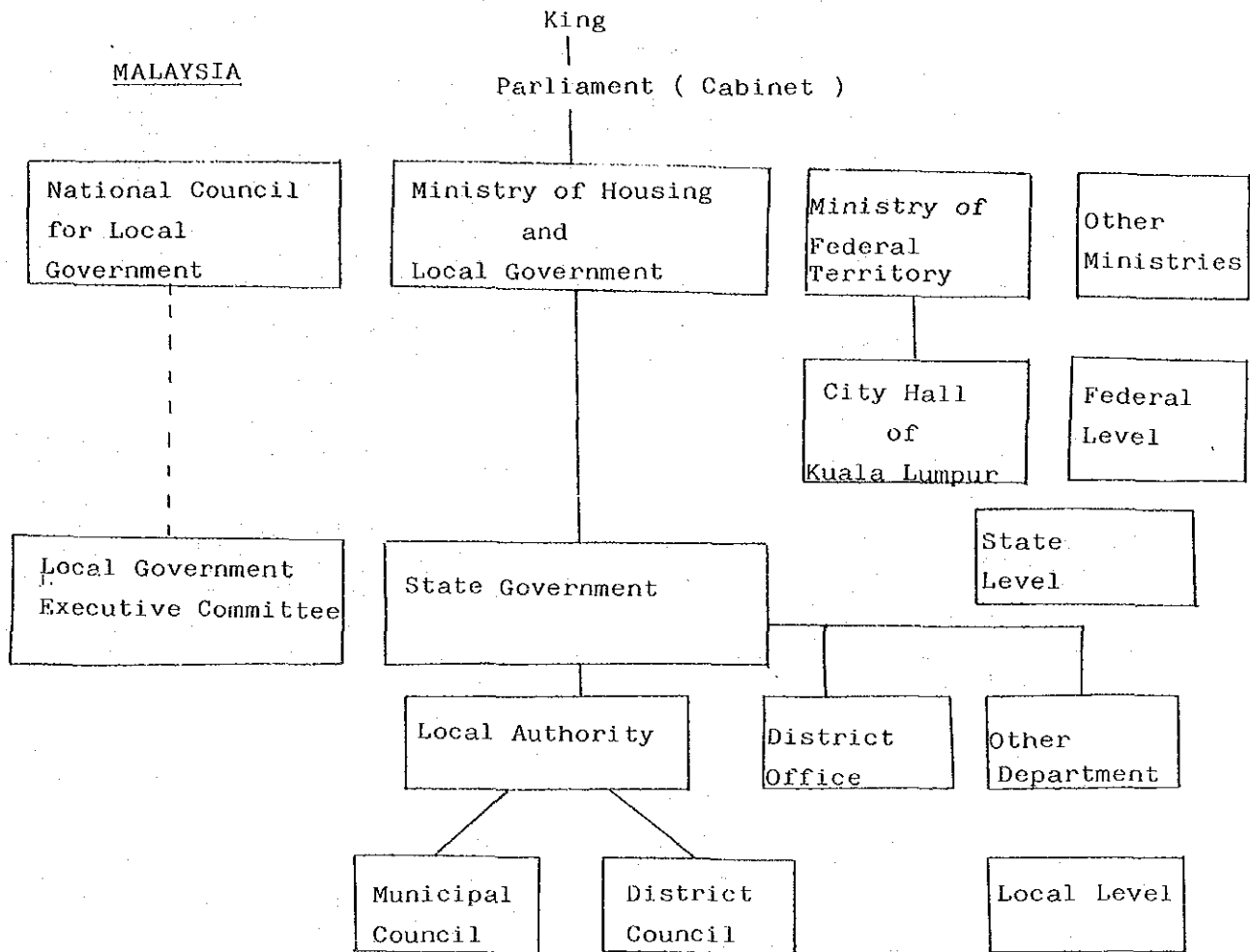
IRAQ



KENYA

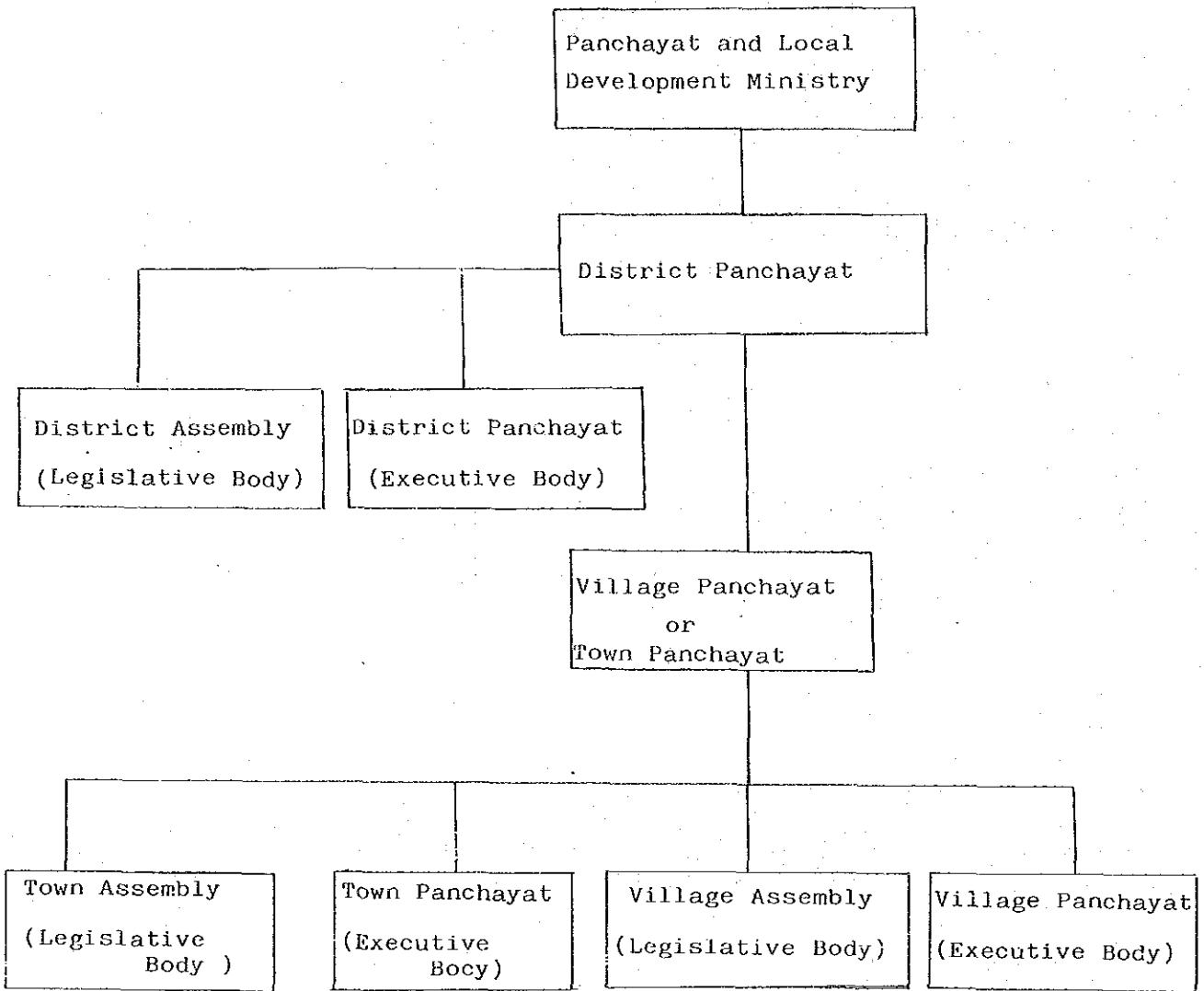


1. The Minister for Local Governments has wide powers under the Local Government Act cap 265 to establish a Council of any class in any area of Kenya. Normally before he exercises his powers under the act he appoints a commission to look into all aspects and report back to him and the Minister then declared an area a council.
2. All members of this councils are elected by people.
3. Municipal council and town council have the autonomy over their areas of responsibilities. Urban councils are answerable to country councils.



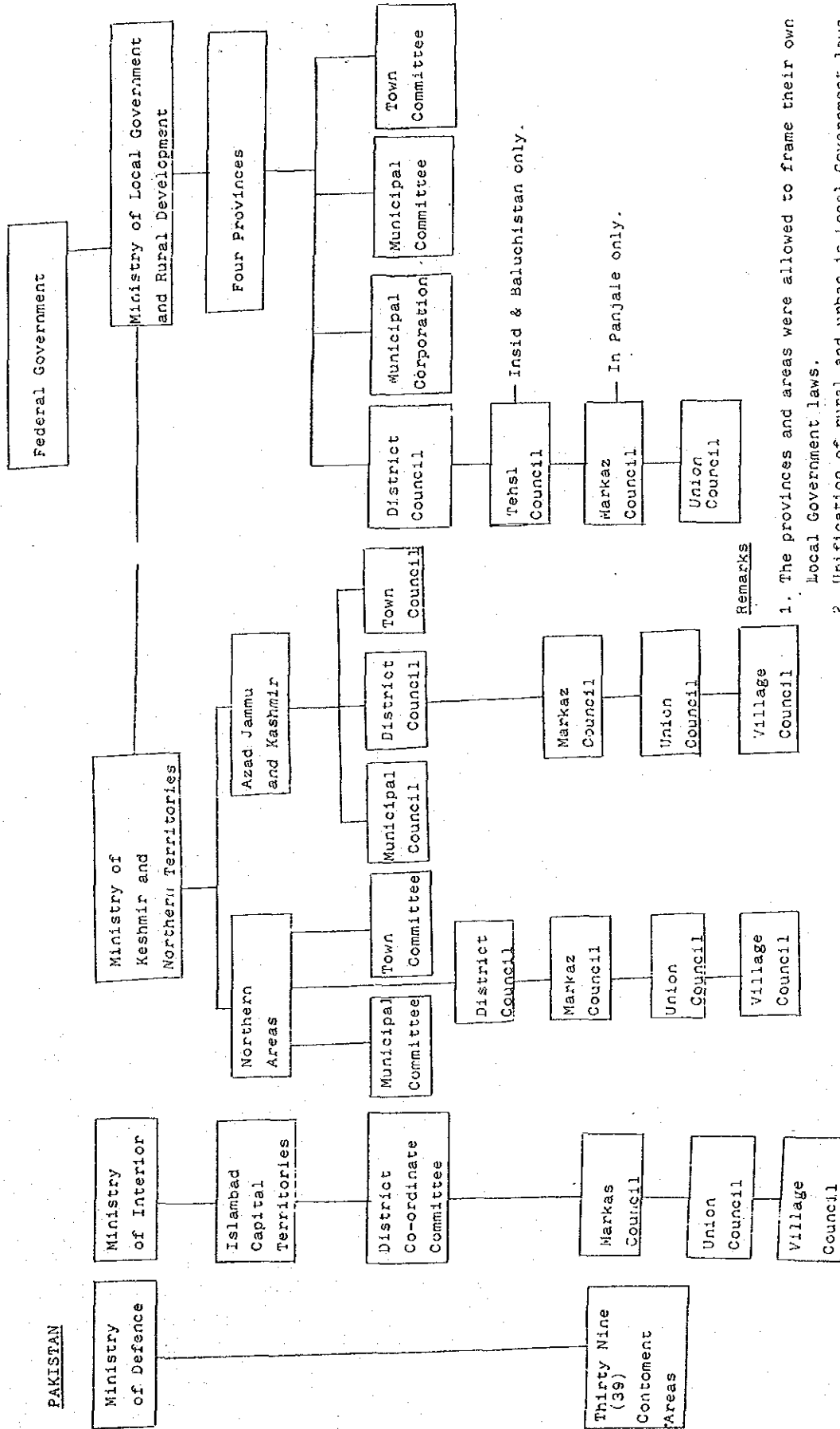
1. The National Council for local governments have no powers to make laws (Acts).
2. The National Council can decide on police matters. They formulate the policies channell it to Ministry of Housing and local Government for scrutinizing before submitting it to the cabinet.
3. The National Council for local governments consisted of 10 representatives mostly Ministers of the various ministries, Prime Minister office and two cheif Ministers of Sabah and Sarawak States.
4. Members of local councils are appointed and not elected by the people.
5. Policies agreed by cabinet or parliament are pass through the Ministry of Housing and local government before issuing them to local governments.

NEPAL



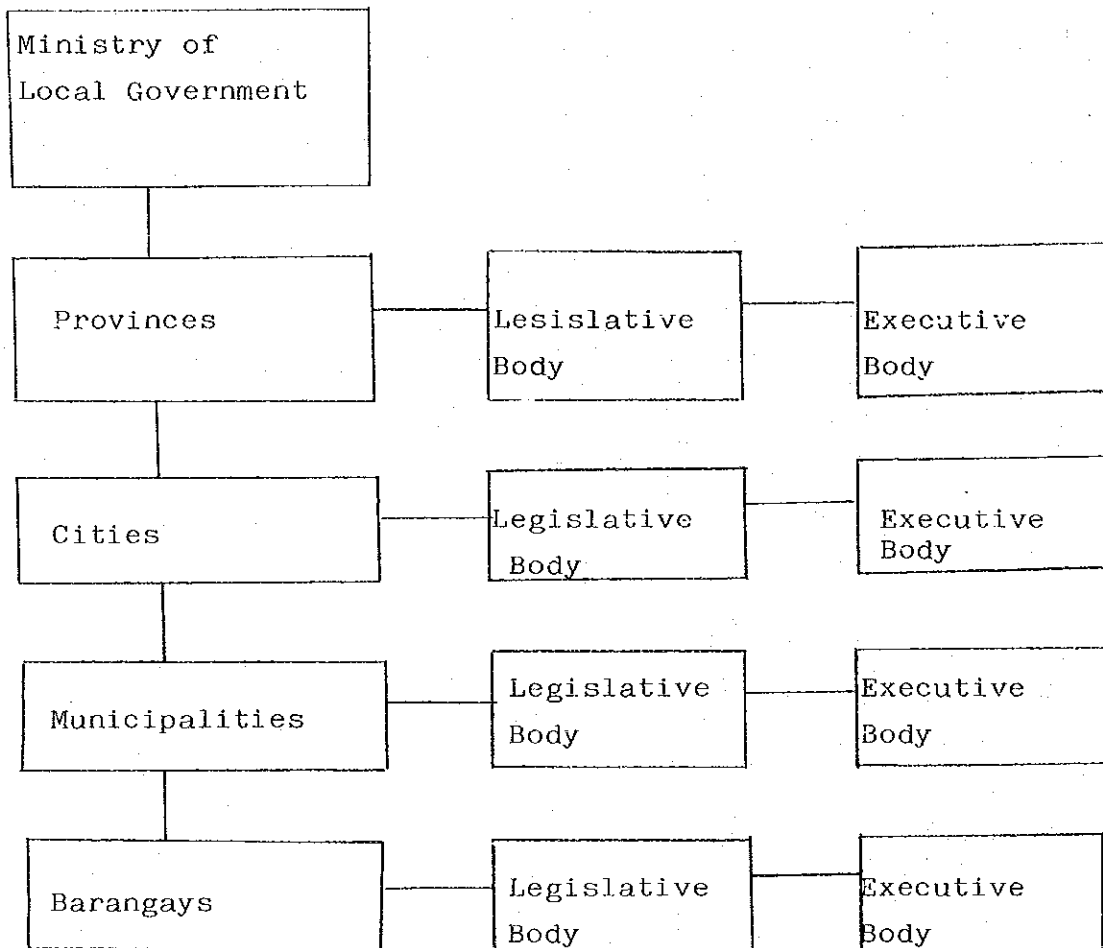
Urban area = Town Panchayat
Rural area = Village Panchayat

PAKISTAN



- Remarks
1. The provinces and areas were allowed to frame their own Local Government laws.
 2. Unification of rural and urban in Local Government laws.
 3. Special representation to special interest groups.
 4. Elected chairman for all Local Council.
 5. No nomination on Local Councils has been made.
 6. Federal level minister responsible for co-ordination.

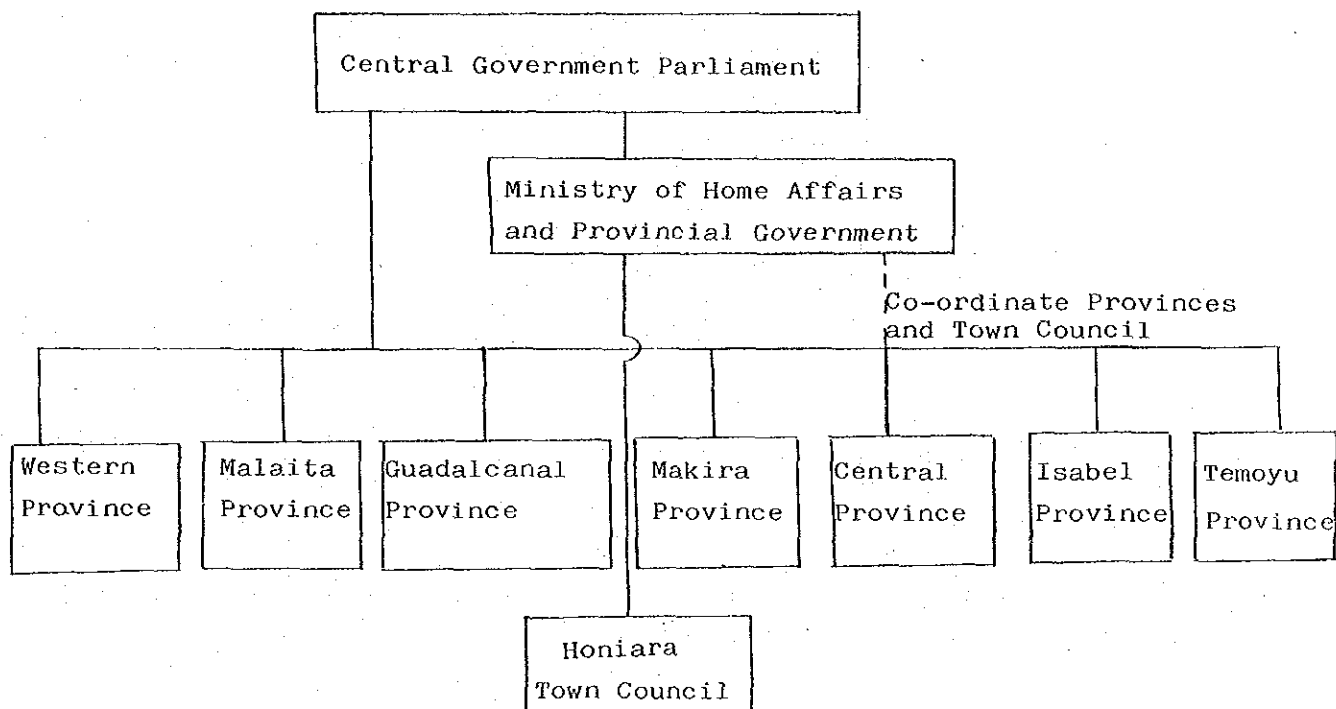
PHILIPPINES



Note: The heads of provinces, cities, municipalities and Barangays are elected by the people.

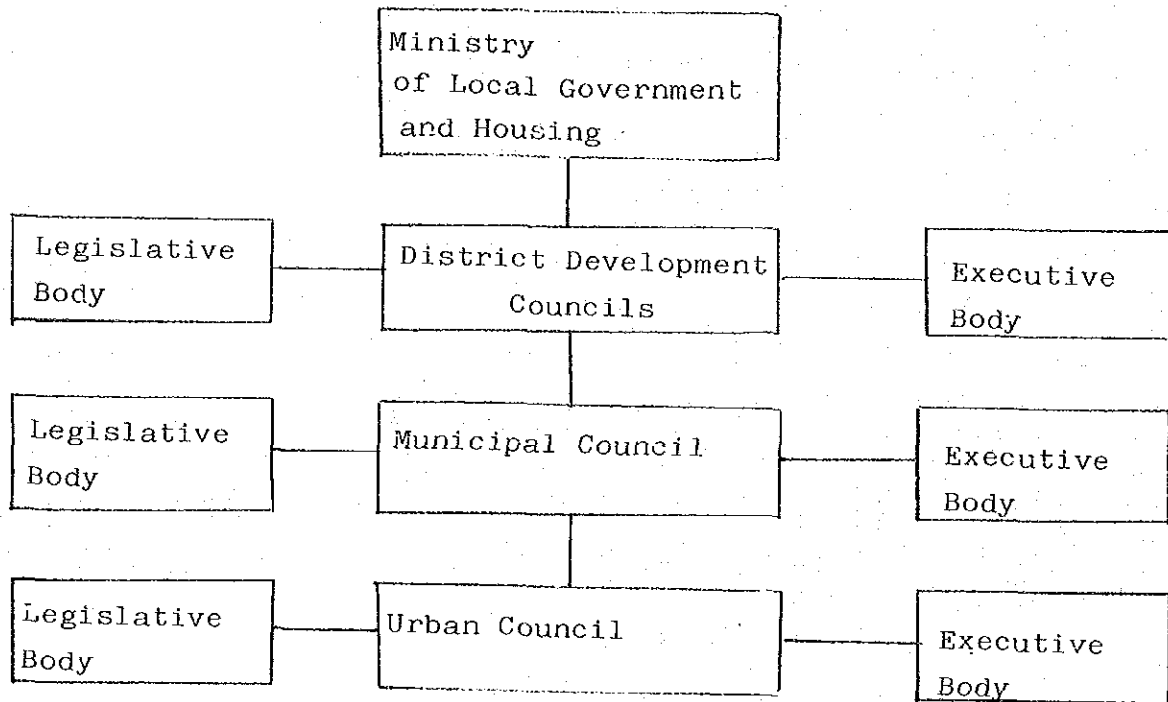
The heads of executive and legislative body are appointed by the president.

SOLOMON ISLANDS

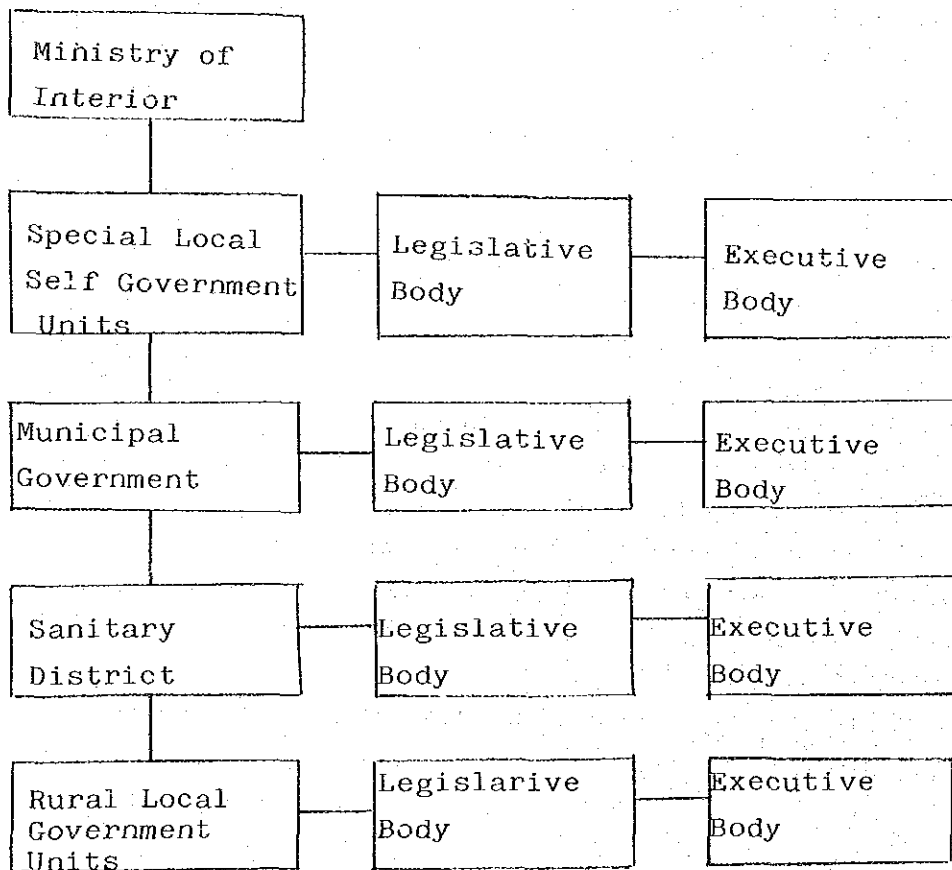


1. Parliament establish the provinces by an act known as Provincial Government Act 1981.
2. Each province has an elected members forming the provincial assemblies. Number of members varies from one province to the other.
3. Functions are devolved to these provinces by Parliament in a form of devolution orders.
4. Ministry of Home Affairs and Provincial Government is co-ordinating and monitoring activities of provinces.
5. Honiara town council is a special one. This is not established under the Provincial Government Act. It is established by the Minister for Home Affairs and Provincial Government under his concurrent powers in the Local Government Act. This council was established to look after Honiara town area which is the capital situated on Guadalcanal Province.
6. The head of each province is called Premier and he is elected by the members of the provincial assembly. For Honiara town council it is called President and he is also elected by the members of the council.
7. The term of the members for both provincial members and town council members is four years.

SRI LANKA



THAILAND



PART II

LOCAL PUBLIC PERSONNEL SYSTEM IN PARTICIPATING COUNTRIES

Prepared by

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Mr. Mohammad Shabbir Ahmad	- Pakistan
Mr. Ananda Weeraratne	- Sri Lanka

INTRODUCTION

The Local government public personnel systems seminar was held at Local Autonomy College under the expert leadership of Mr. Nagata.

The participants from twelve different countries presented their papers on Local government personnel system and further elaborated and explained the points of interest of their countries' Local government personnel system. During the seminar some participants gave emphasis on central government personnel and very briefly covered local government personnel system.

We by submitting this report are making an effort to identify the important aspects of local government personnel system in participating countries and highlight the interesting points which may be unique to a particular country. We also propose to note the similarity in personnel system in participating countries and Japan.

It is noted that personnel systems in any country is moulded by its society religious beliefs, social behaviour, traditions and culture. In some cases these issues may be very sensitive therefore we propose to discuss the this subject generally and without the view of hurting anyones feelings.

OPPORTUNITY TO ENTER

From the reports submitted and following the explanations given by the participants we can safely conclude that equal opportunity is offered to every citizen to join the personnel system but further note that the system is not free from political, religious and racial interferences.

The personnel appointed are servants of all and not of any party or person.

APPOINTING AUTHORITY

In most cases the appointing authority is vested in the Local Government bodies but in cases of Kenya, Solomon Islands, Brazil, Indonesia, Pakistan, Philippines, Sri Lanka and Thailand the authority is vested in the Central government or its agencies.

TERMS AND CONDITIONS OF EMPLOYMENT

Terms and conditions of employment are stipulated by law in cases of Brazil, Philippines, Indonesia, Kenya, Malaysia (cabinet committee) Nepal, Pakistan and Solomon Islands but are agreed to by collective bargaining in other cases.

It is interesting, encouraging and honourable that some countries have particularly the governments of Indonesia and Malaysia have set the working hours to accomodate their religious rights of worship.

PROHIBITIONS AND LIMITATIONS

In every participants country the employees of local government bodies are required to maintain political neutrality but are

not in any way deprived of their rights to vote. In case of Sri Lanka the staff grade officers are prohibited to actively participate in politics. The junior officers may do.

The local public personnel may organise and form trade unions. This in some cases has been limited to junior officers. The senior officers have and are being discouraged from joining such organization because of their involvement with managerial affairs. It has been established that during negotiating the senior officials find themselves in an awkward situation because of their dual interest. In the circumstances most senior officials, although remain the member of the unions from security point of view, they refrain from active participation and do not hold any union offices.

FRINGE BENEFITS

In participating countries the fringe benefits are gauged by the country's economic situation and the stage of its developments.

Where the local public personnel system has aged and undergone various reforms the working conditions are better than those offered by the newly established local governments. The unemployment situation does not leave any room for effective bargaining for increase, better fringe benefits and improved working conditions. The local public personnel in participating countries are eligible for fringe benefits ranging from annual holidays, sick leave payments, pension schemes or provident contributions.

Local public personnel system of Japan has developed for a long period therefore has undergone various reforms and is a refined system complete with training facilities, both at local and national levels, many motivations for instance, life time employment and security guaranteed by law. The terms and conditions of employment, remuneration and other fringe benefits are stipulated by law therefore no confrontation relating to the above matters is likely to occur.

Equal opportunity is offered for entrance to the system and promotions but it is interesting to note that seniority rather than rank is respected most. Salary and increments are also considered in the same light.

Participating countries are developing therefore cannot be expected offer the same privileges, salary and fringe benefits as local governments in Japan offer therefore it cannot be effectively compared but we gladly note that every participant has produced a very fair picture of their local government personnel system showing both the good and the bad parts.

We also note with appreciation that the local public personnel are doing their best to share the development tasks as the administrative/implementing arm of the local government.

PART III

THE ROLE OF LOCAL GOVERNMENT IN REGIONAL DEVELOPMENT

Prepared by

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Ms. Nely O. Gamiao	- Philippines
Ms. Sirikarnjana Kuladilogsomphan	- Thailand
Mr. Empud Saepudin	- Indonesia

INTRODUCTION

This report attempts to not only summarize the contents of the presentation by the twelve participants of the course but also on the presentation style, accuracy of the contents to the subject of discussion, presentation aids and also on the role of the moderator himself.

2. The 22nd Group Training Course in Local Government had participation from:

COUNTRIES	REGION
1. MALAYSIA	
2. PHILIPPINES	
3. THAILAND	
4. INDONESIA	ASEAN
5. FIJI	
6. SOLOMON ISLANDS	OCEANIA
7. PAKISTAN	
8. SRI LANKA	
9. NEPAL	INDIAN SUB CONTINENT
10. IRAQ	MIDDLE EAST
11. KENYA	AFRICA
12. BRAZIL	LATIN AMERICA

This group forms a good cross-section and representation of developing countries or what we call generally the Third World. For what rhyme or reason the four countries of ASEAN region have been chosen by the sponsors to present this report.

CONTENTS OF COUNTRY PAPERS

3. Except for one or two country papers, most of the others were off-tangent and did not address the issue at hand in full but tended to confine to development in general and in some cases talked about the 5-year development plans. Some papers were long and others short. This shows that the papers were not well researched and organized, one reason which could be attributed to such a state of affairs is because of the relatively short notice the candidates were given to prepare the report. During the short period candidates had to make travel arrangements and take care of other personal things.

One other reason may be because the candidates themselves are not involved in regional development or the office they work for did not play much of the role in development per se, let alone regional development.

STYLE OF PRESENTATION

4. The style of presentation was again very different from one participant to another. The delivery of some participants was incomprehensible to say the least. The reason which could be attributable here is mainly language. Some participants were poor in English and therefore their presentation suffered while others who could speak the language were not able to present properly because of their unpreparedness and also due to the country papers being off-tangent themselves.

PRESENTATION AIDS

5. Other than the black and white board, there were no other aids provided by the sponsors. This could be because none of the participants requested for them. Then again even if the sponsors were able to provide presentation aids like slide projectors and overhead projectors, the participants would not have made use of them because of the tight schedules before leaving their home countries and the tight schedules while here in Japan.

The sponsors should inform the participants early regarding selection of candidates and what facilities could be made available on request.

MODERATOR

6. The Moderator or the Seminar Chairman Mr. Takami, through his 8 years of experience managed the seminar very well. He patiently listened to all the participants and through his experience guided all the participants in their presentations and was able to conclude the seminar on a brilliant note on his own version of development, regional development in particular and the role of local government officers.

7. On the whole all the participants managed to present their country's version of development and regional development in particular. In the moderator's opinion the presentation was the best so far.

REGIONAL DEVELOPMENT

8. All the participants managed to identify what regional development generally is and tried to relate this topic to development in their own countries. In most participating countries regional development was meant to increase the welfare of the people in a particular area. This particular area was in some cases village or a group of villages, district or a group of districts, a province or a group of provinces, or in some, the whole country.

But one message that was put across by all the participants was an objective of the Central/National Government to bring economic and social development to where there was a need and potential. This objective took the form of a political nature or a socio-economic nature but the ultimate objective was upliftment of general welfare of the people.

9. It is the goal of the National Governments that with the general upliftment in terms of socio-economics, the income level of the people will increase which will lead to increasing purchasing power which in turn will lead to industrialization through investments from increased savings.

BASIC CHARACTERISTICS OF DEVELOPING NATIONS

10. Developing countries are generally characterized by the following:

- a) Lack of basic urban services and infrastructure
- b) Lack of proper housing and shelter
- c) Lack of development control
- d) Lack of commercial and industrial development
- e) Lack of organized marketing and marketing systems
- f) Big income disparities among the people
- g) Big economic disparities between urban and rural areas and within rural areas due to subsistence farming and cash crop farming
- h) Political Instability and interference
- i) Social strife and turmoil

The list can go on unexhaustively but it is suffice to mention the above few which were highlighted by the participants.

11. In most developing countries economic and social development and regional development in particular will most definitely address to the above weaknesses of problems and aim at improving the situation for the better. All the participants mentioned all or if not most of these characteristics as reasons for their National Governments in formulating and implementing elaborate regional development plans.

12. In most participating countries the National Governments pay particular interest in instilling public awareness and create cooperative spiritness among them because the National Governments have realized that people should also help themselves in order for the Government to fulfill the peoples needs and aspirations.

PROCESS OF PLANNING AND IMPLEMENTATION OF REGIONAL DEVELOPMENT

13. In most participating countries, regional development was undertaken by the National Governments with full or limited participation of the Provincial Governments and Local Governments. The funds for regional development was also from the National Government level with participation from the Provincial and Local Governments. Some participating countries had regional development plans approved by the respective parliaments but in some of these were just cabinet orders or in some cases regional development was undertaken without any form of National Governments approval but implemented by the Provincial Governments or by specific Development Authorities set up to undertake development in a certain area for a certain purpose and objective.

14. In most cases where National Government approval is required, the National Agency in charge of planning, implementation and coordination will normally scrutinize the plans before implementation at whatever level. This is the same at Provincial or Local Government level where the Agency in charge of planning, implementation and coordination will scrutinize and advise the local government concerned on the needs and priorities and the levels of implementation in accordance to requests for projects by concerned government agencies.

15. In some cases participants also mentioned about mid-term reviews of the regional development plans during which review the success of implementation will be discussed to overcome any apparent problems unforeseen. Though not mentioned, it is believed that in all the other countries such mid-term reviews may be carried out.

FEATURES OF REGIONAL DEVELOPMENT

16. As mentioned earlier in paragraph 10 above the salient features of regional development will include the following:

- a) There will be massive land development schemes which will prepare land for growing cash crops mainly and if there are mineral resources, mining industries will be opened up. Massive population transfers might take place if the development region is sparsely populated from areas of over population, poverty and slums.
- b) Basic urban services and socio-economic infrastructures will be built so that the products resulting from development can quickly be sent or marketed where they are needed. Roads and other forms of communications will also be opened up to facilitate this movement of products out and provisions needed in.
- c) More commercial and industrial undertakings will be built with proper development control with accompanying after-service facilities like garbage collection, improved water supplies, electricity supplies, telecommunications and if need be construction of airports, harbors and railroads.
- d) Attempts will be made to reduce income disparities among the people so as to satisfy peoples needs and thereby reducing social strife and turmoil.
- e) Regional economic imbalance maybe corrected so that regions like frontier states will be developed.
- f) Regional development is also seen as a tool to stop rural-urban migration and if possible aims at reversing the trend to urban-rural migration.

PROBLEMS OF IMPLEMENTING REGIONAL DEVELOPMENTS

17. Apart from red-tape and corruption, some basic problems encountered in participating countries include:

1. Lack of funds: Most developing countries face this problem and often these countries had to borrow from the international money markets or financial institutions like IMF, World Bank, ADB and even from friendly donor countries.
2. Lack of manpower: Even with funds some countries faced shortage of experts to carry out the planned projects and often rely on consultants from other countries. These consultants in most cases draw up elaborate plans which sometimes are difficult to implement.
3. Political Interference: Some participants cited this as a very important development weakness where funds are often channeled for wrong projects by some unscrupulous politician out for their own gains.

ROLE OF LOCAL GOVERNMENT IN REGIONAL DEVELOPMENT

18. In general, participants were quite at variance with the definition of what regional development means. But the seminar seemed to accept regional development to mean an area where there is a need for development, be it the whole country or a few provinces only or a few local governments only. Given such a broad area which may entail more than one local government, it was also accepted that most regional developments are undertaken by their respective National Government and that local governments just play a small part, be it planning, implementation or coordination. Nevertheless the role of local governments in regional development has been accepted in all participating countries and due regards are given to them in terms of projects, funds and manpower and most important authority.

19. Participants generally agreed that local governments play an important role as follows:

- a) Local government being a place where most interaction between government and people take place, this level of government is able to gauge the needs and wants of people and also disseminate information.

- b) Planning for any development programs is started at the local levels and as such local governments play an important role as the local planning authority.
- c) Local Officials, being near to the projects, would be able to help oversee their projects and advise on any weakness found in the development plans and projects.
- d) Local governments are better placed to coordinate the various activities of the other government agencies.
- e) Being nearest to the people local governments are better placed also to mobilize manpower to undertake any projects, whether government or through self-help.

CONCLUSION

20. In conclusion, the Moderator was able to advise the participants on the role of local governments in the development of their respective participating countries and in particular stressed the importance of local government officers to serve as extension workers or agents of change to bring about changes in the attitude of people towards development, public awareness and self-help.

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