

**A FINAL MONOGRAPH OF
26TH LOCAL GOVERNMENT TRAINING COURSE**

by
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INTRODUCTION

Japan lies in the eastern coast of the Asian continent, having a total land area of 377,815 sq. kilometers. Japanese archipelago consists of four main islands — Honshu, Hokkaido, Kyushu and Shikoku. The climate of Japan is generally mild, though it varies considerably from place to place. There are four seasons in Japan — summer, rainy, winter and spring. The population of Japan as of March 1987 was 121.4 million with the density of 321 persons per sq. kilometer. Japan is applying parliamentary system in central level, whereas presidential system is applied in local level. Local autonomy is guaranteed by constitution. But it is not entirely separate from the national government or national administration.

Nepal lies in the middle of China and India. The total land area is about 56,000 sq. miles. Due to the topographical difference from south to north, the climate of Nepal is also different in the same manner. South is hot, middle region is mild and the northern region is cold. There are also four seasons in Nepal. The estimated population of Nepal in 1986 was 17.1 million. The annual growth rate is estimated 2.2 percent per year and the density of population is 100.5 persons per sq. kilometer.

In the matter of political system, Nepal was applying Partyless Panchayat system before April 8, 1990. After this date, Nepal is going to apply multi-party system. But new constitution has not been prepared. So, it is difficult to describe and make a comparative study with our present system. In this final monograph, the informations about Nepal are based on the system before April 8, 1990. In the matter of local autonomy, decentralization policy has been applied to the local level in the field of planning and implementation of development activities.

Chapter 1. Local Government System

Local autonomy is a principle of Japanese Government. It is reflected in the constitution of Japan and related laws are enforced to fulfil the objectives of local autonomy.

The procedures of establishing local public entities, their executive and legislative organs and the powers of local public entities are mentioned in Chapter 8 Article 92 to 95 of Japanese Constitution. Related laws such as local autonomy law, local finance law, local tax law and other related laws

are enacted to fulfil the spirit of constitution as well as to manage the local government system.

In Nepal, Nepalese constitution had been provided some provisions for local levels two tiers of local government were established and aimed to run the development activities under decentralization policy.

1.1 Types of Local Government

The whole country is divided into 47 prefectures and about 3,200 municipalities. Two tier system is existed. Upper tier is prefecture and the lower is municipality. These local public entities are classified into two types: ordinary and special.

(A) Ordinary local public entities

These entities are general local entities established in order to advance the welfare of residents. Ordinary local public entities are divided into two tiers, as already mentioned above, these are: Prefectures and municipalities.

(i) prefectures

'To,' 'Do,' 'Fu' and 'Ken' are the upper tier of local public entities composed of several municipalities in their area. The difference of these four is only historical, not in their structure and functions.

(ii) Municipalities

'Shi,' 'Cho' and 'Son' are the lower tier of local government within the prefecture. These are basic local public entities in Japan and they are closely related to the daily life of the people. The requirement between 'Shi' and 'others' are different from each other.

In the sense of independence, the prefectures and municipalities stand in equal position. But they share responsibilities and carry out their duties through mutual co-operation. The prefectures handle the matters concerned with more than one municipality in one side and on the other hand, some administrative matters are handled both by prefectures and municipalities according to their responsibilities. In this respect, prefectures are not superior to municipalities but are in a position to co-ordinate affairs involving municipalities.

(B) Special local Public Entities

Special local public entities can be classified into special wards, property

wards, associated local public entities and local development corporations.

Special wards are existed in the area of Tokyo-to. There are 23 wards and their organization and functions are to similar with 'Shi' but the governing officer of the ward is elected directly by the residents as the Mayor in 'Shi.'

Property wards are created to manage the property such as forest, irrigation and canals, etc. owned by the municipality.

Associated local public entities are created jointly between prefectures and municipalities as well as between municipalities.

Local development cooperations are set up for the comprehensive execution of projects such as housing, roads, ports, water works and sewerage, etc. These are based on integrated development plans of a specified region.

In Nepal, local public entities were divided into two levels: village and town, and districts. All the district level public entities were same in their structure, responsibilities and functions. In case of village and town, town level had some differences. Town level was formed in urban area having more population and more functions, duties and responsibilities than village level.

In the matter of responsibility, co-ordination and superiority between lower tier and upper tier it might be similar to the Japanese system.

1.2 Organs of Local Government

Japan has been applied presidential system in local level. There are mainly two types of organs: assemblies and executives. The chief of these both organs are elected by the residents. Harmony and balance are maintained by a system of mutual checking as equals.

(A) Assemblies

Every prefecture and municipality has an assembly. The members of assembly are elected by the residents. Assemblies are legislative and decision making organs of the public will, so their powers are centered around the right of decision by voting. The assembly is headed by assembly chairman.

(B) Executive organs

Executive organs are headed by Governor in prefecture and by mayors in municipalities. The executive organs are divided into 3 major sub-organs: Chief Executive, Assistant Executive and Administrative Committees.

The chief executives are governors in prefectures and mayors in the municipalities. They execute all the functions within their jurisdiction. Chief execu-

tive also acts as an agent of national government to supervise and administer affairs entrusted to them by national government. Such affairs include official registers designated statistical surveys, supervision of national roads and many other materials.

In order to assist two offices of Governor and Mayor, the vice governor, chief accountant and assistant accountant, administrative and technical officials are provided in prefectures, similarly vice mayor, treasurer and officials are provided in municipalities.

An administrative committee is set up to independently handle matters in appropriate for governors and mayors. These administrative committees are under the control and jurisdiction of the chief executives of local public entities but in the execution of official functions they are independent of the chief executives control. These executive committees are: Education Commission, Public Safety Commission, Election Administration Commission and Audit and Inspection Commissioner.

In Nepal, there were also the assemblies and executives. Different committees were also formed. The chief executive and assembly chief was the same person elected by the people. Different committees such as, Education Committee, Agriculture Committee, Civil works and Maintenance Committee, and Public Health and Population Committee were working as a co-ordinator between district assembly and the local level agencies of central government. District Panchayat at present worked as the head of district assembly and the head of executive i.e. district Panchayat-secretariate. In village and town level, administrative committees were not been formed but the "Pradhan Pancha" worked as the head of the executive and as the head of the assembly. In case of executive power, the executives were limited in power because they had to concentrate their responsibilities in the matter of development activities not in the matter of the law and order maintaining and public safety.

1.3 Duties and Responsibilities of Local Government

Basically, local levels are closely connected to the residents. The primary duties and responsibilities of any local government are to provide primary services to their residents. Although, the power, status and the structure may be different from one country to other but all the local governments are directed by these duties and responsibilities.

Similarly, the local governments in Japan are discharging the duties in the matter of education, public works, social welfare, health and hygiene, promotion of industry and commerce, fire defence and police affairs.

All the duties and responsibilities mentioned above, are discharged by the different executive organs. Governors and mayors are responsible for those duties and responsibilities in their respective prefecture and municipalities. They discharge their duties through the help of other executive organs and different committees.

In case of Nepal, more or less the duties and responsibilities were the same in local level. But the role of local government in discharging their duties and responsibilities is different. Local level agencies of central government were established in each district. So that these agencies limited the duties and responsibilities of local government. The main role of local government was to make a co-ordination between the local resident and local agencies of central government. Local government co-ordinate in the matter of education, public works, social welfare, health and hygiene, promotion of industry and commerce. These local government specially in district level, had provided a power of planning and supervision of the activities. In the matter of public security and police administration they had to do nothing. These duties were discharged by national government through its agencies in local level.

1.4 Relations between Central and Local Government

The public administration in national level is undertaken by national government whereas the public administration in local level is undertaken by local level. But some affairs such as foreign affairs, defence and jurisdiction is not undertaken by local government. In principle those works which are closely connected with the daily life of the residents are to be undertaken by the local government as much as possible. The central government takes care of those fields that are beyond the ability of local government. Ministry of Home Affairs plays a co-ordinatory role between central and local governments. This Ministry is a link between central and local government. Other Ministries provide technical guidance and necessary advice.

In Nepal, the public administration in national government is taken by central government. Public administration in local level was jointly undertaken by central and local government. Development administration in the field of local planning, implementation and supervision were undertaken by local government whereas the fields related to public security, public treasury control were undertaken by national government. Ministry of Panchayat and Local Development had more or less the same functions as the Ministry of Home in Japan. Other central ministries had a stronger control and role than

that of Japanese ministries.

1.5 Personnel System in Local Government

In Japan, local public service law has been enforced for the management of local public service personnels. In all prefectures, 11 large cities and an association of the special wards of Tokyo have their own respective personnel commissions. All other local governments have are equity commission.

The personnel commission discharge the duties of inquiry, research, planning and advice concerned with personnel administration and selection of personnels. It is composed of 3 members, who are appointed by the chief executive, with the consent of the assembly. This committee makes rules and regulation concerned with personnel administration. It protects the right of personnel and judges the working condition of employees. It examines the punishment given by employer and decides whether it is right or wrong.

In Nepal such law and commissions were not established in local level. Personnels working in the local level agencies of the central government were administered by central civil service law and all the activities such as the recruitment, assignment and punishment or rewards are managed by central government. Besides this, the secretary of local Panchayats and his subordinates were also appointed by central government and administered by central civil service law but some lower level staffs were appointed by respective local governments. They were managed by local government and paid by the financial resource of the respective local government. Comparatively, vast difference can be found in local public personnel system between Nepal and Japan.

Chapter 2. Local Public Finance System

Local governments are independent to make their budget. They are free to mobilize their resources as they like. They collect the tax within their jurisdiction. Besides this they receive the fund from national government in terms of allocation, subsidy and others.

2.1 Local Revenue

Local revenue is composed of the following items:

- local taxes
- local transfer tax

- local allocation tax
- central government disbursement
- loans
- charges and fees
- miscellaneous

In the year 1985, the percentage of local tax and local allocation tax were 42.1 percent and 16.3 percent respectively. Local allocation tax is that kind of revenue which is provided by National Government to the local government. It plays a vital financial support for the local government. This tax is allocated by national government according to the gap between standard needs and standard financial revenue.

In Nepal local revenue was mostly based on the grants provided by national government. The tax collected by local government was nominal, because all the major taxes and a large amount of tax was collected directly by national government through their local level agencies. So, the revenue of the local government almost depended upon the subsidies provided by national government.

2.2 Local Tax System

Different types of taxes are collect by prefectures and municipalities. In prefectures, prefectural inhabitant tax and enterprise tax are the main tax which made a sum of 72.8 percent in 1987. Similarly 5.15 percent of total tax was received from municipal inhabitant tax in 1987. Other major tax in municipalities is municipal fixed asset tax which covered 32.8 percent of tax in 1987. The prefectures and municipalities have their own organization for tax management. Tax offices are established in different places within their jurisdiction.

In Nepal, as already mentioned in Chapter 2.1 that the local government mostly depended upon the national government. It was because of the lack of a strong local tax system. Local government collected the tax in terms of taxes, fees charges and rents. These revenues were nominal and were not sufficient to run any projects. Only the exception appeared in some town Panchayat because of the right to collect the tax named 'Octroi.' This tax made them able to run some development activities.

2.3 Budgeting and Expenditures

Local government in Japan make their budget annually including the tax collected by them. The amount of grant in aid provided by national govern-

ment, obligatory share from national government and local loans. The budget is discussed in their respective assembly and finally approved by assembly. When the budget is finally approved, the executive operate the budget through the executive organs. The expenditure is inspected by audit and inspection commission and discussed in assemblies.

In Nepal, there were two systems of budgeting in local level: Budgets of the districts, village and town Panchayat and the budget of the local level agencies of national government.

The budget of District, Village and Town Panchayat was prepared by respective local entities including the grants provided by the national government and the revenue collected by them in terms of fees, charges, taxes and rents. Such budget was to be discussed in respective assemblies and finally approved by assemblies. The expenditure was audited by zonal commissioner and discussed in assembly. Besides this, the budget of the local level agencies of national government was prepared by concerned agencies. It was to be discussed in assemblies and primarily approved by them. Then the budget had to be sent to national government and the national government include the budget in national budget. The national government had to proceed the budget in national Panchayat for discussion and approval. Then the budget had to be finally approved by National Panchayat. There were no local level agencies of national government in village and town level so that the second procedure for budgeting was not needed in village and town level. District level agencies of national government discharge their duties and responsibilities from district offices and some district offices had been established units within the district. The expenditure of these local level agencies had been audited by central auditor general and the report of auditor general was to be put in National Panchayat for discussion.

2.4 Local Public Enterprise System

Present legal system allows local public bodies to own or administer any enterprises for the improvement of public welfare. Accordingly, local public bodies provide diverse services through their enterprise activities, which are referred by the name of "local public enterprises." There are two major types of publicenterprises.

- (i) Services indispensable for the daily life of the people. Such as water, bus, train, subway, hospital, gas and public sewerage systems.
- (ii) Services aiming regional development and tourist promotion. Such as services related to industrial water, and electricity, port and harbour

facilities, residential areas, toll roads, private trained lodges and youth hostels.

This local public enterprise system is playing an important role to ensure and improve the standard of living of residents and this is particularly free of the watersupply and sewerage enterprises.

Public enterprises are managed according to local public enterprise law. Local public enterprises are different in organization than that of general administrative organization. But they are not fully independent because they are directly owned and operated by local public body and their organization are to be within the organization of the local public body.

In Nepal, public services were provided either national government or local government within their general administrative organization. Public enterprises in the field of water supply, electricity, communication, etc. are organized in national level and they provide the services all over the nation.

Chapter 3. Role of Local Government in Regional Development

Regional development is a challenge for each countries whether it is developed or developing. The cycle of problems always making the government uneasy and the government has to do something to solve the present problem as well as to be aware of coming problems. The degree and complexity of the problems may differ from country to country but some trends are appeared in a same way. In concern of Nepal and Japan, comparatively the trend of migration, housing problem in urban areas and social and cultural changes, due to modern industrialization, modern technology, and others, have more or less same nature. However, there is a vast rift between Nepal and Japan in respect of economic development, standard of living of the people, technology but the nature of problems having appeared as the same way. Although, these problems are in a initial stages in Nepal compared to the present problem in Japan.

3.1 Present Problems and Situations

After second world war, Japan was severely damaged demographically and economically. The country had to start from the beginning. Now, Japan is one of the most developed countries in the world. But she has many problems. Such problems may be national, rural and urban, but our concern is with the local, so that problems related to urban and rural areas are discussed as follows.

(a) Problems in urban areas

In the beginning, a policy to double national income in 10 years was established and economic growth was the major goal. Besides this four comprehensive National Plan and Land Use Plan have been implemented for the development of the country.

In the initial stage of development, new "Industrial cities" and "Specially Designated Areas for industrial development" were established as key areas and more attention to develop these areas was given by the National and Prefectural Government. These key areas enabled the country to get a high economic growth but they created new problems.

Due to the creation of such key areas, all the development activities concentrated in those areas. People migrated from village to urban areas in search of higher income, job opportunity and better standard of living. This trend made the urban areas more crowded and it created a new need of housing development, more physical facilities, and more welfare activities. Similarly, the pollution problem and rise of land price occurred.

(b) Problems in rural areas

The drastic outflow of the youth and children to the urban areas has brought a relative increase of aged people in rural areas and consequently the community consciousness has been lost and culture also affected by migration.

Local government in rural areas needed to make effort to increase the income of their citizens and to improve the poor medical situation, fire defence and emergency disaster prevention.

In the context of Nepal, more or less the similar problems have been appeared. Nepal is in the beginning stage of modernization and development as Japan. Migration to urban areas from rural areas is becoming a serious problem. Due to the lack of infrastructure development, lack of job opportunity and unavailability of other facilities in rural areas, people are crowding in urban areas. On the other hand, rural areas are facing the lack of youth manpower and agriculture is being affected because of the manpower shortage.

3.2 Measures

To solve the pressing land use problems, the National Land Use Planning Law is enacted in Japan. Under this law the government is required to work out a national land use plan which lays down a basic program for the use of land throughout the country. The government has formulated master plans for

the development of each region. These are: The master plan for the development of the national capital region, the master plan for the development of kinki region, etc. Under these plans, a region classified into built up areas, suburban areas, urban areas, etc.

In Nepal, the country has been divided into five development regions. These regions have been divided from the standpoint of economic development. The regional development concept envisages the development of five north south growth axes. Growth is expected to spread from these axes and centers to two surrounding areas. Thus, that eventually the hill and mountain regions are integrated fully into a network of economic and communication links. The major objective of the regional development concept is to include a decentralized pattern of growth in entire economy and provide for the economic viability of each region by developing into its full potentials based on regional analysis.

3.3 Local Planning and Role of Local Government

Local Government can play a major role in regional development. Because regions are different in the field of natural resources. On the other hand, they may differ in respect of needs, priorities and availability of human resources. In this context, local government can play more role in seeking of resources and finding out of needs priorities and manpower. The plan might be more effective and might insure the maximum achievement if the above mentioned duties and responsibilities performed by local government.

Similarly the local governments of Japan have been playing a major role in regional development. City plannings are drafted, discussed and implemented by the local governments. Most of the development plans are implemented by local government. Construction of prefectural roads and municipality roads, management of watersupply system and sewerage system, construction of convention halls, posts, harbours and towers are the examples of such activities performed by the local governments.

In the context of Nepal, local governments of Nepal are responsible for regional planning. Planning procedure from bottom to top has been exercised under decentralization policy. Although local governments are not so much engaged in administration of routine works but they are playing a vital role in the field of planning, supervision and peoples participation.

**COMPARATIVE STUDY
ON REGIONAL DEVELOPMENT**

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ACKNOWLEDGMENT

I would like to thank Japan International Cooperation Agency (JICA) for giving me the chance to participate in this Local Government Training Course, and the Local Autonomy College for the successful conduct of the said training.

Also, I would like to express my deepest appreciation to Ms. K. Kajiyama and Mr. Sugawara for sharing us their precious time in guiding us in our everyday activity.

Furthermore, special thanks to Ms. Tohome for her special services rendered to us during the training period.

INTRODUCTION

One of the objectives of regional development is to accelerate the growth of less developed regions as a means of creating a more balanced spatial development.

Regional development planning cannot be attained without a determined policy on decentralization. There should be a determined effort to devolve powers, programs, resources and capabilities that used to be monopolized by the central government. Regional institutions should also be strengthened so that regions will be able to manage their resources efficiently and effectively.

One of the specific policy thrusts of regional development is decentralization which aims, among other things, at a more balanced growth and development among the regions of the country by spatially distributing economic activities. The general urban policy is to decentralize population and activities away from the Metro Manila and Tokyo for that matter, to other centers which will be linked to the rural areas. It is not easy to redirect/influence population movement and investments since the favorable advantage of Metro Manila has been reinforced by a system of industrial protection.

As part of the regional development and physical planning framework in the Philippines, policies and strategies have been adopted in the Medium-Term Philippine Development Plan (1987-1992) : rural-based development, integrated area development approach, dispersal of industries to the regions, infrastructure support to rural development, development of urban settlements, and better management to local resources. Development efforts are focused on the country-

side to make it a more attractive place to live into.

Some Salient Features of the Japanese Regional Development Administration and the Philippine Regional Development Based on the National Economic Development Authority's (NEDA) Medium-Term Development Plan

Development refers to the overall process being required in developing countries for their peoples to achieve the level of quality of life available in the so-called developed countries. The elimination of poverty being the prior condition to development, this process is not possible without economic development.

Social Development

In the Philippines, basic social services shall be delivered to everyone, particularly the urban and rural poor. Special attention shall be given to women, children and cultural minorities.

The educational budget shall be reallocated away from quantitative expansion, particularly of state colleges and universities, towards the qualitative and phased improvement of basic education with priority to the elementary and secondary levels.

The social welfare sector shall facilitate the establishment of organization to increase people's participation in development.

In regional planning of the Japan prefectural government, diversified need of people and the levelling up of living conditions, promotion of local culture, education, social welfare and medical services is given the top priority.

Also, human relationship in a community has begun to be regarded as the starting point of the implementation of regional planning policy. This is a correct and reasonable recognition as a prerequisite for constructing a community with better living environment to realize a local community, where the people can enjoy "quality of life."

Many local governments, particularly the prefectural government, consider a community as the fundamental unit for developing a better human environmental conditions.

Industry and Trade

In Industry, the Philippine government shall establish cottage, small and medium enterprises nationwide. To achieve this, government will make available simplified procedures and programs for entrepreneurship development,

financing, marketing and technical assistance.

On foreign investment, the government shall give priority to industries that will employ more people, earn foreign exchange and produce local products which can substitute for imports.

"Protection" of industries that produce inferior products shall be discontinued. Import of products shall be liberalized, free to compete with local goods.

There has been a relatively higher level of protection for the industrial sector than for the agricultural sector and although this has been partly offset in recent years, the neglect of agriculture largely contributed to spatial growth imbalances.

While government accord top priority to the agriculture sector, industry will still be designated a key complementary role in supporting agricultural production and rural development. The main thrust of industrial development will be the promotion of agro-based, labor intensive and small and medium-scale industries in the rural areas. This is expected to increase employment opportunities.

In the prefectural government of Japan, development of local industries based upon bio-chemical, highly-informative or electronic engineering is expected only when a prefectural government can accumulate information, and based on that information, can introduce practical development plan.

Also having better access to highway interchanges and local airport as a prerequisite for expecting the location of high-technology related industries.

Housing/Shelter

The Government of Japan has formulated a series of five-year housing construction programs in order to achieve planned construction of developing houses. The country's policy gives priority to the following: a) it is necessary to increase the number of houses of adequate quality and to extend national or other public assistance to low and middle-income families who are living in a particularly bad housing situation because they do not have the means to acquire or rent adequate housing; b) to prevent disorderly urbanization resulting from the mass construction of houses, "new towns" are built in the areas surrounding big cities by the Japan Housing and Urban Development Corporation and local governments; c) slum clearance projects are carried out particularly in bad crowded areas.

The Fourth Comprehensive National Development Plan refers to the housing improvement in Japan as: Political efforts must be placed to accelerate the

provision of quality housing responding to the housing needs that are leveling up in quality related to space and environment and being diversified in users' taste. Aiming at the stock of 46 million housing units with more than 100 m² living space, each 19 million new housing units must be provided for during the target period of 2000.

Shelter is a basic need and contributes to the population's productivity, welfare, social stability and economic development. However, despite well-meaning intentions and significant accomplishment, there are still large numbers of Filipinos living in substandard housing. In the urban areas, about 30 percent of the total population are squatters. Resettlement and high-rise solutions have proven impractical and beyond the economic capacity of both government and the squatters themselves.

The capability of households to afford house construction is determined by their level of income, ability to borrow and the cost of constructing a housing unit. The cost of housing has, however, gone up while household income has not substantially grown.

The Philippine government, effective May 1988, cut down the interest rate for housing loans/mortgages from 12 percent to 9 percent for loan packages. The government has embarked on a comprehensive housing program which covered financing, production and regulation. A housing finance system integrating savings, secondary mortgage trading and credit insurance has been set up through the Home Development Mutual Fund (HDMF), National Home Mortgage Finance Corporation (NHMFC) and Home Financing Corporation (HFC). Other financing sources are provided by the Government Service Insurance System (GSIS), Social Security System (SSS) and Development Bank of the Philippines (DBP).

A major component of the government's housing program for the low income sector is the provision of onsite services and basic facilities. The Presidential Commission on the Urban Poor (PCUP) facilitated the Depressed Areas Electrification Program and the Public faucets programs in identified Areas for Priority Development (APDs) and urban poor communities in Metropolitan Manila.

The Fourth Comprehensive National Development Plan vs. Medium-Term Philippine Development Plan

In connection with the Fourth National Comprehensive National Development Plan of Japan, the main features are (1) to reverse the point of concentration tendency to Tokyo, and (2) to place great emphasis on the strategical and

intensive development on the local areas. The Plan aims at the formation of diversified and multi-centered type national land where will exist a lot of local areas that all have peculiar local functions and also where no excessive concentration of population and functions will be seen and areas will be communicating each other supplemented and influenced regionally and internationally.

National land must be developed as an adequate place for safe and pleasant human activities. And the development must be promoted, paying full attention to conserve the greens and clean water of the national land. New policies must be considered related to the full consideration to the conservation of natural environment that consists of conservation and multi-utilization of forest, rivers, coastal areas, conservation of historical environment and planning-oriented large scale earthquakes defense policy.

Revitalization of local areas and together with the improvement of the infrastructure for the better living environment, implementation of new policies for local vitalization as the promotion of sightseeing and recreational industries is needed.

While the Philippines National Economic Development Authority (NEDA) Medium-Term Development Plan with extremely limited resources, calls for the (1) not the elimination of poverty by for its "lessening"; (2) the generation of more productive employment; (3) the promotion of equity and social justice and (4) the attainment of sustainable economic growth.

The strategy of the Plan is divided into: (a) a short-term public investment program under the Community Employment Development Program to raise income and induce economic activities in the rural areas; and (b) a medium-term employment oriented rural based program addressed directly to poverty alleviation thru the equitable distribution of benefits and basic social services with the increased purchasing power to be generated from this strategy, industry is expected to respond by "actually mobilizing resources to cater to the specific needs of rural development and growth."

The Plan projects, among other, the following targets for 1992:

- The Gross National Product will grow up by an annual average of 6.5 percent. Total national income will reach P129.5 billion in 1992 as compared with P101.8 billion in 1988.
- Urban unemployment will be reduced from 15.6 percent in 1988 to 6.5 percent in 1992, whereas rural unemployment will be reduced from 7.5 percent in 1988 to 3.4 percent in 1992.
- Under-employment will be reduced from 39.3 percent in the rural areas

in 1988 to 33.7 percent in 1992 whereas urban underemployment will be reduced from 18.4 percent in 1988 to 12.7 percent at the end of the Plan period.

The government will provide the necessary infrastructures and social services that is needed by the people. In this regard, the Plan will streamline the bureaucracy so that the government may render essential services promptly.

Decentralization shall be the main thrust of government. Powers and functions concentrated in the national government, shall be transferred to Local Government Units. Furthermore, LGUs will have more responsibilities in decision making concerning local development activities.

During the Plan period, the national government will provide for the orderly transfer or sharing of service to the local units in terms of police and fire protection, health and nutrition services, construction and maintenance of roads, buildings, waterworks and other infrastructure facilities. The LGUs will receive increased share in revenue allocations, aids and local taxes.

Non-government organizations (NGOs) and private voluntary agencies will become active partners of the government. NGOs will be an alternative way of people's participation in the government. Citizens will be encouraged to organize themselves and harness their own resources towards improvement in health, livelihood, education and other fields of human endeavor. According to the Plan, NGOs like cooperatives, shall be encouraged to organize the disadvantaged to establish livelihood opportunities and to raise incomes. The NGOs will also be developed to raise issues on critical environmental concerns such as pollution and illegal logging.

The Plan gives the highest priority to agricultural development. The policies which discriminate against the profitability of agricultural farm products shall be corrected, for instance, by removing unreasonable tariffs on otherwise cheap agricultural inputs like fertilizers. On the other hand, various incentives favoring large agricultural and trading monopolies shall be stopped.

Government investments in agriculture in the form of farm-to-market roads, irrigation systems and other projects shall be provided to raise productivity in the rural areas. Updated technology on farming practices shall be made available through research and agricultural extension services.

The infrastructure program will provide physical facilities needed to prop

up the productive sectors of the economy. Infrastructure embraces the following:

- Transport, covering highways, ports, airports, and railways, including the carrier fleet;
- Water resources, consisting of irrigation, flood control, drainage and short protection, water supply, sewerage and sanitation.
- Social infrastructure, covering school buildings, health facilities, urban community infrastructures and national buildings.

**COMPARATIVE STUDY JAPAN SUDAN
LOCAL GOVERNMENT 1990**

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INTRODUCTION

Group training course in local government started on May 16, 1990 and ended on July 16, 1990.

Opening the programme on Wednesday, May 16, 1990 by Mr. Tadashi Tsuda-Vice-Minister of Home Affairs. I would like to give thanks and grateful to the Minister of Home Affairs president and vice-president and all officials of the local autonomy college for their warm welcome and good hospitality and the cooperation.

Local Autonomy College is located at Minami Azabu 4-chome, Minato-ku, Tokyo, Japan.

Local autonomy college can be considered as the main centre of the in-service training institution local governments in Japan the principal function of this institute is to offer course of advanced training to local government officials, as stated in the preceding section incidentally, the courses are also open to national government officials engage in activities affecting local administration.

Once year, a local autonomy college offers two months group training course in local government for public official in developing countries in cooperation with JICA.

The purpose of this course is to contribute to the promoting of local government in developing countries.

Group training course in local government 1990 organized by local autonomy college we study three subjects:

1. Local government system in Japan
2. Local public finance and local tax
3. The economic development of Japan and role of local government and outline of comparative study on local government, future of local government, and local public service personnel system

These subjects acquiring knowledge and mastering theories of management of local government, also for acquiring a wide range of knowlege of the major problems of local government and its political economical and social background.

Three seminars deepen the comprehension of the system and the function of local government through comparative study of participating countries. (Group training course in local government 1990)

1. Local government system in the participating countries
2. Local public finance
3. Role of the local government in regional development

These three seminars for advancing the ability to find the new administration problems and to solve them, and for promoting understanding of the problems and actual cases which are relevant to the local government by means of group discussions. From these seminars also learn for advancing the ability such as power of expression and judgement which are necessary for the managers of local governments, beside lectures and seminars two field study.

1. One is the trip to Chiba city (larger municipality in Chiba prefecture)
2. The second is to Saitama prefecture

So for this field learn of actual activities and function of local government in Japan.

From these also lectures together with visit and observation trips, learn a lot about development of Japan and high technology, and hope that my country emulates some of thing which are relevant in accordance to our needs and level of development.

LOCAL GOVERNMENT IN JAPAN-SUDAN

The modern local government system in Japan was established after the Meiji Restoration (1868).

1878 saw the introduction of the so-called Sanshinpou (three new law) that are the municipalities formation law. The prefectural assembly law, and the local tax law, which makes the foundation of the modern local government system.

The municipalities formation law divided prefectures into Gun (countries) and Ku (cities, present Shi) and subdivided Gun into Cho and Son (towns and village).

These Ku, Cho and Son had the character of local public entities, as well as that of a national administrative area. The prefectural assembly law created prefectural assemblies that are made up of elected members.

From 1946 to 1956 this was the era of abolishment of the old local government system and the introduction and establishment of the new government system.

The first change in the local government system started in 1947 laws relating to the local government system, like the local autonomy law, were introduced in order to realize the principles stipulated by the constitution.

The introduction of the local autonomy law marked the establishment of the new local government system, which unlike the old one, was modelled on the British American system.

The period between 1975 and 1980 was period when local government faced great problems like lower economic growth rates and huge financial deficits.

This period marked the beginning of the era of locality when the role of local governments increased its importance, because the enrichment of the regional society because one of the major targets of the internal policy under the integrated residence policy at the country city plan with a higher living standard as the background.

In response to the change and diversification in the sence of values of the general public, local government shifted the emphasis in their service from the quantity to quality and from hardware to software, at the same time the local public entities began to try promoting their own respective unique regional culture.

The most important issue for both central and local government after 1981, has been financial reconstruction and administrative reform.

The central government has created the special advisory council on enforcement of administrative reform, and the central and local government have been cooperating with each other for such administrative and financial reform.

The local self-government system, in accordance with the provisions of the constitution is established by the following basic law:

- (1) Local autonomy law — Basic provision, organization and management
- (2) Local public service-law — local public personnel
- (3) Local finance law — Local tax
- (4) Local tax law — Local finance
- (5) Public affair election law — Election for public affair
- (6) Local public enterprise law — Local public enterprise

The local autonomy law divides local entities into two major categories:

- (1) Ordinary local public entities

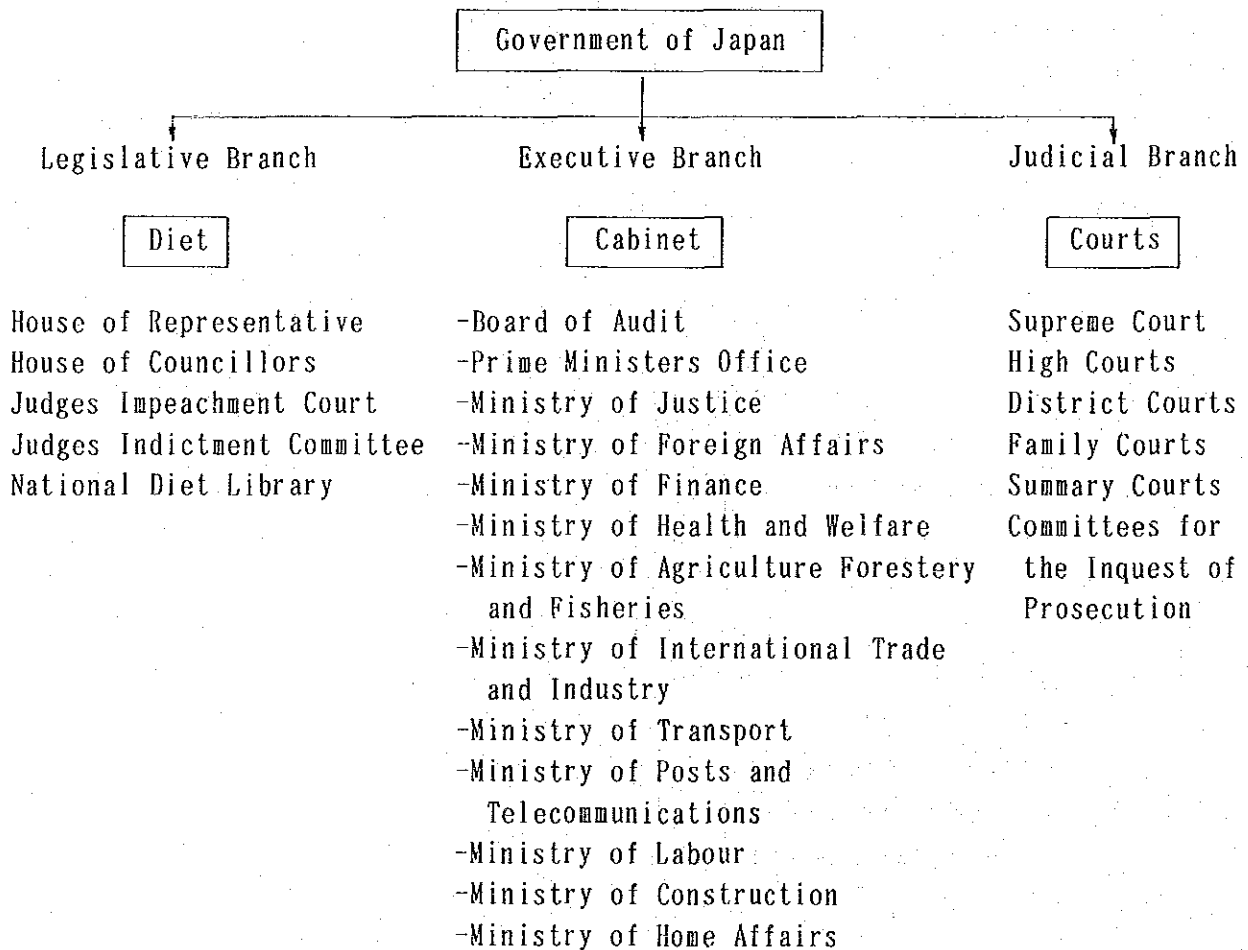
Prefecture: TO-1	Tokyo-to	Municipalities: Shi (cities)	652	
	DO-1	Hokkai-do	Designated city	10
	FU-2	Osaka-fu	Cho (towns)	2,005
		Kyoto-fu	Son (village)	596
- (2) Special local public entities

Special wards	23
Cooperative of local public entities	2,918
Cooperative of local public works	14
Property wards	4,641

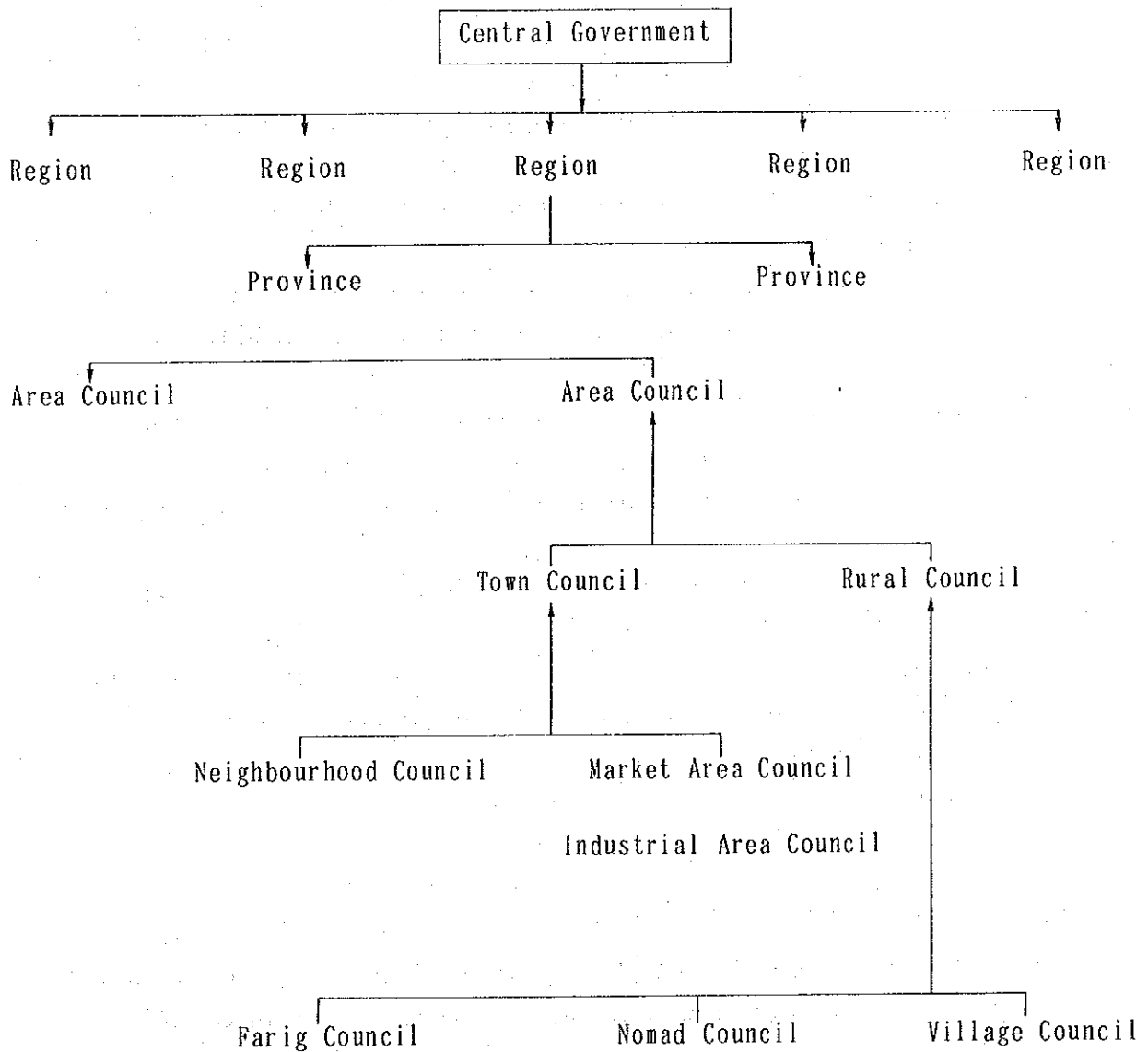
Local governments are created by the national government they are self-government entities, and by no means subordinate to the central government. There for the relation-ships between the central government and local government are established on the principle of cooperation and minimum intervention 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 government. The necessity to secure a well-balanced development of national land and to maintain a national standard of administrative services, however, makes it imperative for the central government to exercise certain controls and coordinate supervision over local governments the chief executive and administrative board act in the capacity of agencies of the central government in performing national function delegated to them, and so such they are under the direction and control of central government.

As for matters at a municipal level, the powers and responsibilities of assistance and control of the central government are, as a rule, entrusted to the governors of prefectures.



Classification and Number of Tiers Indecentralised Government
Intermediate and Local Government (SUDAN)



Sudan:

But in Sudan the philosophy of system of local government is:

- (1) To provide a new leadership capable to mobilizing the masses behind the myregime revolution.

- (2) To promote governmental penetration especially in rural area.
- (3) To ensure the co-ordination of governmental and voluntary efforts in the local areas.
- (4) To facilitate the articulation of peoples demand and needs.
- (5) To invalue the local people in the decision-making process.

So reasons of regionalization in Sudan because vastness of the Sudan-hotogeneity of its people poor of communication — it is impossible to govern from the centre.

So that decentralization would leads to economy and efficiency in administration of local affairs.

The year 1980 saw the amendment of Sudan permanent constitution and number of other laws in order to introduce regional government in the northern part of the country.

Five regions were set up these are the northern region, eastern region, the western region, Khartoum region, Kordofan region, Darfur region and the Central region, a separate administration was set up for Khartoum the capital of Sudan.

The act listed powers and functions of both the national and regional government.

The distribution of powers clearly indicates that the national government was assigned functions whose importance and implications, in the opinion of the law makers transcend regional boundaries.

The national government was given powers over national matters, defence and security, foreign affairs, import and export duties, foreign trade, communications, naturalization and citizenship, currency and coinage, national judiciary, etc.

But in June 1989 the military took charge after the revolution of salvation.

Recently, after the revolution of salvation a system of committees of salvation had been introduced according to the law of these were numbers of committees as follows:

- (1) Regional committee of salvation
- (2) Provincial committee of salvation
- (3) Area committee of salvation
- (4) Neighbour, village committee of salvation

These committees interrupted with function and powers according to each tier.

LOCAL PUBLIC FINANCE IN JAPAN-SUDAN

Japanese local government system has drastically changed two times even from the late 19th centuries.

These changes resulted from social revolution. First, Meiji restoration (1868) changed Japan from a feudalistic state to a modern or western-type state. Second, after the World War II Japan again altered the social system and culture into an American style under the strong indications and influences of the USA Occupation Army.

These drastic changes were performed partly because that foreign countries with military power forced Japan to make alliances with them, and partly because that the Japanese utilized these opportunities to abolish the Ancien Regime.

These characters have been kept continuously in the Japanese history. There have been several criticizing phrases about the Japanese local public government and finance system for many years.

These criticize that the local autonomy, which is explicitly secured by the new constitution of Japan (1947) is violated by the unnecessary and excessive interference of the central government, according to the cities, local autonomy should be protected still now in Japan because it has not taken root.

Japan has a two system of local government, which consist of prefecture and municipalities (cities, towns and villages). After the war, local governments were expected to increase their expenditures so as to promote the restoration of the devastated country, to improve the standard of people's living to cope with the transfer of the police force from the central government to local authorities and so on.

But on the hand, the serious damage to the national economy caused by the war exhausted local authorities of their revenue sources.

In Japan every ordinary local authority is authorized by the local tax law 1950 to levy and collect several kinds of local taxes.

The national government shares 65% of the tax revenue, the local government 35% that is why the transaction between the national government and the local government is needed transfer from central to local consists of the local allocation tax.

The local transfer tax and the central government disbursement to local authorities.

The share of the local allocation tax and the central government disbursement lately reversed. The reason that the share of the local allocation tax has enhanced is the increase of taxes due to the recent boom. On the other

hands, the central government disbursements have lost the share of the total revenue, because of the continuous efforts in reducing deficits of the national government.

The local resident tax now consists of the prefectural resident tax and the municipal resident tax, and the individual resident tax and the co-operate resident tax.

Local taxes divided as follows:

1. Local president tax
2. Municipal property tax
3. Business tax
4. Excess tax revenue
5. Local allocation tax
6. Local transfer tax

The tax revenue are distributed to the central and local government. Sixty-three percent of tax resources was given to the central government and 36% to the local government. The major national taxes as follows:

1. Income tax
2. Co-operation tax
3. Consumption tax
4. Gasoline tax
5. Liquor tax

Composition of the Total Annual Revenue
by Sources of All Local Governments in the Ordinary
Account 1987 (Japan)

Revenue	Amount	%
Local taxes	27,203,986	42.1
Local transfer tax	512,268	0.8
Local allocation tax	10,561,000	16.3
Central government disbursements	10,482,042	16.2
Loans	5,966,219	9.2
Charges and fees	1,649,085	2.6
Miscellaneous	8,287,253	12.8
Total	64,661,859	100

Sudan:

Local authorities revenue can be locally raised through taxes, fees, rates, loans, etc.

Another significant source of revenue in most less developed countries is central government grants-in-aid which have different forms. Generally there are three main of type of grants:

(1) Percentage grants:

This form of grants is usually adopted where it is difficult to define the unit of service. The grant is given as percentage at the total expenditure.

(2) Unit grant:

(3) Block grants:

This is grant to a local authority which is not tied to specific service.

In Sudan over the past years local authorities have been faced with severe financial problems. This may be contributed mainly inflation and the illas-
tic character of local revenue. Hence, these is more and more dependance on central government grants. In Sudan the central government paid a grant-in-aid to councils in lieu of local rates. So that local government authorities worked on the basis of calculated financial resources and grants related to services rates.

The local independent sources of revenue in regional consist:

- (1) Revenue obtained from the commercial industrial and agriculture projects.
- (2) Fund approved by the national government to the benefit of the region.
- (3) Loans and donation.
- (4) Direct and indirect taxes levied by the region.

The council revenue shall be constituted from the following:

- (1) The fees and taxes for the services which is renders therefore.
- (2) Taxes revenues provided for in the appropriation of taxes act 1954 or any other act which will replace it, provided that the council shall specify its rates.
- (3) Fines and fees of the peoples courts.
- (4) Revenues out of investment and commercial services which the council shall participate there in.

- (5) National financial support.
- (6) Loans.
- (7) Donation and contributions.

In Sudan today local authorities (with much broad function and responsibilities) operate the deficiency grants system with its obvious weakness.

A major weakness of this system is that regional and local authorities prepare their budgets as a bid for the grant and not as instrument of management planning and hence budgeted expenditure has over the years multiplied.

ROLE OF LOCAL GOVERNMENT IN REGIONAL DEVELOPMENT IN JAPAN-SUDAN

The modernization of Japan began with the Meiji Restoration in 1868 the Edo shogunate Government headed by Major General Tokugawa which rules Japan in its diplomacy, closing the nation to foreign countries since the mid seventeenth century.

So the major goal of the new government was through modernization of its governmental, economic and defence system, to construct a modernized and centralized nation that could cope with accidental occupancy in international society.

In Japan after the World War II, local government activity adopting itself to each stage of drastic social change, has greatly contributed to the improvement of people's welfare and economic development.

Through the world war Japan was severely damaged demographically and economically, and people were impoverished, industrial facilities were heavily destroyed, and food was critically lacking.

Central and local government, together with all Japanese people had to start from the beginning. Local government contributed to form social and economic infrastructures through the efforts of construction such as local and fundamental facilities as war disaster recovery works.

The economic growth to policy was established as the major national goal.

Local government, particularly the prefectural governments considering their geographical conditions, to develop their industries regionally. The introduced various policies to increase income of the people by ordaining by laws to promote industrial location and by promoting agriculture and fishing.

One of the greatest success achieved by Japanese society during the high

economic growth period was that of levelling and equalizing peoples income and living standards.

During the high economic growth period, many people migrated in search of higher income. From agriculture and fishing village to urban areas and consequently they began to acquire and income from the secondary and tertiary industries.

Local governments have also played a major role in improving the living environment through improvement of the water supply and sewerage systems and the education facilities, and dissolving disparities among local governments.

Then all the efforts of the regional development in the local area are on the process of realizing the better living in the local area compared to that in the metropolitan areas; but in Sudan the rural sector was assigned the role of production of agriculture commodities (mainly cotton, sesame) in other areas of irrigated scheme people were settled in organized villages to devote their effort and time to production of Sudan crops (mainly cotton the backbone of Sudan economy).

During the post-independence period there was no significant change towards the development and services strategies in both urban and rural sector. Due to the increased population of the urban centre per fedan, and the continuous migration of rural people to the towns due to the concentration of services and activities there.

Serious problems of urbanization, the rural area was evacuated from the inhabitants, in the urban centres there are problems of health, education, transports and security services.

In the rural areas there are problems of poverty and limited sphere of economic activities and essential services, to attract the people to solve this problem, in Sudan today, affair rural programme should be made, a lot of services should be introduced to the rural sector, also a lot of economic activities organization, from the local environment should be made in corporate of the rural people activity in the national economy.

Rural people should participate activity in development project they feel longible benefits.

This can be achieved through a demographic institution which allows the local people to participate actively in decision making and policy formulation.

People should learn how to express their needs and how to select effective programme which will suit them and adopt the state national policy.

The role is only limited in local tax collection, some limited local services.

Local government councils can play a significant and effective role in

development process both at the urban and rural level.

Also local government councils can secure enough amount of financial resources through local taxes to cover the expenses of local development projects-these financial resources can be supplemented by the central government, private sector and foreign grants.

We can conclude that local government can play effective role as a suitable coordination between local and central levels as well as attraction of the private sector to participate in a comprehensive development plan which satisfy both central and local needs.

CONCLUSION

There are many differences between the local government of Japan and the local government in Sudan though these differences may be defined in all fields of local government administration.

I feel it unnecessary on my part to suggest improvement for adoption to Japanese local government administration because Japan has more development, efficient, basic services delivery system than that of my country Sudan.

In Japan governor and mayor are equal level Japanese system of local government and administration is one of the best, and system is successful as there in my country Sudan, because the local government are much developed in Japan. And now it has established as strong local government both legal and financial.

Finally thanks to the government of Japan through JICA for this good opportunity to visit Japan and my Sudan government for selecting me to attend this course.

I would like to give thanks so much and grateful to the Ministry of Home Affairs President and Vice President and all officials of the local autonomy college for their warm welcome good hospitality and the co-operation.

Also I would like to give thanks and to be grateful to our co-ordinator Ms. Kajiyama for assistance and I appreciate your kindness....

**A COMPARATIVE STUDY OF LOCAL GOVERNMENT
SYSTEM IN THAILAND AND JAPAN**

by
Kittinant Yatinant
Thailand

INTRODUCTION

One of main objectives that the governments of all world's countries want to achieve, is to improve the quality of life of population. These countries search their own system adapted to their necessity, political system, culture and customs.

The comparative study of Local Government system in Thailand and Japan is as a result of the lectures received and information obtained during the two months course in group training course in Local Government. The study is an attempt to analyze the functions of Local Government in regional development and how effective they have been in their efforts. It is an open secret that the rate of regional development in both urban area and rural area in both developed and developing countries in the recent years has increased the need for strong and effective Local Governments. The high rate of urbanization has been caused by the migration of people from the rural areas to the urban areas in search of urban opportunities. The influx has brought about problems as a result of the increased demand for services which have increased at a higher rate than the supply for them. The concentration of industries and housing in the urban areas has been the major factor in accelerating the migration as people come to take up the jobs created.

Opening the program on Wednesday, May 16, 1990 by Mr. Tadashi Tsuda-Vice-Minister of Home Affairs. I would like to give thanks and grateful to the Minister of Home Affairs president and vice-president and all officials of the local autonomy college for their warm welcome and good hospitality and the cooperation.

Local Autonomy College is located at Minami Azabu 4-chome, Minato-ku, Tokyo, Japan.

GENERAL BACKGROUND

Japan, who is at present well known as a high technology country and one of the economic superpowers in the world, is an island country stretching along northeastern coast of the Asian Continent. It consists of four main islands and more than 3,900 small islands. The four main islands are Hokkaido, Honshu, Shikoku and Kyushu. Tokyo, capital of Japan, is located in Honshu island.

The total area of Japan is 377,815 square kilometers. Out of the total

area, 73% is mountainous area and 27% is relatively flat. Japan is inhabited by more than 122 million people.

Meanwhile Thailand is situated in the Indochinese Peninsular in southeast Asia. It is bounded on the north by Burma and Laos, on the east by Khmer, on the west by Burma and on the south by Malaysia. The total population of Thailand in 1986 was estimated at 53 million people, making the country one of the 20 most populous nations in the world and the total area of the country is 513,115 square kilometers. The most important river of Thailand is Chao Phraya River. Thailand has five economic regions: the Central Region (Central Plain), the Northern Region, the Northeastern Region, the Eastern Region and the Southern Region.

HISTORICAL BACKGROUND AND DEVELOPMENT OF LOCAL GOVERNMENT

The Local Government System in Japan has taken quite a long history dating back to over more than 2,000 years ago. However, the most important period of development and change took place during the period of Tokugawa when the basic foundation and structure of Local Government were laid down. In the course of time, the organizational structures were gradually changed and improved. All the same, the most important crystal period for development and changes took place during the Meiji Era when the country was divided into prefectures, cities and districts that formed the administrative units and local autonomous bodies. The system existed until the World War II was over.

After World War II, it was felt necessary to establish the Local Government and organs in order to meet the new challenges, conceptions and to rehabilitate, restore and reconstruct the war-torn economy of nation. Hence, in 1946 the Local Autonomy Law has been introduced. This law laid down the foundation of current structure of Local Government in Japan. Part I, general provisions and Part II, ordinary local public bodies. Chapter I deals common rules and covers the structured organs.

The history and the development of Local Government of Thailand is divided into three periods, namely, the Sukhothai, the Ayudhaya and the Rattanakosin periods. From absolute monarchical regimes to autocratic government, the form of government was more or less still the same until the great change took place by the Revolution in 1932. This revolution turned the absolute monarchy to the limited monarchy under the democratic regime. However, the most im-

portant development and change took place under the administrative reform of the King Chulalongkorn. The first local self government "Sukapiban Krungthep" had been introduced in Thailand in 1897.

The second local self government unit in the history of local government in Thailand was the municipality, established in 1933 according to the municipal Act 1933.

CLASSIFICATIONS AND NUMBER OF LOCAL GOVERNMENT

Japan has adopted a Parliamentary Government. It has also three tiers governments, namely National Government, Prefectural Governments and Municipal Government.

In Japan Local Government is known as Prefectural Governments and Municipalities. There are 47 Prefectures, 3,245 municipalities and 7,549 Special Local Public Entities. The Prefectures, Municipalities and Special Local Public Entities also are divided into following categories:

Prefectures

- | | | |
|--------------|----|--------------------|
| 1) TO | 1 | Tokyo-to |
| 2) DO | 1 | Hokkai-do |
| 3) FU | 2 | Osaka-fu, Kyoto-fu |
| 4) KEN | 43 | |
| | 47 | |

Municipalities

- | | |
|-------------------------|-------|
| 1) Shi (cities) | 655 |
| (Designated city ... | 10) |
| 2) Cho (towns) | 2,003 |
| 3) Son (villages) | 587 |
| | 3,245 |

Special Local Public Entities

- | | |
|---|-------|
| 1) Special Wards | 23 |
| 2) Cooperatives of Local Public Entities | 2,871 |
| 3) Corporations for Local Public Works | 14 |
| | 7,549 |

From the foundation of the Kingdom of Thailand up to the early period of Bangkok, its governmental system was under the absolute Monarchy. In these days, the King enjoyed the supreme power, reigned as well as ruled. The Revolution of 1932 brought up the concept of democracy and the theory of separation of powers which rooted in Thai politics and put an end to the absolute Monarchy. Then the structure of its government came under constitutional Monarchy similar that of the United Kingdom. The King is considered the head of state, and a symbol of national unity. He is to exercise the executive power through the council of Ministers, the legislation under the advice of the Parliament and judiciary by the law courts.

At present, the administration in Thailand is carried out under the proclamation of the Revolutionary party Act. Number 218, dated 29th, September 1972. It is structured into three basic levels as follows:

- A. Central Government,
- B. Provincial Government, and
- C. Local self Government.

The Local State Government or Provincial Government is divided into 72 provinces, 656 districts, 6,754 communes, and 61,411 villages.

Five kinds of Local Self Government is divided into 72 provincial authority, 131 municipal government, 843 sanitation districts and 2 special local self government namely Bangkok Metropolitan Administration and the City of Pattaya Administration.

THE ORGANS OF LOCAL GOVERNMENT

Basically the main organ of Local Government in Thailand and Japan is the same. Both have legislative organ and executive organ, the differences related to:

- (1) Term of the Provincial Council members and the Municipal assembly in Thailand is 5 years, while in Japan it is 4 years both for the Head of Local Government and the members of assembly.
- (2) The election of Head of Local Government and member of Local assembly in Thailand, Head of Local Government is composed of two types, one is the government official appointed by the central government and the second is elected by the people and after election of the members of assembly, the party who won the majority will gain the right to form a group of executive. The leader of majority must be the Head of Local Government.

In Japan the Head of Local Government is elected by people directly, same as the member of Local assembly.

(3) The members of the Local assemblies in Thailand are as follows:

Provincial Authority: 18—36 elected members

Municipal Government: 12—24 elected members

Sanitation Districts: 6—8 Ex officio members

4 elected members

1 appointed member

Bangkok Metropolitan

Administration: 45 elected members

City of Pattaya: 9 elected members

8 appointed members

In Japan, the members of Local assemblies are as follows:

TO: 130 members

DO: 40—120 members

FU and KEN: varies according to the population

SHI: 30—100 members

CHO and SON: 12—30 members

FUNCTIONS OF LOCAL GOVERNMENT

Local Government units, no matter of what types or in which countries, have three main functions, they are:

- 1) Maintaining law and order.
- 2) Providing public services e.g. clean water, medical cares, housing, hospital, vocational school, etc.
- 3) Public enterprises.

RELATIONSHIP BETWEEN NATIONAL GOVERNMENT AND LOCAL GOVERNMENT

In Thailand, Local Government and administration is a hierarchical relationship of units. It is the system of inter-governmental relations and hereby it is the agency of central government rather than a unit of local self government. All of the local government units are initiated by the National Government.

In Japan, even though the Local Governments are formed by the Central Government, they are self-governing entities and by no means subordinate to the Central Government. However, the Central Government still has a bigger role to play in relation to the proper administration and smooth running of the Local Government. The role of the Central Government is merely giving technical advice and financial help and less control and intervention in affairs of Local Public entities.

LOCAL PUBLIC PERSONNEL SYSTEM

In Japan, the employees of the prefectural government and municipalities are appointed by the Governor and Mayor respectively, except teachers appointed by the Board of Education at the prefectural level. The seniority system has been introduced since long times. However, in some prefectures the merit system is introduced. So that the equal opportunity for entering into civil service should be open to all Japanese citizens. And the merit system is adopted and applied to such matters as employment, promotion, pay increase, etc.

Procedure of appointment in Japan is divided into four categories:

- 1) Initial appointment,
- 2) Promotion,
- 3) Demotion, and
- 4) Transfer.

Of these four categories, initial appointment and promotion cannot be made without a competitive examination or selection by competent authorities.

The competitive examination, which is given to recruit for specific positions from among many candidates, aims at accurate measurement of whether or not they have abilities to perform the duties of the particular class for which the examination is given.

The retirement age in Japan is determined by by-law on the basis of the standard to be fixed for national public service personnel, 60 years of age in principle, but to be between 60 and 65 years of age for defined categories of officials and the government can request from an employee to retire two or three years earlier, but it is up to the employee to retire or not.

According to the principle of equalization, the compensation of the personnel in Japan, as it is provided for, must be fixed by taking into considera-

tion the living cost, the wage standard of employees in the National Government, other local governments and private enterprises, and other factors. The amount of salary is fixed to a pay scale set in accordance with the kinds of civil service; such as pay scales for administrative clerk, school teacher, policeman, research staff, medical service, etc.

Compensation except salary is called allowance. In Japan, categories of allowance are defined to those described in the Local Autonomy law and each local public body may establish and pay necessary kinds of allowance within the provisions of bylaws, such as family allowance, housing allowance, special district labor allowance, special allowance for teachers, etc.

In Thailand, all Local Governments have the same form. Most of the personnels who administer in the field are appointed by the Central Government. Department of Local Administration and Ministry of Interior are responsible for the personnel administration of all local government units in Thailand, but there are also government officials represented various ministries such as Ministry of Education, Ministry of Public Health, Ministry of Agriculture, Ministry of Finance, etc. due to the needs and necessity of the Local Government.

The Department of Local Administration has its own staff both at the central and the provincial offices. Moreover, there are other local administrative officers under the Local Administrative Act 1914 such as tumbon Chief (Kamnan), Village chief (Phu Yai Ban), Tumbon First-Aid Man, Assistant Tumbon Chief, Assistant Village Chief and territorial Defense volunteers. These staffs have performed their own duties under the responsibilities of the Department.

In Thailand, appointment or promotion should be made on the basis of objective appraisal of performance, in order to secure efficient execution of public affairs. Although the merit system is applied in personnel system, but seniority system is also essential.

The compensation of the personnel in Thailand must be fixed by National Government. All country used the same standard rate, which as a matter of fact, it is not pay into duty pay. This is not a principle of "Equalization."

In Thailand, retirement age is 60 but those who want to retire after 25 years of qualifying service are allowed to be retired.

LOCAL PUBLIC FINANCE SYSTEM

Local public finance in Japan, together with national finance, plays a very important role in the national economy in achieving a reasonable allocation of resources, a fair distribution of income, and a stable economy. The scale of local public finance has expanded every year as local government has become increasingly important. Local government in Japan carries out major parts of governmental activities and they are responsible for about 74% of the entire government expenditure. Therefore, the central government is expected to guarantee sufficient revenues to local government and to guarantee well-planned local government administration. For this purpose, the Central Government forms basic policies for the local public finance in every fiscal year. According to these policies, the Central Government makes an official estimation of the total expenditure and revenue of all the local governments.

Two major local expenditure items, accounting for more than 30% each, are:

- 1) Salaries and wages, and
- 2) Capital expenditures for public works such as improvement of roads, rivers, and ports; land development; and school construction. The share of salaries and wages is especially high in prefectures because primary, junior high school and senior high school teachers and policemen are paid by the prefectures.

Local public finance systems require a method of adjusting imbalances in tax resources among local public entities in order to maintain government services at a certain level in all local public entities. The system of local allocation tax grants in Japan plays a central role in realizing these aims.

Actually, there are two main types of National Government financial assistance to local government in Japan, namely, Local Allocation tax and Central Government Disbursement. The local Allocation tax can be divided into two types; Regular Allocation tax and Special Allocation tax. R.A.T. is granted to the local governments which standard level of revenues are below than expenditure. Meanwhile, S.A.T. is granted to the local governments according to their extraordinary financial needs. In case of Central Government Disbursement, they are usually divided into three categories;

- 1) Disbursement to local authorities in relation to the national tasks dealt with by the local authorities as the Central Government agents (payment for agential tasks),
- 2) The Central Government obligatory share in certain local authority ex-

penses, and

- 3) The Central Government grants-in-aid which the Central Government gives these grants to local authorities with a view to supporting, encouraging and promoting the carrying-out of the functions.

However, local governments in Japan have various source of revenue such as local allocation tax, local public bonds, local transfer tax and others. The most important of all revenues are Local tax (42% of total annual revenue) which provide finances for the independent activities of the local governments.

In Thailand, two main local expenditure items are: salaries and wages and expenditures for public works same as Japan, but the most important revenue is the subsidiary fund provided by the Central Government which become the major revenue of the local self government. Without the subsidiary of the Central Government, local government cannot undoubtedly provide adequate public services to its own area. As a result, there will be the inequity and the imbalance of economic growth among the local area.

ROLE OF LOCAL GOVERNMENT IN REGIONAL DEVELOPMENT

Local governments in Japan are discharging great responsibilities in the field of the regional administration. The local governments are basic administrative units and the direct authorities in charge of the implementation of the local development policy. And more than half of the public works have been done by the hand of the local governments.

The theme of regional development planning of Japan after the war would have been in the adaptation to intensive urbanization. Movement of population from the local area to large cities as the result of intensive urbanization raised two problems for the regional planning of Japan. They are degradation of the living environment in the urban area and decline of the communities in the local area due to outflow of the population.

For such trend, the regional planning of Japan after the war has consistently stood on the principle of checking concentration to the large cities but promoting distribution to the local area of the population and industries.

Therefore, the keynotes of the Japanese national land policy is shifting to the construction of the better human environmental condition not only in the local area but also in the metropolitan areas.

Regional Development in Japan has gone through four stages:

- 1) The first stage (1945—1960) may be characterized as the development

years of natural resources and basis of industry.

- 2) The second stage (1960-1970) was typified by its high-economic growth.
- 3) The third stage (1970-1975) suffered a drastic change in the conditions for the economic development and limitation of energy and natural resources brought by the oil shock.
- 4) The fourth stage (1975-1985), the improvement of housing environment and preparation for the coming aging society in particular.

And now Japanese are facing the fifth stage (1985-). Current issues are represented by the reconcentration of population to the metropolitan areas. And the worst side effect of this drastic migration is the drastic land price increase in Tokyo area.

To cope with the situation, the multi-nuclei type national land construction is urgently being sought by the Japanese government.

In Thailand, regional development has gone through three phases:

- 1) Establishment of ad hoc committee for each region,
- 2) Formulation of regional comprehensive plans, and
- 3) Development of specific area and growth centers.

Over the past 30 years, the Thai economy has undergone a transformation from a predominantly agriculture based economy to a more industrialized and service oriented economy. Since the First National Economic and Social Development Plan was formulated in 1961, Thailand has continued to experience a satisfactory economic growth. The GDP growth rate from 1975 to 1985 has increased at an average rate of 6.4 percent per annum.

Currently, Thailand is experiencing an economic boom, with the GDP increasing by 8.4% in 1987 and by 11.0% in 1988, and is expected to continue growing at about 7.5% per annum over the next three years.

The key strategy in the National Plans since 1982 has focused on development of Five Regional Urban Growth Centers and development plan for the Eastern Seaboard Sub Region in order to promote industrial estate development.

In Thailand, local government has no chance to play a major role in regional development. Most of the decisions in planning and implementation is authorized by the Central Government.






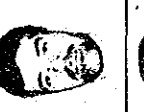
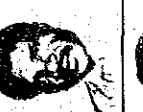

LIST OF PARTICIPANTS IN "THE 26TH GROUP TRAINING COURSE IN LOCAL GOVERNMENT, 1990"



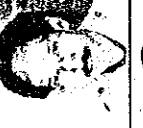

国際協力事業団

JAPAN INTERNATIONAL COOPERATION AGENCY

(平成2年度 地方行政研修員リスト)

As of May 15, 1990 No. 1

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