

**MONOGRAPH: LOCAL GOVERNMENT, 1989**

**Topic: In both Japan and Tanzania, Prefectural Governments and Regional Administrations respectively, play the role of link and monitor of Local Governments on behalf of the Central Governments.  
An Observation.**

by

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Tanzania



Generally speaking the task of Local governments in both Japan and Tanzania is to promote the well-being of citizens within areas of their jurisdictions. To put it more aptly, in both countries, it is to operate so as to promote public welfare through performance of public responsibilities, sound management of public enterprises/projects and to implement national policies which determine the course of direction for the nation.

In both Tanzania and Japan the Regional Administration and the Prefectural government respectively play the role of link-man between Central/National government and district/municipal governments and vice-versa in terms of ensuring that national government policies or directives are followed or adhered to and that funds released by national governments reach each district/municipal local governments. For this sense it is evident that both prefectural governments and regional administrations have somewhat similar roles or responsibilities towards the pursuit of economic efficiency in order to ensure good services at low cost and to promote public welfare at municipal and district level.

The foregoing notwithstanding, there are disparities as to how the two organs function in their respective local public administration systems although common ground can be found in the role that each plays as a link between Central/National government and municipal/district authorities. Bearing this in mind, it is imperative that we examine the place each takes in its national system; the role it plays and its relationship with municipal/district local governments.

In Japan, the local government system is provided for by the constitution which states that local autonomy is one of the principles of government. The local autonomy law provides for regulations concerning organization and operations of local public entities. Thus "A local public entity is a corporation created on the basis of specified areas within national territory, the membership of which is given to residents therein, and the basic function of which is to control public administration within its area in order to be of benefit to the residents, based upon the right of autonomy as recognized by the central government."

Local public entities fall into two major categories viz: ordinary local public entities which comprise of prefectures and municipalities; and special local public entities which comprise of special wards, cooperatives of local public entities corporations for local public works and property works. Prefectures and municipalities are established all over the country in order to advance the welfare of their residents. Although Prefectures and Municipalities are of equal standing under law; prefectures nonetheless are wide-based local public entities comprising of municipalities and cover the following affairs:

- (a) which cover a wider area, such as preparation of overall development plans

of the region, mountain and river development;

(b) which require an overall uniformity, such as the maintenance of the laid down standard of compulsory and other education, the administration and operation of the police;

(c) which relate to liaison and coordination of municipalities, such as liaison between national government and municipalities and,

(d) which exceed the level of ability that municipalities are deemed to be able to handle properly, such as the establishment and maintenance of senior high schools, laboratories and museum.

In the case of Tanzania, the local government (District Authorities) Act 1982 provides for the establishment of a Pyramid Type of local government system. In this system, the district council forms the uppermost level. The second level is composed of urban authorities. The third level is the village council in rural areas. Under this act there is no provision for the establishment of Regional Local Government authorities. This would imply that the relationship between Local government and the central government is only through the ministry responsible for Local governments which is the ministry of Local government cooperatives and marketing.

However, under the Public Administrative System of Tanzania which is laid down in the constitution there is provision for the establishment of Regional administrative boundaries as well as for districts and villages within the national territory. The Regional Administrative boundaries cover both district, municipal and village boundaries. As such the coverage of regional administrative boundaries are wide based just like is the case with Prefectural governments in Japan. But, as mentioned earlier, there are disparities as to how the two organs function in their own local public administration systems. And this is manifested in the place that each occupies in the national government administrative system and the role they play and their relationship with local governments.

In Tanzania, the head of the Regional administrative system is the Regional Commissioner. He is an appointee of the President of the United Republic and represents him at Regional Level. His main functions include to maintain and facilitate the maintenance of peace, order and good government, and also to oversee the promotion of social welfare and economic development as well as the well-being of all persons within his area of jurisdiction. His relationship with local governments (authorities) is prescribed under Act 12/1982 as proper officer. So the relationship between central government and local authorities is through the proper officer who is the Regional Commissioner of the particular region. The Regional Commissioner, as mentioned

earlier, is the central government representative at regional level. Every Regional Commissioner, therefore, is the proper officer for each district authority within the region in respect of which he is the Regional Commissioner; and is also the assistant proper officer in respect of each town and each municipality within that region.

A proper officer is, in relation to a local government authority responsible for ensuring the proper management of the finances of the local government authority; facilitating the securing of funds for the operation of the local government authority; and promoting the timely preparation of the annual budget of the authority and ensuring that the authority operates within the limits of the budget as prepared.

In Japan the chief executive of the prefectural local autonomy is the Governor. He is of an appointee of the Chief Executive of the central government as is the case with Tanzania; rather, he is an elected official by the residents of his prefecture and his term of office is 4 years unless re-elected. However, comparatively speaking, the governor, just like the Regional Commissioner, is a central government agent under the supervision and direction of the relevant ministry for local government autonomies. Just as is the case with the Regional Commissioner in Tanzania, the governor as a central government agent is entrusted with powers and responsibilities of assistance over municipal local autonomies on such matters as: giving technical assistance, advice or recommendations, requesting the submission of data and information, field inspection on administrative management, report on budgets and by-laws, field inspection of financial business, authorization for creating new taxes, disbursement of local allocation tax-etc. Moreover, the governor may abrogate or suspend any act of the Mayor under his jurisdiction, related to the affairs of the national government.

Furthermore, the administrative organization of a Prefectural government as an agent of the central government in Japan can be compared with that of a regional administration in Tanzania. Whereas in a prefecture (Japan) auxiliary organs to the governor include an Assistant Governor, a Chief accountant and other officials; in a region (Tanzania) auxiliary organs to the Regional Commissioner include the Regional Development Director who is the chief executive of the central government on all matters concerning Regional development and administration. Under him there are the Planning Department, Finance and Administration Department, Accounts and Audit Department, and other central government departmental heads. In addition to this, in Japan, a prefecture has to establish committees such as: Education Committees, Election Administration Committee, Personnel Committee, Auditors, Prefectural Labour relations Committee, Expropriation Committee, Marine District Fishery Coordination Committee and Inland Waters Fishing-Ground Administration Committee. Members of the Committees are appointed by the governor with the consent of assembly but

independent of the governor. The Committees together with the governor act in the capacity of agencies of the central government in performing national functions delegated to them. In Tanzania too, in every region there is the Regional Development Committee which is established under law. Its chairman is the Regional Commissioner and the Regional Development Director is its secretary. Its membership is comprised of Municipal Directors, District Executive Directors (They are the executive heads of their local authorities) and heads of Parastatal organizations. Its deliberations and decisions are independent of the Regional Commissioner's authority. The Regional Development Committee as an implementing organ of the central government is responsible for giving guidance, supervision and interpretation of government policies and other national issues to local government authorities. Furthermore, they are given responsibility to give technical advice and guidance and to coordinate the implementation of development projects at relevant levels. Also, they make sure that money given to local authorities by the central government and which is allocated for projects implementation by the local authorities is so properly used. This is particularly so because local authorities run various sectoral activities which are supervised by many different ministries.

From the above, it can be safely concluded that in both Japan and Tanzania, Prefectures and Regional Administrations, respectively are central government creations sponsored to ensure balanced national development and to maintain a standard of administrative service. This conclusion emanates from the truth that whereas in Japan the responsibilities of the Ministry of Home Affairs which is the Ministry responsible for local governments, on behalf of the national government include: to plan the local government system, to give guidance and advice on local public administration to local governments; to act as liaison office between the central government and the local governments; to promote mutual cooperation among local governments; to sanction the floatation of local bonds and to grant the local allocation tax etc.; in Tanzania the responsibilities of the ministry of local governments, cooperatives and marketing on behalf of the central government include to: act as liaison office between the central government and local authorities, giving advice, guidance, and issuing directives on the implementation of various activities of local authorities, interpret government policies and where necessary to give directives to local authorities on implementation of such policies, to facilitate the securing of funds and disbursement of the same for the operations of the local authorities.

In the final analysis it means that in both countries the central governments make policy and determine the direction which development strategy must follow. Local governments are the implementing organs whereas the central governments under-

take and implement major projects of national economic impact.

The fore-going notwithstanding, Tanzania has areas to learn from the local autonomy system of Japan.

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**FINAL MONOGRAPH**

**"Local Government system in Japan: How far Japanese  
experience is applicable to Thailand"**

by

**Mr. Suthep Tiewtrakul**

**Thailand**



## INTRODUCTION

Systems of government in any countries are always influenced by major historical events of that particular countries. The historical events determine the trend of political system and subsequently the administration. The outcome will be an existing system of government. By themselves all these present institution and major events will set another trend for the future changes. Any human efforts to influence these historical trend into desirable direction, most of the time, fail. In some successful cases, if there are any, the effort of human intervention on, historical trend is very limited and many times depends on chance.

Anyway with an advancement of science of administration and interrelation among nations in nowadays world, transfer of technology is common phenomenon that happen usually in our everyday living. To learn something new from our neighbours, in itself, is exciting; to utilize the new ideas that we have learned is challenging. Unfortunately, there are many constraints to be considered in the process of technological transference. Otherwise what has been transferred would have created a social side effects.

## LOCAL GOVERNMENT SYSTEM

Local autonomy entrenched in Japanese system of government since the end of World War II. Even prior to World War II there were some forms of local government based on Prussia model with same modification to suit Japanese society. The system had gone through a process of change to base on British-American system. There are three salient features.

- (a) Widened scope of initiative of a local public entity, with more power to the assembly and less supervision by the central government.
- (b) Entitled rights of residents with direct election of governors, mayors and members of the assembly, and various recalls.
- (c) More impartial and more efficient administration with the establishment of the election management committee and the auditors.

In Thailand local government had been set up on trial basis in A.D. 1892 in the reign of King Chulalongkorn (A.D. 1853—1910). Sukhapiban (Sanitary District), in which residents elect nine representatives and Ministry of Interior appoints District Director to set as a chairman of the committee, is still enlisting nowadays. Several forms of local government were developed later out of this experiment, e.g.

Municipality, Changuat Administrative Organization, Pataya City and Bangkok Metropolitan Administration. Anyway all these forms of local government are not as effective as its Japanese counterpart because autonomy of those local governments are very limited. Usually all decision makings are taking place at national level. The implementation of policies carry out by provincial administration. That is a central government administrative organs operating on deconcentration of power in all provinces throughout the country. The governors and other provincial officials are appointed by central government. They are career civil servants. Central government entrusts with them the supervising power over local government. Through these provincial officials national government can maintain a strong control from the centre. There are three main factors that contributes to a different in system of local government of both countries.

(1) Principle of Government: with difference of historical background both countries have developed on different basis. In case of Thailand, being mainland of South-East Asia where warfare has constantly broken out among neighbouring states since historical times, national government has to retain a strict control over local government. Otherwise national independence will be at risk. The situation today remains almost the same as several centuries ago because armed conflicts are still going on in this part of the world. Indo-China war is going on for five decades will no end in sight and becomes a threat to neighbouring states. But for Japan, location is favourable of devolution of power to local government because there is no imminent threat to national security. A sharing of power among different level of government is possible without major obstacle. So both countries developed different principle of government; centralization in Thailand and decentralization in Japan.

(2) Difference in Organizing Administration: Deriving from a principle of government both countries developed different administration. In Japan the key administrative positions, such as Governor, and Mayors, are directly elected by residents living in prefecture or community respectively. Local autonomy Laws recognize that local government has autonomousness in managing local affairs. The recognition extends even to revenues of local government. But in Thailand local government exists with a very limited autonomy. Policy implementation is usually done by civil servants who are assigned by central government to work in the local areas. The key administrative positions, such as Governor, District Director and other officials, are appointed by respective ministries of central government. Even some forms of local government exist, in real term, they are

weak because authority is limited by the concerning laws. In addition to that revenues of local government are insufficient to manage local affairs. They have to depend on central government financially.

(3) Education: In order to govern themselves people have to have a necessary education background compulsory education in Thailand is six-year primary education in which pupils are taught to read and write and doing simple calculation. For junior high school number of students decrease dramatically. Those who proceed on to senior high school and university education are further decreasing in number. With large portion of population having only six-year schooling local autonomy seems too far apart. But in Japan with advancement of education people have higher education background than in Thailand. Together with urbanization areas are seattered throughout the countries, self-government can easily be operated.

#### Problems Concerning Local Government in Thailand.

There are several factors that in themselves are impediment to local selfgovernment. They are as follows:

(1) Too much control from the top with historical retrospection strong central government is inevitable since warfare among neighbouring states have always broken out. Even in the past two decades domestic war with the Communist Party of Thailand (CPT) has caused a serious problem on maintaining internal law and order. Central government has to tighten control over provincial administration and local government. The internal situation has improved since the beginning of the 1980's. But internal threat is imminent because Indo-China (Laos, Vietnam and Cambodia) had fallen to communist regime turning Thailand to frontline state sharing border line with communist Laos and Cambodia. The threat is still imminent even today.

(2) Revenues: In order to sustain local autonomousness local government has to be provided with sufficient income sources. Mainly these sources are taxes and fees collecting from transactions or services provided by local government. Unfortunately economic condition in rural areas is not quite satisfactory because, most of villagers are poor and trade is seldom. Local government has to depend on central government financially. Through annual grants central government can extend the long arms to intervene in local affairs.

(3) Urbanization: The word means different things to different people according to their frame of thinking. Except in a few cities urbanized areas in less developed countries, like Thailand, has nothing in common to their counterparts in developed countries. Urbanization starts gradually with physical changes of the villages from peasant communities to mixed communities of peasants and traders. A dominant characteristics still reflects strong influence of peasant communities. It takes times to develop further from this stage. However, these villages are physically different from traditional villages. Local autonomy units are set up for residents to practice self-government at grass root level. All these units are under guidance from local district officials. Later with an advance degree of urbanization, the units can be upgraded to municipalities in which mayors are popularly elected by residents to manage local affairs. Local officials will be pull out and adopting supervisory role. In this case provincial administration which operates on deconcentration of power to carry out policy implementation in rural areas, is still necessary.

How to use Japanese System as Model Administration.

There are three constraints to be considered in comparative studies. They are.

Firstly-Difference in Social Structure: Due to technological advancement of Japan, Urbanization reaches every corner of the country. People live densely in urban communities. On the contrary Thailand has vast rural areas where people mostly live in village communities with relatively low standard of living. The top priority of government is economic development in order to bring villagers out of subsistence living. Therefore, administration in general cannot be the same.

Secondly, Cultural Context: Since ideas and system are deriding from cultural context of on society, they might not suit to the other cultural context. The system that works quite efficiency in one country might not produce the same effect in different culture; especially Japanese system of administration that is deeply intertwined with cultural pattern. Transplant of ideas cannot be done without careful consideration of human factor because system needs man to operate it.

Thirdly, Financial Situation: Money is important side of administration. Usually economy of developing countries generates much less incomes for the government than industrialized countries' economy. The system of administration must be organized in line with financial situation to make sure that economy can sustain it. Comparing government's revenues to significant objectives that the government should have done, we can see clearly the financial constraints of the

government. Therefore, things should have been done according to the priority. In this case Japanese model administration is costly in term of expenditure on personnel and facilities; for the time being it could not be operated.

## CONCLUSION

It is inevitable to accept that Japanese system of local government works quite well and the only successful case of democratic government outside western hemisphere. The concept of sharing of power among different levels of government is in itself interesting. But system alone cannot work successfully. It needs a number of capable officials to keep the system functioning efficiently. These officials are the important factor of the system that contribute mainly to the smooth functioning of any governments. To motivate them to work the government should provide attractive pay scale with fringe benefits plus career prospect. In less developed countries where financial constraint of government is a reality and limitation of administration, public officials are not sufficiently motivated to work competently. The outcome is inefficiency and mismanagement. To heal these administrative inefficiency in developing countries, it should start from system analysis. Restructuring should be done after careful analysis of the existing system to find out the defects. At this point a background knowledge of the other systems will start exerting an influence.

However, Japanese system of local government and administration is one of the best and is relevant to municipality in Thailand. If municipal government would have undergone some reactivation, the Japanese model would be useful as one of the successful case of local government to be considered.





**A COMPARATIVE STUDY ON JAPANESE AND TURKISH  
LOCAL GOVERNMENT SYSTEMS**

by  
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## I. INTRODUCTION OF JAPAN AND TURKEY

### A. General View

Japan is located in the east of Asia, and consists four main islands — Hokkaido, Honshu, Shikoku and Kyushu — in addition to this a number of island chains and hundreds of smaller islands. The site of Japan is around 377,000 sq km. This area is one-twenty-fifth of the USA and Japan occupies less than 0.3% of world land area. The population of Japan is 120 million persons. The population density is 310 persons per square km. At present, about 76% of people live in cities. Of this urban population, 58% is crowded into Tokyo, Osaka, Nagoya and Kitakyushu.

Turkey is located in the southwestern Asia, and it is a peninsula between Asia and Europe. It's surrounded by the Black Sea, the Marmara Sea, the Eagean Sea and the Mediterranean Sea. The size of country is 788,695 sq km. This area is nearly two times of Japan. In Europe, the second biggest country after Russia is Turkey. The population of country is 53 million persons and the population density is 68 persons per square km. At present, around 65% population lives in the urban area. Only more and less 17 million people live in the rural area. Generally population is crowded into metropolitan cities. 40% of country population lives in eight metropolitan municipalities.

### B. Structure of Administration

It is a fact that in the world there are two kinds of administrative state systems. The first one is the traditional State Administration, the another one is Federal State Administration. Now I would like to explain to the both administrative system briefly.

To the best of my knowledge in The Republic of Turkey, there is traditional state administration because the authority of national government has been using authority in the local also in the village level, local level is province, districts and villages. In all units head of administration represents the central governments for instance, the governor of province also governor of district are appointed by the central government. Both of them have got two kinds of functions. One is to represent the national government in the local level, another one is local affairs. In addition to this each ministry appoints province and district head of directors to carry out the affairs of pertaining to the ministries. They service under the control of the governor of province and the governor of district. Also in local level all head of directors are responsible to their related to ministries. They are executive agent of the central government. Their power is very limited. This system is based on the centralization. The Central Government holds main power. They don't take over

their power to the local level. That is because central administration is very strong in their administrative state.

The second one is totally decentralization in the highest level. Governmental authority has gone to the federal state. Nearly all functions are done by the federal state. As in case of Japan, in this system there isn't any representative of the national government in the local level. The governor of province is elected by inhabitants directly for four years. The USA and West Germany have got similar system. Japan took this system from the USA and adapted them to her society.

### **C. Central Government of both Countries**

In Japan, New Constitution which was promulgated on May 3, 1946. Also the new constitution differs in many important respects from the Meiji Constitution of 1889. In accordance with the Japanese Constitution the Emperor is the symbol of the state and the unity of the people, sovereign power rests on the people. The Emperor has no powers related to government. Only he appoints the Prime Minister and supports the member of cabinet. The cabinet consists fourteen ministers.

In Turkey, New Constitution which was proclaimed in 1982 with this constitution Senate of Republic was abolished. Now we have only House of Parliament with 450 members, according to the Turkish Constitution, the President of Republic is elected among the members of parliament for seven years. Also this constitution has increased the executive powers of the President. The Prime Minister is appointed by the President, he also approves the members of Cabinet. In executive level, he plays very important role. He takes all powers from the constitution. The Cabinet consists 24 ministers that the eight of ministers are the State Minister.

As is to be explained above that there are two kinds of Local State administration in Turkey. The Provincial administration that the number of it is 67. Every province is governed by the appointed governor. In Turkey, every province is divided into districts. The number of districts of provinces changes according to the area and population.

There are 694 districts. This figure is increasing year by year. The Governor of district is also appointed by the national government.

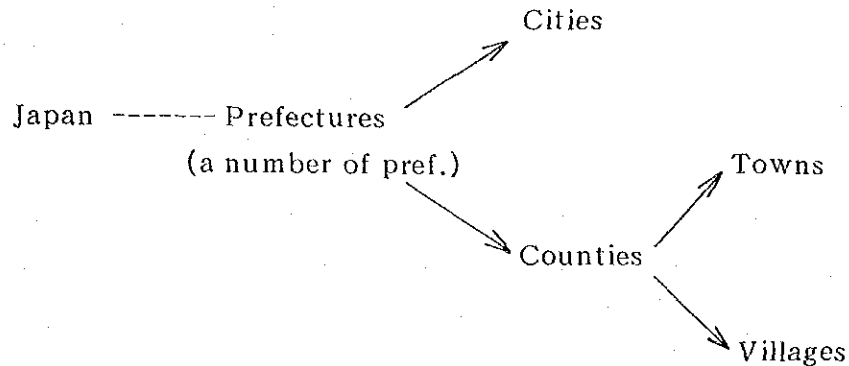
## **II. LOCAL ADMINISTRATION SYSTEM OF BOTH COUNTRIES**

### **A. Historical Background**

The modern local government system in Japan was established after the Meiji Restoration in 1868. After 1878 three new laws were introduced that are the

Municipalities Formation Law, the Prefectural Assembly Law, and the Local Tax Law. All of them explained to the foundation of the local government system.

The Municipalities Formation Law divided prefectures into counties (gun) and cities (ku). It subdivided counties into town and villages (cho and son).



Cities (ku) and towns (cho) had the character of the local public entities.

In 1888 the Municipal Government Law was promulgated. This law provided for municipal assemblies as the legislative organ of municipalities. Of course the members of assembly were being elected by residents.

After the promulgation of the New Constitution in 1946. The first change in the local government system started. A new Local Autonomy Law was introduced and this law established a new local government system in Japan. The new model local government system was like the British – American system.

In Turkey, before 1856 this is the Ottoman Empire's time. At that time whole Empire was divided into two governorships. One is in Anatolia, the another one is in Europe. Correspondingly each governorship is divided into provinces, provinces subdivided into districts and districts into smaller tax collection areas. This time there wasn't any municipal administration such as today.

We can see the municipal system in Ottoman Empire's time after 1855. First time, the municipal administration was established in Istanbul in 1856. So, the public administrative structure was set up. Until 1930, a new municipal law was not enacted. After establishment of the Republic of Turkey, the first municipal law was passed through the parliament in 1930. With this law, the local administrative structure was regulated and formed.

## B. Classification of Local Public Entities

The Local Autonomy Law divides local public entities into two major categories: ordinary local public entities and special local public entities. Subdivision of these categories is as follows:

Local Public Entities	}	Ordinary Local Public Entities	{	Prefectures	{	To ——— 1 Tokyo —to Do ——— 1 Hokkaido —do Fu ——— 2 Osaka —fu Kyoto —fu
		Municipalities	{	Shi (Cities) ..... 655 (Designated Cities) Cho (Towns) ..... 2,000 Son (Villages) ..... 590		
		As of April 1, 1985				
	}	Special Local Public Entities	{	Special wards ..... 23 Cooperatives of local public entities ..... 2,871 Cooperations for local public works ..... 14 Property wards ..... 4,078		

In Japan, these are 47 prefectures. The number of municipalities are 3,245. There are 652 cities, 10 designated cities, 2,005 towns and 596 villages.

In Turkey, there are three types of local administration.

1. Provincial Local Special Administration
2. Municipal Administration
  - a. Metropolitan Municipal Adm.
  - b. Provincial Municipal Adm.
  - c. District Municipal Adm.
  - d. Town Municipal Adm.
3. Village Administration

The number of provincial Local Special Administration is 67, total number of municipalities is 1984. That is, there are 8 metropolitan municipalities that are Istanbul, Ankara, Adana, Konya, Bursa, Gaziantep, Izmir and Kayseri. The number of provincial municipalities are 67 and total district municipalities are 694 and there are 1,215 town municipalities. Also the number of villages are 36,000.

### C. Organs of Local Public Administration

In local administration, there are two kinds of organs.

- a. Legislative Organ
- b. Municipal Assembly

The legislative organ consists mayor and administrative committees. They are executive organs of local public administration. Administrative committees such as:

- Education Committee
- Election Administration Committee
- The Personnel Committee
- Public Safety Committee
- Agricultural Committee, and so on

These committees have to be established by the municipal administration. Members of committees are appointed by the chief executive for four years.

Head of legislative organ is mayor. He is elected by residents directly for four years. He is very powerful, he has a strong power.

The legislative organ decides upon matters such as bylaws and budgets and executive organs implement them.

The members of assembly are elected by residents directly for four years. The maximum number of members is 130 in case of Tokyo-to. The minimum number of members is 12 in case of village, but also this number varies according to the population of the municipalities. Assembly elects a president and a vice-president from its members.

Powers of the assembly as follows.

- to enact, amend or abolish bylaws
- to fix the levy or collection of local taxes or the collection of assessments, charges, admission dues or fees etc.
- to authorize contracts, and so on

The organs of local government as I mentioned above there are three types of local government in Turkey. I would like to express first of all the village administration.

Organs of village:

1. The village council: all villagers above 21 years old. They are members of council. Their functions are fix in the Village Law on by one.
2. The Council of elders: They are elected by the village council. This is executive organ of village administration. It has eight members.
3. Village headman: such as governor of prefecture. He is executive agent of the central government. He is elected by villagers for five years.

Organs of municipalities:

1. The mayoralty: Mayor is head of municipality. He/she is elected by resid-

ents for five years. In Turkey mayor is powerful and first man in town or city.

2. Municipal council: This council is decision making body of municipality. The members of municipal council are elected by residents directly for five years. Their number changes according to the municipal population.
3. Municipal Executive Committee: This executive committee is in part a decision making body of the municipality.

Provincial Local Special Administration:

1. General Council: all members of the general council are elected by people directly for five years. They work only 40 days in a year time.
2. Prefectural Executive Committee: The members of this committee are elected by the general council from among its members. They are in part decision making body of the provincial local special administration.
3. Governor of Prefecture: He is appointed by the national government. He is head of provincial local special administration. He is agent of the central government also he represents the central government in province.

#### **D. Finance of Local Government**

In Japan local taxes are classified into two parts:

- a. Prefectural taxes
- b. Municipal taxes

Prefectural taxes are levied by the prefectural government. They are prefectural resident tax, business tax, amusement tax, meals and hotel taxes, automobile tax, and diesel fuel oil distribution tax, etc.

Municipal taxes are levied by the municipal administration. They are resident tax, property tax, electricity tax, municipal self initiated taxes, business office tax, city zoning tax, special land tax and golfcourse user tax, etc.

As I mentioned above all sources of revenue are for the activities of local administration. All revenue sources are not only local taxes for municipalities. The ratio of local taxes to all the local government revenues in fiscal year 1986 is 41%.

Other sources of revenue for the general administration of local governments are as follows:

1. Subsidies come from national government: It is 17.3% of local revenue.
2. Local allocation tax: This is 32% of the income tax, cooperation and liquor tax are allocated to the local government.
3. Local public bonds: This is 8.8% of the total revenue of local governments.



4. Local Transfer Taxes: This is not local taxes. They are collected as national taxes. They are:
- Local road transfer tax
  - Special tonnage transfer tax
  - Motor vehicle tonnage transfer tax
  - Aviation fuel transfer tax

In Turkey, municipal financial resources for development have been divided into three parts systematically as:

1. Municipal taxes: workplace and occupation tax, advertisement tax, entertainment tax, fuel consumption tax, telephone communication tax, electricity and gas tax, and so on.
2. Municipal fees and charges: buildings and reconstruction licence fee, drinking water control charge, weekends and national holidays work licence fee and occupancy fee.
3. Public contribution to municipal expenditures: contribution to road construction expenditures, contribution to sewerage expenditures, contribution to water supply expenditures. In addition to this share of the municipalities according to the Law of Fiscal Redistribution is 10.30% each month. Last year it was almost 2 trillion Turkish liras.

#### E. Local Public Personnel

In Japanese governmental system, there is equal opportunity. For entering into civil service and the merit system. Opportunities for entering into civil service should be open for any individual citizen. And the "merit system" is adopted and applied to such matters as employment, promotion, pay increase, etc.

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

The regular public service is included of all positions in the local public service other than those in the special public service. Number of local public service personnel in regular service is as follows:

Total	General Administration	Welfare	Fire Prevention	Education	Hospital	Water Supply	Transport	Public Enterprise
1,472,143	441,139	367,453	112,701	252,320	126,699	60,967	39,982	70,882

Procedure of appointment is divided into four categories:

1. Initial appointment
2. Promotion
3. Demotion
4. Transfer

Initial appointment and promotion cannot be made without a competitive examination. The competitive examination is given to recruit for specific positions from among many candidates. Competitive examination should be open to all Japanese citizens on equal terms.

Appointing authorities in local governments are the chief executives (mayors or governors), the chairmen of the local assemblies, and administration commissions.

In Turkey, the village administration has, of course, a very limited number of personnel. School teachers, priest (imam), agricultural technicians, health officers, etc. are paid by the central government and they are appointed by the national government. The village guardian and clerk are also paid out of the village budget. Both of them are appointed by village headman.

A large number of personnel is employed by municipalities. 103,000 civil servants and 100,000 workers have been working in all municipalities in Turkey.

Ordinary and some executive staffs are appointed by the mayor. Initial appointment cannot be made without competitive examination. Competitive examination is open to all Turkish citizens on equal terms. Appointing authorities in municipal administration are the mayor and the municipal executive committee.

In provincial local special administration, appointing authorities are the governor of province and the governor of district.

I want to give some additional information, in municipalities, municipal health directors are appointed by the Ministry of Health. Also the engineers in the technical services, by the Ministry of Construction.

In municipalities and provincial local special Administrations, all staffs (cadre) are appointed by the central government. On the contrary the mayor and the governor cannot be appointed without cadre.

In local administrations, promotion is done according to the public officer's merit generally. Sometimes it depends on the mayor's also the governor's position. That's why I can't say it is fully implementing.

## II. THE RELATIONSHIP BETWEEN THE NATIONAL GOVERNMENT AND LOCAL GOVERNMENTS

In general, the Ministry of Home Affairs is responsible for local government affairs. Most of the other ministries deal with local governments concerning respective functions for which they are responsible. The functions of the Ministry of Home Affairs are as follows:

- to plan the local government system
- to give guidance and advice on local public administration
- the Ministry of Home Affairs is a liaison office between the central government and the local governments
- to help local governments in the exchange of personnel
- to promote mutual cooperation among local governments

As a matter of fact the local governments are created by the national government. The relationship between the central government and local governments are established on the principle of cooperation and minimum interference by the central government into the administration of local affairs.

The central government is expected to render technical advice and financial support with minimum control over the local governments.

In local administrations, the chief executives and administrative boards act national functions delegated to them. They are under the direction and control of the central government.

Normally, the national administration is undertaken by the central government and the local administration by the local governments. In Turkey national education and police affairs contrary to Japan are national affairs, in cases of health and welfare. Fire defence is local affairs in Turkey. Culture and tourism, industrial promotion, public works are shared by national and local governments. In general the national government has got strong power over the municipal and provincial local special administration. Generally this power is used by the Ministry of Interior Affairs. All municipalities are supervised by special inspectors in every three year. In addition to this also some local affairs are supervised by provincial government.

## CONCLUSION

I've already explained to the both side. Now I want to make summary about differences and similarities of both countries municipalities.

1. In general, the local government system is similar in Japan and Turkey. All chief executives (mayors) and members of assembly are elected for certain period of time. In Japan and Turkey they are elected directly by inhabitants. The period of time is 4 years in Japan, 5 years in Turkey.
2. Also in Japan the governor of prefecture is elected person. On the contrary in Turkey he is appointed by the central government. He represents the central government in the local level. He is an agent of the central government.
3. In Japan, in village there is a municipal administration. Mayor, also members of assembly are elected by villagers. In Turkey in a village administration is not a municipal administration. Of course all members of body are elected by village inhabitants. Here, there is a similarity, contrary to village headman is an agent of central government but he is an elected person.
4. In Turkey, local government system has been developing steadily and I believe that it will catch up just like Japanese local government system in the near future.
5. The relationship between the national government and local government in Turkey is still strong. Local governments in Japan are more autonomous.
6. In Turkey, most local governments are financially weak. The central government subsidies aren't enough. In Japan all local governments are wealthy. That is why in some regions there is a struggle between municipality and prefectural government. In general, they are doing the same duties.
7. In Japan governor and mayor are equal level. Of this meaning in the same area there are two heads of administration. In the future, this situation can be a problem for Japan. Probably the prefectural government might be abolished. So all powers concentrate in the municipal administration. In Turkey, the municipal administration always comes after the prefectural government. It means, municipal administration is not under the prefectural government.
8. In Turkey, in each provincial government there is a provincial council members of which are elected by the people, in Japan also in the prefectural government the members of assembly are elected by the residents.
9. In Turkey, the local state government has no real independence, because most

of the executive staffs are governmental official. They are under the control of central government. In Japan, the local government level has more independence. The governor and mayor are elected by the local people. They are representative of local government.

10. In Turkey, there is no designated city. In Japan there are ten designated cities such as Osaka, Nagoya, Kyoto Yokohama, Kobe, Hiroshima, etc.

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