

**FINAL MONOGRAPH
AND
SEMINAR SUMMARY REPORTS
24TH GROUP TRAINING COURSE
IN LOCAL GOVERNMENT**

JULY, 1988

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FINAL MONOGRAPH

24TH GROUP TRAINING COURSE IN LOCAL GOVERNMENT

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LOCAL AUTONOMY COLLEGE
MINISTRY OF HOME AFFAIRS

JAPAN

SUCCESS OF REGIONAL DEVELOPMENT IN JAPAN AND ITS APPLICATION TO SHANGHAI OF CHINA

by Li Ting Ting
SHANGHAI OF CHINA

Japan is a developed country, having grown into the second-largest market economy. It should be noted the regional development is particularly important for Japan's economic development. During the meeting with the participants of 24th international course of Local Government, Mr. Kajiyama, minister of Home Affairs, pointed out: rapid Japan's economic growth based on the regional development. It is important for developing countries to know the way of development of regional areas in Japan.

Japan's Economic Development

Japan is a small island country situated at the east end of Asia. The area is only 370,000 square kilometers. The land is largely mountainous and includes only a tangible area of plain. The habitable land is only 15 percent of the whole area. The land is scarcely bestowed with natural resources. There are many natural disasters, such as Taifun, flood, earthquake, etc.

But, Japan's economic has been particularly rapid. There was 80% growth in Japan's net national product (NNP) between 1970 and 1983. (By contrast, the United States, United Kingdom, France, West Germany had growth only about 30%.)

During the period of ten years after the war, that is, from 1945 to 1955, the government policy had to be directed, for the great part, to the restoration of war damage and development of domestic resources, increased production of foodstuff and development of hydraulic power. But such process ended about ten years, followed by the period rapid economic growth. Thereafter, the economy of Japan developed remarkably with a repetition of an increasingly

lasting period of boom and a relatively short period of depression until about 1970. The annual rate of growth of the economy during the period of 1955 to 1970 was 14.7 percent average, and the gross national product increased from 24 billion dollars to 197 billion dollars or about 8 times. Japan had climbed to second place in 1967. Since 1973 Japan's economy has stabilized at about 4% real growth. While growth has slowed, the economy is by no means in recession. Advances in the high-technology industries and expansion in the service industries indicate that there is still considerable dynamism in the economy.

Once a minor developing nation, Japan quickly developed in to a major economic power. Here, we should consider the regional development is particularly basic factor for such as Japan which is so miserably lack of energy and raw materials.

Outline of regional development in Japan

1. The Main Issue of Regional Development Planning

The sharp urbanization of Japan was brought about by such a high growth of economy. 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 large cities expanded rapidly, resulting in degradation of the living environment including housing shortage, sharp rise of land price, crowded communication with long time required, congestion in automobile traffic and shortage of parks and green zones. On the other hand, the local communities had the population

decreased sharply as the young people deserted them and came to lose the regional attractiveness and activity.

Against such situation, the government has consistently taken the suppression of concentration to large cities and dispersion to local area of the population and industries as the main theme of regional planning. For such trend, the regional planning of Japan 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.

For the local area, the government had its basic policy to increase the opportunity of employment by industrial development and enforced a series of laws. As in the National development planning, each area both urban and rural is requested to take an initiative in its area development.

2. National Economic Growth and Regional Development

During the rapid economic growth, the private sector had accumulated considerable economic power, and in response to the national policy, it began to invest quite energetically in productive facilities.

In the high economic growth years, the importance of regional development was particularly emphasized.

In those years local government particularly the prefectural governments, did their utmost, considering their geographical conditions, to develop their industries regionally. They introduced various policies to increase the income of the people by ordaining bylaws to promote industrial locations and by promoting agriculture and fishing.

The National Comprehensive Development Plan has selected several key areas for intensive development of industrial facilities. According to the Plan, 15 "New Industrial cities" for creating new industrial zones and 6 "Specially Designated Areas for industrial Development" for increasing existing industrial functions, were appointed and, to precipitate industrial locations, heavy investment related to such public works as construction of roads and ports was

concentrated on those areas.

Many of these key industries areas were designated along the coast line and, it may be said, that type of industrial location was eventually very favourable to Japan utterly lacking in natural resources when it imported raw materials and export manufactured products.

3. Successes Achieved by Regional Development in Japan

The nation's economic power and national's income level was raised tremendously by the high economic growth and regional development. The scale of the governmental finance both central and local, increased more than 7 times in this period. Both central and local governments could neither improve various essential public facilities nor enlarge such social policies as aid for children, the aged, physically or mentally handicapped people, and enriching annuity.

One of the greatest successes achieved by Japanese society during this time was that of levelling and equalizing people's income and living standards.

And income and living standard of those who live in agricultural areas were sizably improved through induction of industrial facilities, implements and the Central Government's guarantee to reflect the levelling of the living standard in the annual rice price decision.

As a result, partly owing to the progressive taxation, income equalization among the people, has been realized in Japan.

4. Regional Development Policies and Measure in the Local Areas

1) Making the comprehensive development plan

To improve the level of development of local area, it is necessary for the local governments to make the comprehensive development plan and the measures of implement. The development plan shows the basic direction of development, while such a plan is implemented by means of various form of financial support from the Government or loans from Government-related financial institutions. While measures

are taken to provide transportation, medical, educational and other basic public services and for financial support and tax benefits designed to promote the improvement of housing and industrial facilities.

2) Dispersal of industries to Rural areas

Dispersal of industries to rural areas and development of local industry and increased job opportunities are contributing to the development of rural areas. The adequate location of the industries should be re-considered from the new angle. The location of new industries heavily depends the necessary conditions, such as traditional type cooperation for the businesses; adequate access to highway traffic or local airport, attractive living environment for the personnels who works for local businesses, enough urban type conveniences to the businesses and their employees etc.

The local development policy should be considered related to the recognition that the superiority of the total merit of the country life or of living in the country over that of living in the metropolitan area is the prerequisite for the realization of the local development.

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

4) The local governments do their utmost to win the local industrial promotion competition particularly in the development and utilization of local resources and local features. For example, in the Yamanashi Prefecture there are industrial areas, which are surrounded by Fuji Mountain and the forestry. Fifteen years ago there located many factories, including a Robot manufacturing factory, which are attracted by its special clean and suitable environment.

5) Finance policy

In order to attract the industrial location and economic development, the finance system for investment of enterprises and Finance system for loan have been established in many prefecture governments. In local areas use to

divided into several industrial zones. The special Tax, Loan on liberal terms, the Preferential price of land are given to the industrial enterprises and the businesses.

5) Technology policy

The Technology policy plays very important role for the industrial and agricultural development in the local areas. The local governments pay great attention and special allocation for the technology development, to set up technical centre and provide technical advice or assistance to the enterprisers or the farmers, develop new industrial and agricultural technology, promote exchanges of technical information, improve research cooperation among industries, colleges and the government.

6) Policies for the rural development

One of the policies for the rural area is to ensure the stable supply of food and timber through promotion of agriculture, fisheries, and forestry, the principal activities of the rural area, and thus safeguard the people's lives and standard of living, to control and maintain the land and water resources of the rural area.

The second is to keep the population of the rural area and further improve the conditions of the agriculture, forestry and fisheries industries. It is necessary to classify all the land of the rural area according to use and improve the productive structures and thus secure good land for agriculture, at the same time, encourage introduction of industries into the rural area.

City Shanghai of China is similar to Japan in many natural situations. The act, policies and experiences of regional development in Japan are very good reference for development of city Shanghai of China.

The Orientation of Shanghai's Development

Shanghai is one of China's most important industrial bases, biggest centre of trade, and a major centre of science and technology as well as finance and information. Its gross value of industrial output is one tenth of the country's total.

With the development of industry and population, Shanghai is now facing three major problems:

1) The concentration of population and industries in the centre of the city (urban districts). The Shanghai municipality with a dense population is not only the largest city in China but also one of the most densely populated big cities in the world. Shanghai has a population of about 12 million of which 7 million live in the centre of the city proper with a density of 20,000 per square kilometers.

As a result, the city is experiencing the various problems generated by over-crowding, such as housing shortages, traffic congestion, and environmental pollution, and the function of city is impaired. Most of Shanghai's industrial enterprises are formerly concentrated in the urban districts. It's difficult to develop industrial production.

2) In the suburban agricultural areas there are comparative small cultivated land with large population, surplus labour force. Before, there was agricultural economy only. Acceleration of development in these areas is necessary.

3) To solve the above problems demands finance. At present, there are many projects of civil construction and industrial development, the lack of finance is a very important problem.

Now, we are making Shanghai's development program. The orientation of Shanghai's development is to build Shanghai gradually into a socialist and modernized central city of an open-type and with multi-functions.

Aiming at this target, in the near future, the emphasis of Shanghai development should be laid on promotion of vigorous development in economy, of municipal infrastructure construction, the improvement of investment and living environment, active absorption of overseas funds.

At present, we are facing implement of the plan.

According to the experience of regional

development in Japan, the following measures are particularly important:

1) Expansion of industries to suburban areas

To build up satellite cities, many industrial enterprises will be dispersed into the countryside around the city. This is a important way for development of industrial production and development of the suburban areas.

2) In order to attract the industrial and commercial location, do utmost efforts on the process of realizing the better living on the stepping up of municipal infrastructure construction in the new satellite cities or new development area. It is necessary to set up facilities for living, commerce and industry and other public facilities.

3) Acceleration of the suburban economic development

There are ten counties in the suburbs of Shanghai city. At present, the importance of the suburban economic development is emphasized. In order to achieve this goal it is necessary to shift the surplus labour force to industries and introduce the industries to suburban areas, to promote rural cities and town's economy and raise the living standard of people. Thus the industrialization and urbanization will be the orientation of the development of suburban areas in Shanghai. And, it is necessary to improve the environment in these areas.

In the near future, suburban areas will set up non-staple base supplying for urban areas, to set up base for spreading of the urban industries, to establish the plot experimental base of research products, to produce export products.

4) Encourage overseas investors coming to Shanghai to invest and launch enterprises, implement various preferential provisions for taxation, land use fees, wages and other expenses, thus speed up the development of industry and economy in Shanghai.

FINAL MONOGRAPH

*by Josaiu Rokobulimaira Daugunu
FIJI*

With the courtesy of JICA INTERNATIONAL CO-OPERATION AGENCY I arrived in Japan on the 7th May, 1988 at about 11 p.m. for the 24th Group Train Course in Local Government scheduled for the period 9th May, 1988 to 23rd July, 1988. I was checked in at the Tokyo International Centre and on the 9th May, 1988 to 14th May, 1988 briefing and general orientation were held at the Tokyo International Centre.

On the 16th May, 1988 the Opening Ceremony, a Reception and the Orientation were held at the Local Autonomy College, the proposed centre for the Course.

It was on the 17th May, 1988 at 10 a.m. (the starting time every day) that the course proper began with the theme "LOCAL GOVERNMENT SYSTEM." The lecturer was Professor Kamiko of the Local Autonomy College which is in fact an arm of the Ministry of Home Affairs. With the aid of text and materials Professor Kamiko, in my view, conducted his lecture very well in English and I understood him well. I was able to establish that the Local Government system in Japan was quite different from that of my country. However the lecture was very interesting as it enabled me to learn the system of Local Government in Japan.

On the 18th May, 1988 and also on the 19th the theme was "LOCAL PUBLIC FINANCE" and the lecturer was Mr. Watanabe, Assistant Director, National Land Agency. He conducted his lecture in English and regrettably he was inarticulate. He spent most of the time reading out from texts and consequently I gained very little. In the afternoon on the same day Professor Kamiko continued with his lecture.

In the morning on the 20th May, 1988 Mr. Furukawa lectured on the "LOCAL PUBLIC SERVICE PERSONNEL SYSTEM" and he was

clear and I followed in English well. He finished off his lecture in the afternoon.

On the morning of the 23rd May, 1988 Professor Kamiko concluded his lecture on "LOCAL GOVERNMENT SYSTEM." In the afternoon Mr. Nagata started off his lecture on "REGIONAL DEVELOPMENT IN JAPAN." He was conversant in English and was well understood. Although the context of Regional Development in my country differed greatly with that of Japan, I was able to learn a lot from his lecture.

On the 25th May, 1988 Mr. A. Goto substituted for Mr. Kitawaki and lectured on the "LOCAL TAX SYSTEM." Although he lectured in English he was merely reading from texts and I found it rather difficult to follow him. In the afternoon the President of the Local Autonomy College, Mr. Yanagi lectured on "SERVING IN LOCAL GOVERNMENT." He did so in Japanese and was interpreted by the co-ordinator, Ms. Kaminao. I found out that the conditions are very different from those in my country. However, I was able to grasp some ideas of what prevailed in Japan. I must not forget to mention our visit to the Imperial Palace on the 24th May, 1988. I was very much impressed with everything I saw and it was quite obvious to me that the Emperor had not lost the loyalty and dedication of his people.

On the 26th May, 1988 Mr. Hosotani began the day with his lecture on the "LOCAL PUBLIC ENTERPRISE SYSTEM" (in Japan). Although his lecture was translated into English I did not quite follow him well. In the afternoon we paid a visit to Chiba Prefecture to study the Industrial Water Supply Works and everything I saw during the visit really impressed me.

On the 27th May, 1988 we visited the Diet, Ministry of Home Affairs and the National Tele-

phone and Telecommunication Computer Network Services. This visit was indeed fruitful to me. At the Diet I was able to learn how it operated and at the Ministry of Home Affairs I was able to meet the Minister himself. Lastly at National Telephone and Telecommunication Network Services the functions of most of the computers that were displayed were explained and demonstrated to us and I for one found them to be very sophisticated and advanced indeed. From the 30th May to 3rd June, 1988 we went to Omiya City, Saitama Prefecture on our first field study trip. On the first day there we made a courtesy call on the Mayor and a briefing about Omiya was given to us. In the evening the Mayor hosted a welcome reception for us. On the following day and the three days after we were given lectures before being taken for observation trips which indeed were both fruitful to me.

The lectures covered the following:

- (1) Urban Administration
- (2) Sewerage Administration
- (3) Construction Administration
- (4) Commercial, industries and agricultural policies
- (5) Environmental sanitation administration
- (6) Social administration (welfare)
- (7) Fire defence
- (8) Educational and cultural administration

For the observation trips we visited the following:

- (1) Land Readjustment Project of the West side of Omiya Station
- (2) Hikawa Shrine
- (3) Omiya Park
- (4) Owada Athletic Park
- (5) Home visit
- (6) Southern environmental Purification Centre
- (7) Minuma Green Centre
- (8) Taisho Pharmaceutical Company
- (9) Eastern Area Environmental Centre
- (10) Torakuen (The Elderly welfare centre)
- (11) Fire Defence Headquarter
- (12) Vocational Training Centre for the Mentally Handicapped
- (13) Sakuragi Elementary School
- (14) Bonsai Garden

(15) Cartoon Hall

(16) The House of the Four Seasons.

We were accommodated at the Marroad Inn during this visit.

On the 6th June, 1988 in the morning at the Local Autonomy College Mr. Matsunaga lectured on the "ELECTION SYSTEM." Unfortunately I could not follow him well, although he did so in English. In the afternoon there was a review of the field study of Omiya City and this was conducted by Mr. Yomiyama of the Local Autonomy College.

On the 7th June, 1988 in the morning and in the afternoon Mr. Takami, President of the Asian Rural Institute conducted (in English) the seminar on the "ROLE OF LOCAL GOVERNMENT IN REGIONAL DEVELOPMENT."

In the morning of 8th June, 1988 Mr. Nagata continued his lecture on the "REGIONAL DEVELOPMENT." We had a free afternoon that day.

For the whole of the next day Professor Minami of the University of Hitotsubashi lectured on "ECONOMIC DEVELOPMENT IN MODERN JAPAN." He did so in English and I was able to follow him very well.

On Friday the 10th Mr. Takami concluded the seminar on the "ROLE OF LOCAL GOVERNMENT IN REGIONAL DEVELOPMENT." He conducted the seminar very well and I was able to understand a lot.

On Monday the 13th Mr. Nagata conducted the seminar on "LOCAL PUBLIC SERVICE PERSONNEL SYSTEM."

Mr. Kitamura from the Ministry of Construction, on Tuesday morning the 14th, lectured on the "POLICY TO ENRICH THE INFRASTRUCTURE." He did so in Japanese and was interpreted and I had some difficulties in following him. In the afternoon, Mr. Shimizu also from the Ministry of Construction also lectured on the above topic. Like Mr. Kitamura he did so in Japanese and was interpreted into English and I also had some difficulties in following him.

On Wednesday the 15th we visited Nippon Television and the Yomiuri Newspaper Press Office. I was very impressed with all that I saw.

On Thursday the 16th Mr. Nagata concluded the seminar on the "LOCAL PUBLIC SERVICE

PERSONNEL SYSTEM" and I will mention here that he did so very well and I benefited a lot as a result.

On Friday the 17th we visited Tsukuba City and I was very impressed with everything that I saw.

From the 20th to 24th June, 1988 we went out for our second field study trip to Yamanashi Prefecture. On the first day there we were briefed about the prefecture and we also toured the Prefecture Office and Assembly. On Tuesday the 21st and the three days after, like our visit of Omiya City, we were given lectures and were also taken on observation trips and these were indeed beneficial to me. I was in Group "B" on this visit and we visited South Alps Narata Village, Mother-child-rearing activity, Togen Museum of Art, Togen Culture Centre, Northern Area of the foot of Mt. Fuji, Erinji Temple, Visitor Centre, Fuji-sakura-so, Fifth Station of Mt. Fuji, FANUC LTD. and Hyakuta Elementary School. I was very impressed with all that I saw.

On Monday the 27th a review of the field study was conducted by Mr. Saitoh.

Again on the 28th Mr. Saitoh started to conduct the seminar on "LOCAL GOVERNMENT SYSTEM."

On Wednesday the 29th in the morning Mr. Nagata continued his lecture on the "REGIONAL DEVELOPMENT IN JAPAN" and in the afternoon Mr. Hayashi lectured on "ADMINISTRATIVE STRUCTURE OF THE GOVERNMENT." I was very much impressed with his lecture and I indeed followed him well.

On Thursday the 30th Mr. Sakata from the Ministry of Home Affairs lectured on "PLANNING AND SERVICE IN REGIONAL DEVELOPMENT." He did so in Japanese and was interpreted into English. I am afraid I gained very little on that day.

Mr. Saitoh concluded the seminar on the "LOCAL GOVERNMENT SYSTEM" on the 1st July, 1988. He conducted the seminar very well and also concluded it well and as a result I learned a lot from it.

On Monday the 4th in the morning Professor Kuroda from the University of Nihon lectured on "POPULATION PROBLEM." He was

very experienced in the topic and was comprehensive in the discussions. I really gained a lot from him. In the afternoon Mr. Ohkuma lectured on "AGRICULTURAL POLICIES." The topic was very interesting and I followed him well and learned a lot from him.

On Tuesday the 5th, for the whole day, Professor Yamada from the University of Tokyo lectured on "RURAL DEVELOPMENT" and I must say that he was very conversant with the topic and because of that I learned a lot from his lecture.

It is regretted that because of illness I was not able to attend the lectures on the 6th and 7th.

On Friday the 8th Mr. Hoshina from the Regional Development Centre of the United Nations lectured on "DEVELOPMENT OF NATIONAL CAPITAL REGION." He was very experienced in this field and I had no difficulty in understanding all that he talked about.

On Monday the 11th Mr. Kimura lectured on "RECENT PROBLEMS IN LOCAL GOVERNMENT." He, also, was very experienced and I learned a lot from him.

From Tuesday the 12th to Friday the 15th we took our third and last field trip to Hiroshima, Kyoto and Nara. During this trip we visited the Peace Memorial Museum, Peace Memorial Park Mazda Motor Company in Hiroshima, the Museum and the Silk-Road Exhibition in Nara and the Kinkakuji Temple, Handicraft Centre, Nijo Castle, Kimono Show and Gion Corner in Kyoto. I was impressed with all that I saw.

Although I had given some views on the lectures, on the whole, I think they were quite satisfactory. Some were, no doubt, exceptionally very good. In my opinion the factor here was the usage of English which was everyone's second language. In any case the usage of English was inevitable since it was the only language which the participants, the lecturers and the organisers of the course could communicate with. Apart from one or two, the lectures were very well prepared and capably conducted their lectures to my satisfaction. I also wish to mention here that the Local Autonomy College must be commended for its choice of the calibre of lecturers.

The schedule was good and it covered a very wide area, if not all, of the Local Government. In my opinion, the time allocated for lectures, visits and field trips could not have been shortened or extended because of the duration of the course stipulated by the sponsors. The organizers, therefore, had to prepare a schedule suitable to the circumstances.

During the course I comparatively studied the Local Government Aspects in Japan and the participating countries. As far as my country is concerned, because of its geographical size, political system and other relevant factors, I think it will be rather difficult at this stage to introduce most, if not all, of the various aspects of Local Government that I have studied in this course. However, I feel I am very fortunate indeed to have been given this opportunity to expose myself to this sort of training.

Apart from materials which were provided to us by the lecturers the following textbooks and reference books were issued to us:

Text Books

1. Local Government in Japan
2. Local Public Finance in Japan
3. Local Public Service Personnel System in Japan
4. Local Tax System in Japan
5. Regional Development Policy in Japan
6. Local Public Enterprise System in Japan
7. Election System in Japan
8. Development Process and Current Issues on the Local Government in Japan
9. Local Autonomy Law
10. Statute Book 2
11. Statute Book 3

Reference Books

12. Local Public Administration in Japan
13. Local Public Finance in Japan
14. Local Tax System in Japan
15. Local Public Enterprise System in Japan
16. Election System in Japan
17. Local Government and Construction Administration in Japan
18. Education System

19. Local Government and Social Welfare Administration in Japan
20. Fire Defence in Japan
21. Ministry of Home Affairs-Fuctions and Organization
22. Local Autonomy College

Regarding through these texts is very interesting and, no doubt, they will be of great assistance to me in future.

Travelling from the Tokyo International Centre to the Local Autonomy College and back daily was very good because it gave me the opportunity to learn the transportation system in Japan which, I think is one of the best in the world. Not only that, I was also able to mix round with the travelling public.

The idea that we were to visit Omiya City and Yamanashi Prefecture was a sound one. It did give us the opportunity to take a closer look at the practicality of Local Government and also we were able to get first-hand information on some very vital issues. In our discussions with prefectural and municipal officials we had every chance of broadening our knowledge and we really took advantage of this.

Furthermore, our visits to various other institutions were very fruitful to us and I think all the other participants will agree with me that with the prevailing high technology and know-how, Japan has something to be proud of. It is pleasing to note that Japan developed herself to where she is today soon after the Second World War, a period of about 40 years – *astounding indeed*.

From the foregoing it can be seen that the 24th Group Training Course in Local Government 1988 did achieve its objectives.

I cannot finish this report without thanking sincerely the Minister of Home Affairs, his Ministry and in particular the Local Autonomy College and its dedicated Heads and all the staff and also the training officer and the co-ordinator (both from Japan International Co-operation Agency) for their unlimited assistance, tolerance and kindness and these contributed and resulted in the success of this course.

LOCAL GOVERNMENT SYSTEM IN INDONESIA AND JAPAN

by Thamrin Adipura
INDONESIA

- A. Local Government system in Indonesia bases on Article 18, 1945 CONSTITUTION of the Republic of Indonesia, that whole territory of Indonesia divided and subdivided into large and small territory.

Implementation of this article prescribed by Laws. The current law is Law No. 5, 1974, which is entitled; Government Administration in the region.

The Classifications and number of Local Government—are as follows:

1. Province the first level region as autonomous region. The Head of the Province called Governor, and elected by The Regional Assembly approved by The President of the Republic of Indonesia. Total number of Province are 27 provinces.
2. Regency the second level region as autonomous region. The Head of Regency called Regent (Bupati-Kepala Daerah). The Regent is elected by The Local Assembly approved by Minister of Home Affair. Total number of Regency are 241 Regencies.
3. Municipality the second level region as autonomous region. The Head of Municipality is called Mayor (Walikotamadya). Mayors are elected by Local Assembly and approved by Minister of Home Affair.
4. The Grassroot of local autonomous is called "DESA" or Village. The Head of Desa is elected directly by the Citizen and approved by Governor.

Besides local autonomous there are also Administrative territories consist of:

1. Town Administrative Territory (Kota Administratif). Head of the Town Administrative Territory is called—Mayor and appointed by Ministry on Home Affair.

2. Sub District Territory (Kecamatan). Head of Sub district called "CAMAT" appointed by Governor.

3. "KELURAHAN" Head of the Village in the urban area, appointed by Regent or Mayor.

The aims and purpose of the establishing local government and granting autonomy to the region in Indonesia had been explained in Broad Lines of the State's Policy and Law No. 5, 1974. The autonomy of region is mere obligation than a right. The obligation or the region to participate and speed up the development as a mean to achieve the prosperity of the people which shall be accepted with full responsibility.

In Japan Local government divided into:

1. Prefecture, 47. Tokyo-to, Hokkaido-do, Osaka-fu, Kyoto-fu and 43 Kens.
2. Municipalities, 3253 consist of:

Shi (cities)	652
Designated cities	10
Cho (towns)	2005
Son (villages)	596

Besides Ordinary Local Entities there are also Special Local Public Entities.

Governor, Mayor and Members of Local Assembly in Japan are elected directly by the people.

B. Organ of the Local Government

Base on 1945 Constitution of the Republic of Indonesia The Government of the Republic of Indonesia means President assisted by Ministers, while Law No. 5, 1974 Local Government defined as Head of the Region and Local Assembly.

The Head of the Region, Governor, Regent and Mayor have dual function as Agent of National Government and on the other

hand as Head of Autonomous region, Chief Executive in respective region. They are assisted by the officials who head various Division Services of their local government. In concurrence with Local Assembly, Chief Executive makes bylaw (local regulation). The members of Local assembly various depend on the scale population and level of autonomy.

Members of Regional Assembly (Province) between 60 to 90 members, while members of Local Assembly (Regency and Municipality) between 18 to 45 members.

The Chairman and Vice Chairman of Regional Assembly and Local Assembly elected by members and among the members of the Assembly.

To execute various services in the region, The Chief Executive approved by Regional and Local Assembly set up Division Services such as Agriculture Division Service, Health and environment Division Service, Public Work Division Service and others. In the Municipalities they set up Park Division Service, Fire Fighting Division Service, Building Division Service and others.

Besides Division Services they also set up Local Planning Board to coordinate and integrate regional planning in respective region.

The Head of Divisions and Local Planning Board appointed by chief Executive.

Local Government also supported by other bodies such as Family Planning and others.

In Japan organs of Local Government consist of:

1. An Assembly as legislative organ. Assembly consists of members elected directly by resident. The number of members:

TO	130 members
DO	40-120 members
FU and KEN	according to the population.
SHI	30-100 members
CHO & SON	12-30 members

2. The Chief Executive of Local Government is directly elected by the people.

3. Administrative Committee.

Members of Committee consist of 3 members and appointed by the Chief Executive with the consent of the Assembly. The term of office of the members committee is 4 years. The personnel committee is in charge of inquiry, research, planning and advice concerning personnel administration and selection and competitive examination of personnel. It also considers applications for action on working conditions and protests against adverse actions.

C. The Function of Local Government

Function of local government is to step up services to the public and realization of development. The accentuation of autonomy to the region of the second level has more directly contact with the public and knows the need and aspiration of the people. The Law number 5, 1974 emphasis autonomy to the regency and municipality.

Right, authority and obligation of Head of the Region covers:

- to lead the regional administration,
- to render an accountability statement to the local – assembly.

preparing and executing budget,
levying and collecting taxes,
enacting regulation,
representing his region in and outside of the Court.

The Local Assembly in Indonesia has the following – rights:

- of regional budget,
- of inquiry,
- of asking information,
- of making amendments,
- of motion,
- of initiative and
- of investigation.

Comparing with local government in Japan both Chief – Executive and local assembly has similar right, authority and obligation.

Major item of the powers of chief executive in Japan are as follows:

- (a) Enacting regulations,
- (b) Levying and collecting local taxes,
- (c) Presenting bills for the resolution of

- the assembly,
- (d) Preparing and executing the budget,
 - (e) Procuring, administering and disposing of properties and others.

As auxiliary organs to the chief executive both in Indonesia and Japan there are deputy governor, a chief accountant and other officials.

Powers of an assembly in Japan divided into power of resolution and other power. Power resolution are powers given to the assembly to decide upon important issues relating to the local public entity.

Major issues that call for the resolution of the assembly are as follows:

- (a) To enact, amend or abolish bylaws;
- (b) To fix the budget;
- (c) To authorize the settlement of accounts;
- (d) To authorize contracts;
- (e) To authorize the barter, investment or offer as a mean of payment, or cession or lease without compensation of public properties.

Other powers of the assembly include the right of inspection, in which the assembly can inspect any documents and books relative to the affairs of the local government and demand an administrative or final report from the executive organs.

D. Relation between Central Government and Local Government

The relation between national government and local government in Indonesia Characterized by autonomy decentralization and co-administration.

Autonomy in Indonesia does not mean complete administrative freedom from all national government ties. Autonomy means autonomy in the local administration—plus autonomy in such services such as public health, agriculture, public work, social welfare and so forth which the local government is capable on running. Powers are delegated by the National Government to the various offices in the Provinces then down to the Regencies and Municipalities.

In case of the powers delegated by Minister

of Home Affair authority down to the Governor of the Provinces and Head of the Division of Local Government. In Japan relation between National Government and Local Government is similar with in Indonesia. Services that are closely linked to dialy life, duties are shared by the National Government, Prefectures and Municipalities. The basic principle beeing that those fields of services which have strong connection with the dialy life of the general public, are to be undertaken by Local Government as much as possible.

In Indonesia beside delegation of authority there is also co-administration of particular program, meaning that the program is determined and financed by National Govern-but is executed by local services.

Many programs just like road construction, greenery, irrigation, primary school building and bridges construction are determined and financed by National Government but are locally carried out.

The relationships between the National Government and Local Governments established on the principle of co-operation and minimum interference by the National Government into administration of local affair.

The National Government is expected to render advice and financial support with minimum interference and control over the Local Government. Moreover, the chief executive both in Indonesia and in Japan in the capacity of agencies of National Government in performing National functions delegated to them, they are under the direction and control of National Government. In case Indonesia the Province by Minister of Home Affair, while Regency and Municipalities by Governor. Auditing is executed by Inspectorate general of the Ministry of Home Affair.

Assistance, advice and guidance by the national government to local governments executed by Minister of Home Affair consist of:

1. Approving bylaws.
2. Rapport of annual budget,
3. Field inspection of administrative management.
4. Approving elections of Governor, Regents,

Mayors and Head of Villages.

Guidance and direction also given in other affairs related to the local government competency such as salary for members of local assembly.

E. Finance of Local Government

Local finance is very important for local government to execute various services to the people in region. Local Government revenue in Indonesia both the first level and second level autonomy consist of:

Local taxes such as car tax, land and building tax, development tax and others.

Local fee such as fee of building construction, housing and others.

Licences, permit, sanction and so forth.

Local allocation tax per capita Rp 1,500 and increasing every years.

Designated Allocation Tax—to construct road, irrigation, greenery, elementary school, community health centre and rural development.

All taxes prescribed by bylaw approved by Local Assembly and Minister of Home Affair.

The ratio between local revenue and subsidies from National Government varies in every Local Government between 15 to 45%. Jakarta Province is the highest among all Provinces.

In Japan Local Government revenue consists of:

Local taxes,

Local transfer taxes,

Local allocation taxes,

National Government disbursement,

Local loan and others.

The ratio between local revenue and National Government subsidies is about 30% or more.

Conclusion

The local government systems in Indonesia and Japan—are similar. All Head of Local Government and members of Local Assembly are elected. Governor, Bupati (Head of Regency) and Mayor are elected by Local Assembly approved by National Government, while the Head of the "DESA" (Village) is elected directly by the citizen and approved by the Governor. Members of Assembly are elected in the general election.

In Japan all Head of Local Government (Governor and Mayor) and members of Local Assembly are elected directly by the people.

The aim and purpose of autonomy both in Indonesia and Japan are same to give the best services to the people in the region.

THE NEW DEVELOPMENT IN JAPAN AND IRAQ, AND COMPARATIVE STUDY OF REGIONAL DEVELOPMENT IN IRAQ AND JAPAN

by Fuad Mustapha Khorshid
IRAQ

Part 1: THE NEW DEVELOPMENT IN JAPAN

The Japanese after the second world war started comprehensive activities in the almost of the all industrial field like heavy industry, light industry, agriculture; economies and rebuilt of what have been lost in the war and proved leading in many industries not only for Japanese but helped many of the developing countries that we can see Japan with the huge amount of knowledge in the science and technology passing their experience to many countries in the form of training the manpower and technology and the appeared in the following fields.

1. Agriculture.
2. Transportation technology.
3. Telecommunications technology.
4. Health and medical technology.
5. Sports.

That for improving the manpower efficiency and encourage scientific development and researches in the developing countries.

During our visits to some factories which have been recently built in Japan we noticed how the advanced technology involved in Japan.

Here I would like to mention some of the important factories.

1. INDUSTRIAL WATER SUPPLY IN CHIBA PREFECTURE

After this big project commissioning in July 1965 it becomes the source of water supply to 286 industrial projects. The process in this factory is done by the aid of the Computer carrying out all the required activities such as the distribution of the water to all of the factories, treating the water; collecting all of the precipitates and treating it to convert it to some useful

substances such as food for the fish and agricultural fertilizer.

2. ENVIRONMENTAL SANITATION ADMINISTRATION

The aim of this industry is to improve the environmental situation and to make use of the waste from the garbage and that is done electronically, that the Computer controls the machines involved in the process cycle.

The factory produces two main products.

1 = Agricultural fertilizer.

2 = Iron balls which can be melted and used as steel.

3. SEWAGE ADMINISTRATION

The system also participates in the improvement of the environment that to protect people sanitary.

The sewerage water transferred to this factory for treatment and returned back to the rivers.

This process considered to be very advanced in technology in improvement of the environment.

4. THE YOMIURI NEWS PAPER PRESS

We visited high progressed factories in Japan and we saw the high technology in the newspaper pressing in very high numbers (more than 9 million a day) we saw the operation of pressing and packing till the newspaper reaches people. Which is a very wonderful operation.

5. THE DEVELOPMENT AGRICULTURAL IN THE JAPANESE VILLAGES

All the area of Japan now green and it is covered by trees and every kind of the fruits as grapes, peaches; rice, and plums in addition to

the high income of the farmers. And there is no difference in terms of education and facilities between the villages and the towns. You see in every village and in Japan factory, school, industries and a good transportation this makes life in villages for farmers and peoples easier and faster.

Part 2: THE NEW STEPS FOR IRAQ DEVELOPMENT

Due to the war that Iraq faced since 8 years ago as it is known that such kind of the war required very big amount budget even though Iraq did not neglect the development side. Since the first day of the war Iraq announced the peace for stopping the war and Iraq accepted the offer from the World Peace Organization, the United Nations and the Islamic conference but as it is known that the Iranian Government refused this opportunity for peace. Hence there are so many projects established in all different governorates, cities, villages as well as the town which in turn to help the citizen of these areas for the development in the view of the economic, culture and society.

In the agriculture field there are many projects progressed like remaking the soil and refining the land from the soltness as well as arranging the water distribution to this farmed lands and this caused the agriculture to take the important role of development and progress by utilizing these lands in good economical manner to get benefit of it.

At the same time several projects for reconstructions of the roads at the town and villages executed for easy transportation of the farmed plantation to convey it to another part of the country, as well as there were established poultries and factory for fish refining there are plans for every 5 year period when this plans over then a new plans begin for development at the same time besides this plan there are early plans executed by all ministries and corporation belong to the government regarding to the new projects for electricity and water distribution was executed in the town and cities in the industrial field there established refrigerators and air

conditioning plants.

On the other hand many projects established for constructions of school, hospitals and housing for the citizens also constructed the new villages for planters vice the old villages and in the modernized ways which in turn prepared with every mean of life like water, electricity, school, hospital and etc.

In the field of the industries there established textile factory for making different kinds of clothes in good quality to support the national economy. At the same time there were established the new factories for the productions of the gas and petroleum and constructed for this a new routes and lines for transporting the Iraqi petroleum abroad.

There are a great attentions about cultures, urban, arts in Iraq.

However, my city is BABELON and this is one of the famous city of Iraq as well as in the whole world for the reason that in this city the first law of HAMORABI established also it is famous traces, however, we specified a special budget around a lot of millions of Dinars to be alive the art and our urbans.

In 1987 there was a big international festival in this city and there accommodate a lot of delegations from all around the world and festival continued for about one month it is annually occurred.

In Iraq there is heavy agriculture tractors factory and this tractors offered for the planters in cheap rate and price in order for the sake of development of the agriculture in Iraq.

Due to the war and the requirement for a big financial also there is a large attention and care about citizen in Iraq, however, there issued a law named (society protection law) and this law serves accordingly the citizen in which there were specified monthly salary for every citizen who cannot to get the life resources due to the illness and diseases that preventing them for finding out the simplest way living in this media to enjoy with there kind and best life smiling for the future.

Part 3: COMPARATIVE STUDY OF REGIONAL DEVELOPMENT IN IRAQ AND JAPAN

1. The comparison between regional development in IRAQ and JAPAN is difficult because the development in Iraq started just after the revolution of Arab Baath Socialist Party on 17th July 1968 but in Japan it started very long ago.

2. The Revolution Government began at first to change old system and to establish the Iraq development. For that the revolution Government began to disperse educational facilities to all people and to all ages freely. New schools were built with all facilities in addition to free books and free meals for children also schools for old people were built.

The plan of the Government succeeded to reduce the level of illiteracy to less than 20% of the population.

3. High level studies were deemed important by the Government to have a good base for Iraq development. But in Japan education started long time ago and there is no illiteracy, for that Japan engaged with high technologies to abundance of trained and educated manpower.

4. There are no differences in education and its facilities between urban and rural areas in Japan but in Iraq there are big differences in facilities for that the revolution Government paid too much attention to this point and more facilities were distributed to rural areas, new schools, were built also new fashion villages built with complete servicing, electricity, clean water, schools, new supermarket ... etc. to enable all the people to get education easily.

5. The transportation system in Japan is efficient and very systematic which makes transportation for people easy and fast in Iraq we built new traffic system in the last years with many bridges and the subway system in Baghdad is going to be in near future.

6. In Japan the transportation between Tokyo and prefectures and other cities are very easy with many kinds of transportation means cars, trains, airplanes ... etc. In Iraq the transportation is good and there are air communica-

tion between Baghdad and main cities in Iraq but the system needs more improvement and the Government paid too much attention to this point in improving roads, railroads and airports.

7. In commerce and industry Japan reached very high level in those fields especially in electronics and heavy industry, petrochemicals, industrial water supply and all of them in very high technology in Iraq we established many industries and new factories and we are working to follow the up to date technology with the help of industrial nations like Japan.

8. In Japan we noticed that the Government and companies build houses in different sizes and provide soft loans to their personnels in Iraq there is a housing bank lending funds to people to help them in building houses. Local Government in Iraq also builds houses to their personnels.

9. In Iraq the treated water for personal use and drinking covers about 90% of Iraqi villages.

10. The sewerage system in Japan is well developed with various facilities like sewerage treatment plants not only with sewerage pipe system but also septic tank sewerage system. In Iraq we have sewerage system in Baghdad and the Government is going to build sewerage system in all cities for better life of people.

11. Regarding social and welfare system. In Japan this system is very well developed, schools for physically handicapped children, homes for the aged, mentally retarded children are well developed, hospital and other welfare systems in Japan are also well developed in Iraq, the Government build schools, and hospitals and others servicing and we are trying to improve these facilities.

12. In term of population. Japan has 120 million but in Iraq there are only 18 million over an area of more or less similar in size to encourage the population to grow, the Iraq Government is giving various incentives like giving payments to couples to bear children on an escalating scale.

The first child is paid \$6 the second child is paid u.s.s.12, and so forth.

The payments double up for every addition-

al child. Through this method the Government is aiming to create purchasing power in the country to accommodate any increase in the industrial or agricultural output.

13. Apart from these facilities the Iraq Government has irrigation and drainage schemes to improve the agricultural production DEVELOPMENT PROCESS.

14. All the above-mentioned development are undertaken by the Ministry of planning in Iraq. This Ministry prepares 5-year development plans based on request from the districts and provinces. All the funds for the projects in the development plans come from the local Government themselves. The Central Government only coordinates in accordance with needs and wants of the people mostly on a regional basis.

15. In Japan the development process is in line with Iraq where the funds for the development projects at local levels come from the Local Governments. Only in cases where the projects transgresses or crosses boundaries of prefectures and municipalities or when the projects are huge will the National Government bring in National funds to develop the projects.

16. Development in Japan and Iraq as stated at the beginning cannot be compared on the same basis because development started at different times in Japan and Iraq. The levels of

development is different. In Japan it is very well developed whereas in Iraq it is still at the primary shape.

17. In Japan the people united one Japanese race very long ago in Iraq the population previously was very divided among the Muslims and Christians. But now the whole population has shelved all enmities and have united to undertake development for the benefit of the country as a whole.

18. International relations between Iraq and other countries especially industrialized countries has improved tremendously.

This improvement in international has enabled technological transfer between these countries to Iraq. This is helping Iraq in its endeavor to develop its region.

Conclusion

We hope more progress for the relationship between Iraq and JAPAN in all fields, industrial, commercial and cultural we wish more help from Japan to Iraq in high technology to be one of the important reasons for the Iraqi economy progress especially in this period of Iraq with the help of industrial nations development.

SUBJECT OF STUDY TRAINING LOCAL GOVERNMENT

by Mamoun Salah
JORDAN

Administration

General Indicators

Jordan's administrative experience is relatively brief. The Past period may thus be viewed as one of growth, development and reaction to conditions and events. To date, efforts aimed at administrative reform have been of a haphazard adhoc and intermittent nature.

The present administration has the following aspects:

1. Legal Aspect

In accordance with the constitution, enacted in 1952, executive authority (management of public administration) is vested in the king and exercised on his behalf by the cabinet. The cabinet is composed of the Prime Minister and a number of ministers according to need and in the public interest. Currently, there are 22 ministries. Reporting to them are 18 central government departments headed by a director-general at undersecretary level who reports directly to the minister. Also, attached to them are 27 public institutions which operate through boards of directors chaired by the minister concerned. Some of these institutions have their own personnel by-laws which differ from the civil service by-law.

Thirteen autonomous Government bodies report to the Prime Minister and the Cabinet of 130,000 employees in public administration, 74,000 are subject to personnel by-laws special to their institutions.

Statistical data show a steady increase in the numbers of civil service personnel, from 27,000 in 1970 to 74,000 15 year later, an increase of 300%.

2. Local Government

The East Bank of the Hashemite kingdom of Jordan is comprised of eight governorates, each headed by a governor and consisting of districts, subdistricts and counties. At the local government level, Jordan is composed of 152 municipalities, including Amman and 340 village councils. The local affairs of each city or village are managed by a city or village council headed by a council head and composed of a majority of elected members. The councils fall under the supervision and guidance of the Ministry of Municipal and Rural Affairs.

Projects

Investment projects; Data Bank, Local Government Training Center, Traing Institute for Judges and lawyers other projects; studies and Research, Manpower Development (Administration), Manpower Development (legislation)

Legislation

General Indicators

The legislative process has an institutional framework. Draft laws are formulated by the Ministry of Justice and the public institutions concerned. They are reviewed by the legislative bureau at the Prime Ministry, then by the ministerial committee on legislation in its second reading and is completed by referral to parliament, then to the upper House and finally to the Royal Court for promulgation through a Royal Decree. Draft by-laws are enacted by the executive authority. Following review by the legislative bureau and the ministerial committee on legislation and approval by the cabinet they are issued by Royal Decree.

An independent judiciary sees to the proper implementation of current laws, the settlement of legal disputes and the enforcement of justice. It also has the authority to rule on the constitutionality of laws.

In 1985, there were 1,068 practising lawyers in the kingdom and 252 lawyer trainees.

Manpower and Labor

The socio-economic and political development witnessed by the region including Jordan during the previous period influenced the Jordanian Labor market in general and the structure, characteristics and distribution of Jordanian manpower in particular. Thus, Jordan was transformed from a full employment state in the late '70s to a state of surplus in some academic specialities and occupations.

Therefore, the objective of creating new job opportunities became one of the main objectives of the current five-year plan. The issue of balancing supply-demand of labor force received special attention from the planners and officials where the investment resources were mobilized with the purpose of realizing the maximum limit of employment.

This sector consists of two parts, the first discusses supply and demand estimates of the labor force and the means to reach the equilibrium between them while the second part covers the achievements of the Ministry of labor and its institutions during the five-year plan period 1981-1986. It shows also the characteristics, problems, goals, organizational measures and projects related to the Manpower Sector.

In the social security field concerted efforts were undertaken to realize the objective of the social security law, whose provisions were extended to employees of institutions employing five or more workers. In addition to those working in government agencies under the Labor Law and Jordanians working in Arab and foreign embassies in Jordan, two types of insurance were provided to these workers:

1. Occupational hazards and sickness.
2. Insurance against old age, disability and death.

In the field of vocational training, the Vocational Training Corporation established seven large training centers (plus two currently under construction) with an annual enrollement capacity of 300 trainees. The corporation also shares in the supervision of 12 additional center run by government institutions or private companies. The number of those enrolled in training programs during the plan period exceeded 17,000 trainees of whom 10,000 were in apprenticeship programs, exceeding the plan target by 21%. The corporation also provided job descriptions and classifications for some mechanical and electrical trades and set out to administer performance tests to determine the vocational levels of workers.

Policies to Reduce Regional Disparities

The plan places special emphasis on the problems of narrowing regional disparities on the one hand and mitigating the disproportionate levels of development of cities and villages on the other, by reducing the concentration of economic activity in, and the consequent demographic gravitation to the city of Amman and to the Amman Belt in particular, in rural areas, the plan envisages the development of the highlands, central Ghors, Ghorss-Safi, the Zarqa River basin, The Shobak region and Qa El-Disi to achieve equilibrium in rural population development and reduce concentration on developing the Northern Ghors. Therefore, the plan:

1. Encourages private sector investment outside the capital by granting investors in housing outside Amman a 50% tax exemption on income from rents, compared to a 30% exemption in the capital.
2. Encourages investment in new industrial estates in the Governorates of Balqa, Irbid and Aqaba. Industrial investors in Irbid will be subject a lower water tariff than that applicable to industries in the Amman and Zarqa Governorates as an incentive for them to establish industries in Irbid and to ensure greater proportionality between the cost of

water supply to industry on the one hand and the remoteness of industry from water sources on the other.

3. Ensures a more equitable distribution of social, health and educational services among the various regions.
4. Provides wage incentives to employees in production enterprises of the southern governorates, to encourage them to settle there.

Environment Protection Policies

Environment protection and pollution prevention policies are gaining increasing importance with the development of the various production sectors. The plan is designed to limit the adverse effects of pollution on the environment and public health, while taking into account economic and social priorities and ensuring that the costs of implementing environment policies do not inhibit growth and development of the national industry. Therefore, the environment policies as envisaged in the plan are:

1. To protect water sources from pollution.
2. To protect the agricultural environment from desertification, in order to maintain the area of arable land in Jordan, prevent soil erosion and denudation by placing special emphasis on afforestation and tree planting projects.
3. To protect public health by curtailing the use of leaded fuel and ensuring a clean atmosphere in general.
4. To establish a follow-up division in the Royal scientific society to keep abreast of results of international ecological research.
5. Protecting coastal areas and territorial waters from pollution of all types by undertaking protective measures when exporting fuel and other polluting materials, as well as by controlling vessel movements in the Gulf of Aqaba and tourist activities on shore.
6. Establishing natural reserves to serve as safe repositories of wildlife and as nuclei for

research and application, including breeding of various types of plants and animals to satisfy current and future needs.

7. Treating air pollution through enforcement of laws.

Local Government System in JORDAN

The first law concerning Municipalities was issued in 1925 in Jordan and had been effected until 1958 when it was replaced by the law of Municipalities No. 9 in the year 1958. After the East Bank of Jordan got its independence the new constitution was issued in 1946, underlining the important role of the local councils and the necessity to organize them now Municipalities or joint services councils operate under the municipalities law No. 29 of 1955 and villages operate under the rural councils in villages law No. 5 of 1954 its various amendments and associated by-law and regulations.

Administrative Regions in the Hashemite Kingdom of JORDAN

1. Local Administrative System:

Local administration in JORDAN consists of:

- (a) Municipal Councils in the cities including Governorates of Amman, Jerusalem.
- (b) Joint Services Councils.
- (c) Rural councils in villages.

2. Municipal and rural Councils, and the way they are set up:

Municipal Councils—In order to set up a municipal council in a city or a village, either of them must have a rural council for more than five years and its population not less than 2,500 and at the same time, the majority of the city, village must sign a request to the Governor expressing their desire to establish the municipal council.

When the council of ministers agree to establish the municipal, its member are elected and some of them are appointed, and usually the members of municipal councils are not less than seven and not more than twelve, the council enjoys wide administrative authority for four years.

Local councils play an important role in regional development. The number of municipal councils rose from 104 at the end of 1980 to 152 at the end of 1985. Village councils, on the other hand, increased from 243 to 340 during the same period. In 1985, there were 69 joint services councils serving 318 population clusters.

Local Government

The main pattern of Local government organization is the division of the Country into the governorates of Amman, Salb, Irbid barak, Man, Tafileh, Zarqa, Mafraq, Jerusalem, Hebro and Nablus. Each Government is headed by a Governor, and is subdivided into administrative regions. Each Governorate is usually advised by an appointed advisory committee of the local department heads, representatives of municipalities, chambers of commerce, public organizations and individuals selected on the grounds of their experience and qualifications. The Governors enjoy wide administrative authority and they exercise in certain specific matters, the power of ministers.

The boards of municipal are by the free vote of resident adults. The mayors of councils are appointed by the council of Ministers from among elected members, but deputy mayors are elected by their own boards. Municipal and joint services council and rural councils also enjoy wide autonomy in the administration of local services including road, pavements, building and public utilities, gardens and parks, vehicles, schools, handicrafts, shopping centers, office complex, vegetable markets, car parks, pesticide, spraying equipment, garbage disposal vehicles. slaughterhouses, cemeteries, town planning, the maintenance of roads within their boundaries and the provision of some social assistance and other projects.

Finance

Local councils do not have the financial resources they need for services, development projects or current expenditures.

Fees collected directly by municipalities

from the largest percentage of revenues (43.9%), followed by taxes and fees collected by the government (21%). Loans constituted 17.6% of total revenues.

It is worth noting that:

1. Fees collected by the Amman Municipality amounted to about 78% of the total at a time when other municipalities continue to suffer from structural weakness in the connection of taxzes and fees.
2. Loans extended to the municipalities
3. The average annual increase in the revenue of municipalities in the period 1980-1984 was 21.4%.

During the period 1980-1984 total capital expenditures amounted to about 59% of total municipal expenditures, salaries and current expenditures constituted about 23% and loan repayments accounted for 9%.

With regard to expenditures it is important to note the following:

1. Expenditures increased at an average of 14.7% annually during the period 1980-1984 which was less than the average increase in revenues during the same period.
2. Capital expenditures by municipalities increased at an annual average increase of 8.6% which was less than the average increase in total expenditures.
3. Expenditures on loan repayments rose at an annual average increase of about 48%. During the same period the percentage of loan repayments to total annual expenditures increased from 11% in 1980 to 22.7% in 1984. This indicates that loan repayments are a major burden on all municipalities, except the Amman Municipality. The principal lender to municipal councils is the cities and villages development Bank established in 1979. During the period 1981-1984 the cities and villages Development Bank extended loans to municipal councils. However, for a variety of reasons since 1982 the volume of annual loans began to decrease.

Conclusion

The local government system in Jordan is of course, not very advanced compared to Japan. This difference is on account of many reasons. Jordan is quite sparsely populated except for the cities of Amman and Zarqa.

A large part of the country is desert, and lack of water prevents the growth of small towns and cities.

This means that there is very little economic activity in some regions because of which an effective local taxation system cannot develop. Local bodies are therefore faced with the problem of inadequate funds.

In Japan, local government has quite large revenues from local taxation and also from the central government. However, this system has developed in Japan in nearly one century. Jordan is still a young country which became independent only 38 years ago.

Previously the colonial rulers did not allow local government to develop as this would have become a challenge to their authority.

Today, the government of the Hashemite kingdom of Jordan recognizes the importance of local self governing communities.

Efforts to make local government strong, but in the context of regional characteristics and level of development, are being made.

It is hoped that before long, a system in harmony with local needs will be developed.

A COMPARATIVE STUDY OF THE LOCAL GOVERNMENT SYSTEM IN KENYA AND JAPAN

by Samuel Peter Njoroge Kuria
KENYA

Introduction

The Local Government Systems in Kenya and Japan are provided in the Constitutions of the respective countries in Japan. Article 92 of the constitution reads that "Regulations Concerning Organization and operations of Local public entities shall be fixed by law in accordance with the principles of Local Autonomy." While, in Kenya the Constitutional Text of 1963, the first Constitution of the Independent Kenya equally encompasses the bases and foundations of the Kenya Local Government System. This system is quite clearly caused in the Local Government Act—Chapter 265 laws of Kenya. The preamble of this Act states. "An Act of Parliament (National Diet) to provide for the establishment of authorities for Local Government, to define their functions and it provide for matters connected these with and incidental these to." In the Act, sections 12, 28, 41 and 48 establish respectively the corporate bodies. Namely, Municipal Councils, County Councils, Town Councils and Urban Councils.

In Japan the Local Autonomy Law No. 67 of April 17, 1947—Part 1, General Provisions—Article No. 1 of the preamble states clearly the bases and foundations; that is: Propose of the Local Autonomy law as fallows "the purpose of this law is to classify local public bodies, to lay down the outlines of their organization and operations, and to regulate the basic relationship between the state and such bodies in accordance with the principle of local autonomy, in order to assure each of them democratic and efficient administration as well as sound development."

Therefore, it is obvious that in both countries. The concept and foundation of the Local

Government System is based on the principles of democratic harmony and subjectiveness. The systems are laid down in their respective country constitutions and laws: and are aimed for the smooth, efficient, democratic participation of the people in the management of the local affairs of their own local area of jurisdiction for their well-being and development.

However, despite the above fundamental concept and while, the nationality of Local Government is a means of giving the local inhabitants an opportunity to participate democratically in the affairs of their local area is the underlying principle in Kenya and Japan there are vast differences in the two systems. The disparity widens in some areas while narrows in others. Some areas have uniformity while other areas have much variation. This dissimilarity is of course; caused by the administrative and organizational structure of the two systems of local government, the historical background of the two countries and the cultural and traditional heritage of the two nations. This unique careful proposition has arrived after going through a nice well articulated intensive course on Comparative Study at the Local Autonomy College, Japan.

In this very brief comparative report on the Local Government System in Japan and Kenya. I am compelled to point out that I will only outline a few topics or subjects, for the sake of our study, but this does not mean that the themes, explanations, discussions and assertions are exhaustive. The time factor and other trivial issues have tied my report. All the same, I will touch on the following headings:

- (2) Development of the local government in Japan and Kenya
- (3) Organization, Classification and Struc-

ture of Local Government System in both countries

- (4) The Relationship between the Central Government and the Local Government Organizations
- (5) Personnel Systems in Japan and Kenya and finally
- (6) Sources of local government in Japan and Kenya
- (7) Conclusion

Development of the Local Government in Japan and Kenya

1. Japan

The development of 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 changes took place during the Tokugawa Era when the basic foundation and structures of local government were laid down. In the course of time the organizational structures were gradually improved. All the same, the most important crystal period for development and changes took place during the Meiji period when the country was structured into prefectures, counties and districts that formed the administrative units and local autonomous bodies. The system existed until the World War II was over.

After the World War II, it was found necessary to restructure the local government and organs in order to meet the new challenges conceptions and to rehabilitate. Restore and reconstruct the worn out economy of the nation. Hence, in 1947 the Local Autonomy Law was provided. This law laid down the foundation of current structure of the local government in Japan. Part I—General Provisions and Part II—Ordinary Local Public Bodies, Chapter I—Common Rules of this Act Cover the structured organs.

The enhancement and growth of the system in terms of performance and administrative efficiency has always been done through amendment of the required parts or chapters of this

fundamental laws of 1947 in order to give the system its vitality of life; keep and conform to new development and challenges of the system.

2. Kenya

The development of the local government system in Kenya, equally dates back to several years ago, but the history adopt of the colonial masters in Kenya is relatively short due to lack of written records. However, it is a common knowledge that the system of local government existed in its crude form, mainly composed of the "Council of Clan Elders" "These councils derived their powers from the national government" represented by the tribal councils.

After the coming of the British people and other Western Europe world and partition process at the turn of the last century. The present Kenya was introduced to the British system of local government. This period witnessed drastic changes in the local government system. The country was divided into three classes of two tier-system of local government. Each class was established under a separate law. The main purpose of this system was largely purposed to help the colonial masters to rule the country. The membership of the councils were composed of largely officials and a few nominated henchmen or homeguards. The district commissioners were chairman. All the Chief Executives of County Councils and African district councils were foreigners and had wide powers to make decisions on matters affecting their councils. Definitely the concept of local autonomy was non existence but was improved in the last few days of this rule. This system of local government: a system of divide and rule existed until we got our independence in 1963.

After the country became an independent republic in 1963. Several drastic changes took place. A uniformed system of local government with elected representatives of the people was provided in the local government. Regulations, 1963 and in the constitution. The Local Government Law was promulgated to provide the new changes and challenges of the young nation. The authorities were defined. A new organizational structure took place to conform with the

new development. This is the Current System in Kenya today and has been going through the required amendments and adjustment; just like in Japan to strengthen and to enhance the performance of the local government system effectively and smoothly.

The development of the System of Local Government in Kenya is relatively in its early stages. However, it is growing very steadily and effectively, and shows signs of hope and posterity, other things being equal.

Organization, Classification and Structure of Local Government Systems in Japan and Kenya

1. Japan

The Organization, Classification and Structure of local government in Japan is made of two tiers. The whole country is divided into 47 prefectures. In turn the prefectures are further sub-portioned into municipalities. The prefectures are regarded as the regional level local government institutions; similar to the Kenya. County councils while completely different in their organizational and structured form. These prefectures are considered and renamed To, Do, Ken, Fu according to their historical background. However, Tokyo is rather exceptional from others in that Tokyo-To has 23 special wards within the boundary of the former city of Tokyo which was put in the Tokyo prefectural government in 1943. The rest of Tokyo-To area is divided into ordinary municipalities.

The organization, classification and structure also provide ten designated cities. For instance, Kyoto city due to their area of jurisdiction and population. These cities are scattered all over Japan.

Municipalities are the basic local government institutions which have direct contact with local inhabitants. The Shi (city), Cho (town) and Son (villages) are the various titles for municipalities. There is no fundamental difference among the cities since all are based on the historical background of each area of jurisdiction. However, generally cities have larger population

and consequently entrusted with more urban functions than towns and villages.

The present legal foundation of the local government system in Kenya dates back to the time of independence in 1963. This law established and defined the boundaries, powers, functions and all matters connected with and incidental to the organization, classifications and structure of the local government in Kenya. The whole Republic was divided into 39 administrative districts and each of them was to have one county council. In the most highly urbanized areas the law established municipal, town and urban councils. Nairobi was regarded as a special area and remained a city just like there before.

Urban Councils were regarded as very small councils and were organized and restructured to be under the supervision and guidance of county councils. Hence, they are under the county councils of the area of jurisdiction and they form the rural points county council cover the vast areas of the rural district while municipalities and towns cover only the urban areas.

Presently, there are thirty-nine (39) county councils, eleven (11) major town councils, twenty municipal councils (20) and the Nairobi City council several urban councils had also been established.

The Relationship between Central Government and Local Government Organizations in Japan and Kenya

1. Japan

The relationship between central government and local government organizations in Japan is very cordial and very strong. Local authorities enjoy very wide statutory status, autonomy and great powers within their areas. They have more power and influence than the national governments within their areas of jurisdiction. All of them have a same budget just equal to that of the central government their budget figure is ¥57 billion together and that of central government is ¥57 billion. All of them employ almost the same number of employees just like those in central government. All

local authorities have a firm and healthy revenue base. All are charged with the full responsibilities for initiating and implementing development programmes. Their relationship with the central government is actually that of two partners in progress for the well-being and development of the country and nation in general.

All local authorities in Japan can do everything ranging from the smallest project to the largest project. Hence generally called "general-purpose" local authorities. They have "no-ultra vines" clause.

2. Kenya

The relationship between central government and local government organizations in Kenya is equally cordial, but somehow weaker. They enjoy some kind of autonomy within statutory status as long as they are within the law. Whatever they do has to be sanctioned by the minister for local government, whatever they propose, deliberate and decide even it is within the law has to be approved by the central government other becomes ultra vines. There is just too much control and supervision. In actual fact the relationship is that of a master and servant. Local government is just an agent of the central government. Every action of line of action has to be approved by the central government. Equally their financial bases are few and weak. The minister has the power over them and could dissolve them any time if finds the particular council has some kind of malpractice or not within the laid down rules.

The Personnel system of Local Government in Japan and Kenya

In both countries the personnel comprise of those elected by the electorate of the area and the full-time employees. However, the personnel systems in both countries differ quite greatly. First, in Japan the chief executives of local government are elected directly by the people and within the home work of the Local Autonomy Law. They have vast powers and directly answerable to the people while in Kenya

the mayors and chairman of local authorities are not directly elected by the people and their powers are limited by law to ceremonial and chairing meeting only.

In Japan all the full-time employees are employed by the local authorities or senior staff seconded from the central government. The staff have life-time-employment and almost guaranteed employment opportunity. There is no mudsliding and politicking. The staff is almost guaranteed healthy and happy atmosphere of working life. While, in Kenya some staff are employed by the central government but seconded to the local authorities. Another group is employed by the councils. Hence, in this respect local governments in Japan are very strong while in Kenya they are weak and fragile.

The Revenues Sources of Local Government in Japan and Kenya

As I have already mentioned above, the local governments in Japan have a very strong and healthy revenue bases while their counterparts in Kenya have weak and fragile bases. This situation in Kenya has made a many of the local authorities financially weak and consequently unable to initiate any kind of development. Sometime even unable to pay or meet some of their basic obligations like payment of staff salaries and other statutory reductions.

A majority of them are on the verge of bankruptcy. However, despite this kind of situation existing the central government has of late with down all types of grants-in-aid. Hence, creating more uncertainty for the local authorities in Kenya. This is just an opposite situation in the Japanese's local authorities because the central government awards them local allocation tax and other central government disbursements.

The local government in Japan derive their revenues mainly from the following sources:

1. Issue of bonds
2. Local taxes
3. Local allocation tax
4. Central government disbursements

In Kenya, local authorities derive their revenue sources from:

- (1) Rating charges
- (2) Licences, fees and charges and other local taxes
- (3) Governments grants (N.B. no longer in existence abolished 1978)
- (4) Issue of bonds stock (N.B. no council has ever exercised this source, it is only in books)

Consequently, we could frankly say there only two sources of revenue for the Kenya local authorities.

Conclusion

It is quite clear that the two systems of local governments in Japan and Kenya differ considerably despite the concept and interpretation of the system having the same meaning and underlying the same principle in the two countries. However, this should not cause any alarm at all. It must be understood that both coun-

tries have vast differences in many other aspects. For instance, Japan is quite an advanced capitalistic country while Kenya is a relatively young country. Japan has been a country to reckon with in the world development, yet still it is a powerful nation in the world to reckon with while Kenya is a developing nation.

Secondly, the local government system in Japan evolved and developed over a long period. The historical development of the system has in the meantime required some kind of features and characteristics that are unique and deeply rooted with the peoples' culture and tradition. In Kenya, this is just contrary. Kenya has been a colony and its system of local government is just relatively short. The system is in early stages of development.

Therefore, it is my sincere hope that the Kenyan local government system will develop steadily and fast and catch-up with the bright future just like the Japan's local government system.

A COMPARISON OF THE LOCAL GOVERNMENT SYSTEM IN MALAYSIA AND JAPAN

by Abdul Aziz B. HJ. AB Rahman
MALAYSIA

1. Classification of Local Authorities and Local Public Entities

In Malaysia the governmental system is divided into three tier systems, namely the National or Federal Government, the State Government and the Local Government. This system of government is quite similar to the Japanese system of government which has the National Government, Prefectural Government, and the Municipal Government. However, the Prefectural Government and the Municipal Government in Japan are classified as local government. Even though there are similarities in the system of government but the local government system itself differs between these two countries in many aspects particularly in the administrative organization, organ, role and functions, appointment of chief executive and personnels, finances and number of local governments.

The Local Government Act 1976, which was passed by the Malaysian Parliament advocated the setting up of two types of local authorities namely the Municipal Council and the District Council. However, the differences between these two types of council were not laid down under this act, but the most clear difference is in term of size of the administrative area of the council. Municipal Council is bigger and it covers city area. All state capital cities in Malaysia except Ipoh, the state capital of Perak are under the administration of the Municipal Council. District Council is smaller in term of administrative area, it normally covers town area. In Peninsular Malaysia there are altogether 79 District Councils, 14 Municipal Councils, and 2 City Council or City Halls. Chart 1 below constitutes the classification and number of local government

in Peninsular Malaysia;

In Japan the Local Autonomy Law divides local public entities into two major categories, ordinary local public entities and special local public entities. Ordinary local public entities are general local public entities pertaining to the whole country and it consists of Prefectures (To, Do, Fu and Ken) and Municipalities (Shi, Cho and Son) as the two major categories. Prefectures are the upper diet local government. Within the boundaries of each Prefecture are the Municipalities comprised of cities (Shi), towns (Cho) and villages (Son). However, Prefectures and Municipalities are of equal standing, municipalities do not fall under the direction of prefectures. Special public entities are set up in specific areas and for various purposes, it differs from ordinary public entities which are established throughout the country. They have been established so that their area, organization and functions would be limited when compared with ordinary local public entities, and are not nation wide. In this category are special wards, property wards, association of local public entities, and local development corporations. Subdivisions of Japanese local public entities can be seen in the Chart 2 below;

Chart 1:

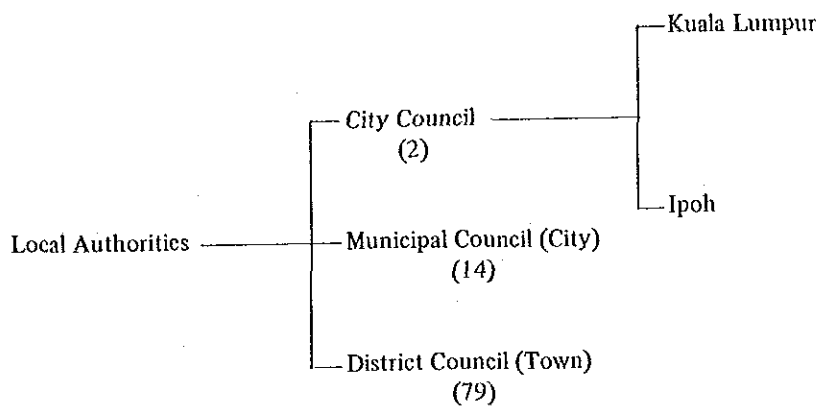
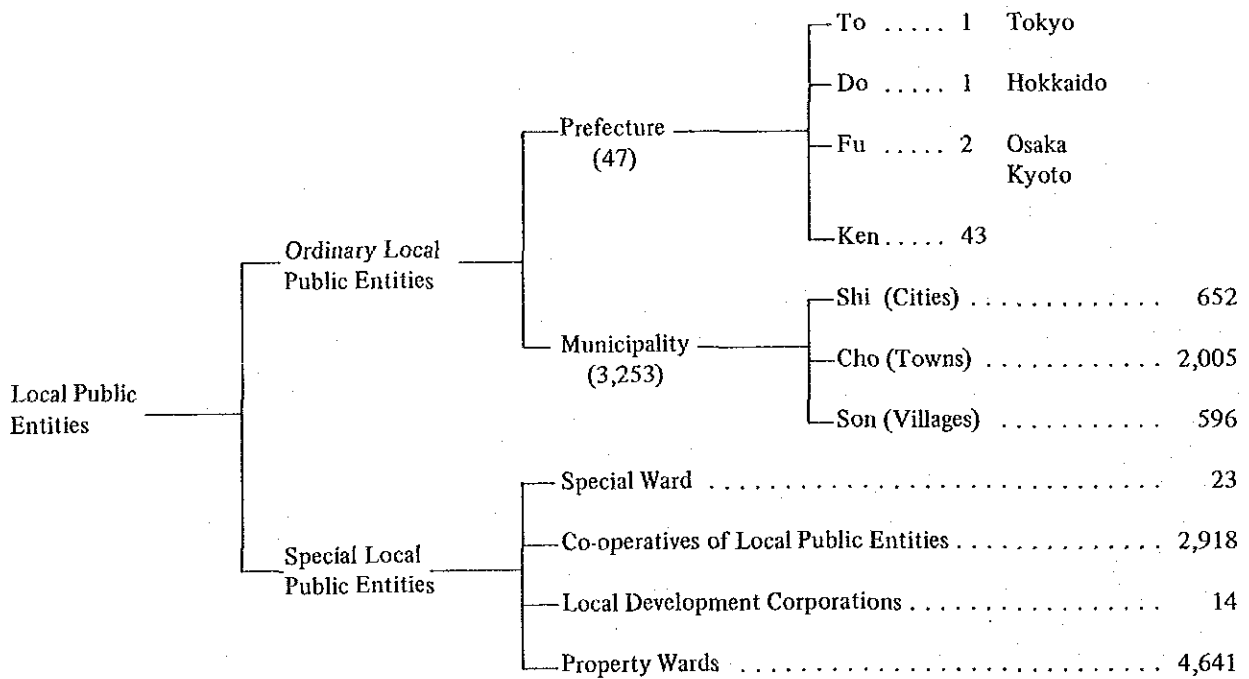


Chart 2:



2. Role and Functions

Prefectures are wide based local public entities comprising of municipalities. They are established in order to advance the welfare of their residents life and covers the following affairs;

- (a) Affairs which cover area such as preparation of overall development plans of the region, mountain, and river development.
- (b) Affairs requiring uniform handling such as education and operation of the police.
- (c) Liaison and co-ordination between the National Government and municipalities.
- (d) Matters 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, promotion of small and medium enterprises, etc.

The Municipal Government take charge of all local administration, except for matters taken charge of by prefectures. It handle affairs directly connected with the residents daily life, such as official registers, resident registration, fire defense, disaster relief, establishment of primary and junior high school, maintenance and supervision of municipal roads, social welfare, health and hygiene, disposal of garbage and excreta, street cleaning, local public enterprise and others.

In Malaysia, Municipal Council and District Council like in Japan are concerned with the day to day life of the residents in the urban area. However, the local authorities in Malaysia performs very limited functions, specifically entrusted to it by the 'Local Government Act 1976,' whereas in Japan the Municipal Government has a wider area of functions apart from those functions allotted by the Prefectural and National Government.

The administration of Municipal Council and District Council in the Malaysian Local Government system are similar. The normal day to day administration includes the collection and disposal of refuse and excreta, regulation of connection of building, street cleaning, beautification of towns and cities, liscensing of business activities, collection of property rates and

other revenues, enforcement of laws within the council areas, planning, budgetting and implementing development projects, planning the growth of towns and villages, up-grading the quality of life of the people within the council area, the prevention of epidemic within towns and cities and the related control of business activities. Welfare services, public works, industrial and tourist promotion is a liability of both the State Government and the Central Government. Whereas education, medical and health services, fire defence, police, transport liscensing and regulations are the prerogatives of the Central Government.

In Japan the basic principal being that those fields of public administration is mainly shared by Central Government, Prefecture Government and Municipal Government. In cases of education, welfare services, health and medical services, public works, industrial and tourism promotion, fire defence and police, transportation and others that are closely linked to daily life of general public, are to be taken by local public entities as much as possible. The Central Government takes care of those administrative fields that are beyond the ability of local public entities. The actual administration and implementation in these fields of services is been done and carried out by the prefectures and municipalities.

3. Organs of Local Public Entities and Administrative Organization

In Japan Local Public Entities have two types of organ; an assembly as a legislative organ and executive organ consists of head executive, organ consists of head executive, (a Governor in the case of Prefecture and a Mayor in the case of municipality) and administrative committees. A legislative organ decides upon matters such as by-laws and budget, an executive organs implement the actual administration in accordance with the decision of the legislative organ. The Governor, Mayor and members of the assembly are elected directly by the residents and their term of office is four years. The numbers of assemblies varies according to the population of the people in the prefectures and municipali-

ties. The numbers of assembly members are normally between 40 to 130 for the prefectures and from 12 to 100 in the case of municipalities. Both the head of the executive organ and members of the assembly, having their own powers on equal terms and on the balance use of these powers, just and fair administration is expected. The administrative committees are independent from the head of the executive organ. These administrative committees are under the control and jurisdiction of the chief executives. Members of the committee are appointed by the chief executive with the consent of the assembly. The term of office for members is also four years. Even though the administrative committee members are appointed by the chief executive but in the execution of official functions they are independent of the chief executives control. To name a few, these committees are education committee, personnel committee, election administration committee, audit and inspection committee, agriculture committee, equity committee, real property assesment examination committee and others. The existence of these committees are to prevent an excessive concentration of all executive power being given to one person and to achieve a just and fair implementation of its administration.

This situation is very much different from that of the Local Government in Malaysia. The President and members of the council are appointed by the state government, they are not elected by the popular residents vote as in Japan. The conditions and qualifications of those to be appointed are mentioned in the Local Government Act. All councils are required to have a President and between 8 to 24 council members. In the case of Municipal Council a Deputy President is required, this is because the Presidents are politician holding important position the state administration. Thus the Deputy President of the Municipal Council is the chief executive of the council. As for the District Councils there is no deputy president except for the State of Trengganu. The term of office for the deputy president in the Municipal Council and president in the District Council depend on the State Government, as for the council members their term of office is one

year. However, the State Government can appoint them and continue their service from year to year depending on their capabilities and performance. In all state capitals the president of the councils are politician. As mentioned earlier a deputy president, or the secretaries to the council is the executive officer with the final authority on all operational matters. In the District Councils the State Government normally appoints government officers or civil servants as the president of the council and at the same time they are the chief executive running the council.

All local authorities council are managed through a number of committees made up of councillors and members representing departments within the local council, various government agencies like Health Department, Public Work Department, Drainage and Irrigation Department, Fire defense Department, Police Department, Telephone Department, and others. All decision by committees must be endorsed in the full council meeting. The standard number of committees under the Municipal Council are as follows;

1. Personnel and Disciplinary appeal committee.
2. Finance and rating tribunal committee.
3. Planning and development committee.
4. Project and implementation committee.
5. Traffic committee.
6. Building committee.
7. Legal affairs committee.
8. Licensing and petty traders committee.
9. Tenders and contract selection committee.
10. Information committee.
11. Town cleaning and beautification committee.
12. Services and disciplinary committee.
13. Interview applicants for small committee.

However, all matters concerning annual budget, to enact, amend or abolish by-laws, to fix the rate of local taxes, appointment of personnel, creation of new post and financing development projects, the council can only make suggestion and application to the State Government and the final decision will be made by the State Government during the State Executive Councillors meeting or the State Government will present it to the state assembly meeting for

approval. In Japan power of resolution on such matters or issues relating to the local public entities are given to the Prefecture and Municipal Assembly to be decided upon.

4. The Relationship between the Central Government and the Local Government

The relationship between the Central Government and the Local Government is governed by the Article 94 of the Malaysian Federal Constitution which stated that the Federal Government may advise and give assistance to ensure the development of the Local Government as a viable institution. The Ministry of Housing and Local Government at the Federal level and the Local Government Division at the state level plays an important role in the relationship and co-ordination which exists between the central and the local government.

In Malaysia, the Municipal Council and District Council are directly under the State Government, however, the Central Government still has certain jurisdiction and control over the Local Government. In accordance with the constitution and for the purpose of uniformity, the National Council for Local Government is created. This council consists of representatives from the Federal and State Government and is actually a consultative platform before any laws or policies are being proposed. Thus in Malaysia we can say that the role of the National Government and the local authorities is bonded by the Federal Constitution.

In Japan, even though the Local Governments are formed by the Central Government, they are self-governing entities, and by no means subordinate bodies 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 support with minimum control and intervention into the administration of local affairs. The necessity to secure well balanced development of the national land and to maintain a national standard of administration, however, make it

necessary for the central government to exercise certain controls and to co-ordinate supervision over local governments. This is similar to the local government in Malaysia where by the federal and state government exercise certain power over local government in order to co-ordinate and maintain a national standard of administration of local government through the country.

5. Finance of Local Government

All local government in Malaysia receive fixed annual grant and launching grant from the central government. These grants are channelled through the various state governments to the local authorities concerned. Other types of aids are also given by the central government such as grants for various development projects, loans, grants in lieu of rates for various federal government buildings and salary subsidy from the state government. The local government Act 1976, also provides the local authorities with various financial resources such as property assessment rates, licenses from various business activities, vehicle without engine, rentals, approval of building plan and taxes from various services such as collection and removal of waste disposal and excreta.

Unlike in Japan because the financial situation of local government is strong and stable, the role of the national government is only that of giving advice and general supervision. However, there are also various sources of revenue for the activities of local administration such as local allocation tax, local public bonds, local transfer taxes and others. The most important of all revenue sources are local taxes which provide finances for the independent activities of the local governments. The local government also receives subsidies from the Japan National Treasury which account for 18.3% of the total revenue.

Due to the weak financial situation of local government in Malaysia, the federal and state government have to play a more important role on financial matters so as to keep the administration of local government running smoothly. The year 1990 is the target date set up by the Federal government for local authorities to be

self supporting in terms of finance, but as seen from the present trend the national and state government still have to support financially the local government in Malaysia.

Conclusion

From the above comparison I can conclude that the local government system in Japan and Malaysia are very much different. The differences appear in the organ of local government, in the system of government level of development, level of technology, historical background and the structure of the system itself between

these two countries. The relationship between the national government and the local government in Malaysia is still strong and binding compared to the local government in Japan which is more autonomous. In term of finance the local government in Japan are self-supporting, unlike in Malaysia most of the local government are financially weak, thus aid from the central and state government are essential. It is hope that in the future years to come the local government in Malaysia shall be more autonomous and advance administratively, self supporting and financially strong and stable equivalent to the present local government in Japan.

LOCAL GOVERNMENT SYSTEM

by Sita Ram Khanal
NEPAL

Local Government System Japan and Nepal

The first step in the modernization of Japan is due to the restoration of imperial rule Meiji. Respect to the king is the common character of both Japan and Nepal. With the history of Japan come to know that under the dynamic leadership of Emperor Meiji unified all the feudal petty states into one. In Nepal also the late king, the founder of the nation-Prithivi-Narayan Shah unified all the small states and paved the road for national awareness.

If we peep into the history of Nepal it was most isolated of all the major countries in the world due to the geographic setting. In true sense it has maintained its self-identity cultural and religious homogeneity. I found in spite of different cultural influence from abroad Japan has maintained its traditional cultural values and ethics.

Basically Japanese are a Mongoloid people, who are mostly on the Asian continent. In the northern part of Nepal even in the capital city of Katmandu, mostly there are mongoloid people having the religion of Buddhism. Though Japan is a secular state, in reality, it is dominated by Shintoism and Buddhism. Nepal is not a secular but Hindu state. Buddhism and Hinduism are regarded as complimentary to each other. According to Hindu religion, Buddha is one of the incarnations of god of Hindu.

As an Asian country having the same religion, race and culture—Japanese system of local administration has enriched my knowledge and skill.

I am very much inspired with administrative efficiency which is not the result of Japan today but it is the hereditary strong sense of ethical basis for government. If we turn the pages of

history of Japan in the Tokugawa period, absolute loyalty, obedience and granting to the superior was the virtue of centralized administration. There is no break-down of law and order. Within the limit of the system all the bureaucrats were loyal to their superiors and honest meticulous in the performance of their duty.

Group decision is the specific character of the Japanese political administrative system. Even in the 13th century (Kamakura period), the sharing tendency of power was common in administration. The council of elders and junior elders were the highest decision-making authorities. The system of co-signing (group liability) was continued up to the Meiji restoration. The Diet is at the heart of the decisionmaking process in Japan. In Nepal there is a party-less democratic system. Most of members of the legislative (NATIONAL-PANCHAYAT) are elected on an individual basis. The prime minister is elected pending the king's approval. There is no conflict in the party in decisionmaking but there are individual differences among the members.

In Japan most of the decisions are made by co-ordination and informal consultation to avoid confrontation and group solidarity, Japanese make wide use of go-betweens. In Nepal ultimately the major decision is made by the king because the sovereignty lies with the king.

Personnel System of Local Government

Mostly in a developing country like Nepal, local government personnel are not so competent to carry out the development plans and programs. In Japan Local autonomy college has furnished local governments with trained personnel for higher level position. The ministry of

Home Affairs replaces the personnel where needed. In Nepal directors of the five regions—Local development officers of 75 districts and planning officers are trained in Local training institutes. Some are trained already in Japan. They are government appointees. The rest of the Personnel who are appointed by the district board or municipality board are deprived of basic training. Though there are training centers in different development regions. The capacity of these training centers is not sufficient to cope with the emerging need of the training to local autonomy bodies. To strengthen and enhance the capability of these training centers, the technology of developed countries, particularly Japan, may help a lot.

Japan has made tremendous development not only in the sphere of manufacturing industrial technology—but in administrative capability development programs too.

From the 12 participant countries none except Japan is providing technical and other types of assistance to local government. It seemed to develop upon the various technical ministries or departments to render assistance in their respective fields. Most of the local development projects are run under the jurisdiction of local units. But I found in Japan local bodies in principal defrayed all the expenses incurred in the fulfillment of their administrative when the project has nationwide application which are designated under the law in which care the state a part or all the expenses.

To get the sanction (approval) from the central government every country has channels or hierarchy—Much paper work is involved. Several signatures of high ranking officials are required in developing countries say it is more process-oriented rather than goal-oriented.

In Japan “Local Autonomy Law” has given a lot of power to the prefectures and municipalities but concerning legal and policy matters decisions are not prompt in Japan too. Delay in decision making on the part of developing countries is due to the several hierarchies but with the group-decision process in Japan the major cause of delay in decision making is equal sharing of responsibilities from top to bottom. This is time-consuming. Complex sometime flexible,

careful and thorough but moves very slowly.

Rural and Region Development

The rural development program not only in developing countries but even in advanced and industrialized countries has been a popular political issue. The problems of both nations are entirely different. Most of the developing countries like Nepal predominated by agrarian (Agricultural) areas, are facing low productivity. Low income, low consumption. Whereas the developed countries with industrialization are facing the common problem such as deterioration of urban environment excessive concentration of population, traffic congestion, overpopulation in urban areas and depopulation in rural area.

In 1973, Rural Community integrated development project was started in Japan which was undertaken by municipalities. The project was mainly concentrated in running water sewage Moad Cannels. This type of project is run in different regions in Nepal. The total impact of those projects is positive and fruitful. To develop living standards of the people who reside in mountain villages, Japanese government has stipulated a special act “Mountain village development act. In NEPAL also integrated hill development project is being run.

I am very much impressed with the “National land development Plan” (1950). It has opened to local government a new approach to economic development. At first, it had placed main employees on construction of multipurpose dams to increase the supply of electric power, forest cleaning, land reclamation and land improvement to increase the food supply. In developing countries this type of plan is urgently felt.

The new approach to make the capital region of Tokyo and its surrounding area specially constituted national administrative agency was set up by the “capital region development law.” Really it is pioneering arrangement in which national agency planned to develop the land covering several prefectures and 100 of municipalities. An overall plan covering entire region was needed to ensure its harmonious development.

Tokyo, having a pivotal function of national economy, gross national activity, national information network and other cultural and educational activities has been a serious problem for Japanese people. The land price is very costly. The government has not got the right panacea to overcome the problem, though four comprehensive national land use plans are carried out.

With the problem of Tokyo developing nation may have to face some problem if ap-

propriate measures are not taken beforehand.

In conclusion, the warm reception and grand hospitality given by the governor of the prefecture and mayor of the municipality is always unforgettable. Let me bring this memory back to my nation forever.

I would like to thank sincerely to the staff of autonomy college, particularly Mr. Kaminao who were so kind to us that they helped wholeheartedly (officially and unofficially).

ADMINISTRATION OF CHANGE IN JAPANESE SOCIETY

by *S. A. H. Shamsi*
PAKISTAN

Introduction

Report writing normally and particularly on the conclusion of a very exciting course is quite uninteresting. As a matter of fact it is no less you have to do it. This is the price that you must pay for the Japanese hospitality. They were so nice to us that the feeling of ennui and wonder that had struck us on arrival in this strange, far-away land was soon overtaken by their warmth and affection. They took us around to see various towns and cities and introduced us to their life patterns everywhere. Indeed, they are wonderful people and unique in their own right. To be honest, I feel no difficulty in talking about them and saying a lot that I have imbibed during this study.

My stay in Japan was for two months only. This period, obviously is too short to make one's opinions but is long enough nevertheless, to give an overview of subjective nature. This report is therefore a first hand account of my impressions in Japan. The mistakes, pitfalls, and various other weaknesses attendant to such an account should be all mine.

The report consists of three chapters. The first one is about the people and society. It explains its tracts and the means of social control. The second chapter gives details of central and local governments in the additional notes on their interaction for "change." The third one some light on the Japanese visitor of their future society and discusses some important issues within its parameters. In the end a arative reference to any own country, Pakistan has been made to conclude the report.

It will leave a lot undescribed if I don't mention the names of Mr. Nagata, the vice president of the L.A.C., Mr. Saitoh, the Director of Research Dept., Mr. Yomiyama, his principal

official, Mr. Shiraishi and Ms. Junko Tohmine, the other members of the staff, for the friendly cooperation and hospitality which they have intended to me and my colleagues during this course. They are all very talented and nice people. The difficult role of moderator played so astutely, yet so pleasantly, by Miss Akemi Kaminao is truly unforgettable. These persons will surely occupy the sweetest part of my memories in years to come.

Chapter I

The Country, People and Society

Japanese land mass in an elongate assemblage of 4,000 islands of which the main four are Honshu, Hokkaido, Shikoku and Kyushu. Its total area of 378,000 km² consists principally of forests (66.7%) and is mountainous in topography. Arabic Rand 14.7% and urban only 8%. But this small portion of urban land contains over 80% of Japan's total population. Increasingly these recent years the people have been squeezing in major matoropolitan areas. The cities of Tokyo, Nagoya and Osaka, therefore, house and husband nearly half (45.7%). If the Japan's total population. Nor only have these mammoth concentrations of urban populations placed extra demands of unique native on the Metropolitan J of these areas but have also necessitated the continuance of Japanese good mannerism, more now than ever before, for mutual accommodation and acceptance of others' right to space in subways, markets, places of work and cities at large.

The Japanese are very civilized people. Tokyo without doubt, should probably be the

kindest of all world capitals. It is as much true of other in Japan. Japanese society is organized around the idea of "harmony" unlike that of the west which sustains on conflict. Accordingly the Japanese deemphasise individuals as oppose to the western societies then. The Japanese individuals are, therefore, gentle, considerate and civil. They are always ready to make sacrifices for the happiness of their groups and thereby constantly ensure a high degree of equanimity within their ranks. This mannerism applies to their work ethics also. So where as the groupism or growth of informal organizations formal network would grossly distort the inputoutput relations of a western setting, these will serve to strengthen them in Japan.

"Harmony" is a beautiful concept. Its application in the Japanese society is wide and universal. It covers the inanimate as handsomely as it does the living beings. The human settlements must harmonize that the precess of nature around then their design should. The colors should match. The settings should be constant. Everything should be duly in its place.

The same should apply to social relations. The elders, and basses should be respected. The younger and inferiors must know their place and obey. The girls must speach in softer undertones and the men like they should in a masculine world, but of course without being impolite. All this quietly and imperceptibly in a social discipline of unspoken commands. The degree of social control is amazingly very high and entails little conscious effort to impose itself. The Japanese society is aesthetic and does not possess any concept of "sin". Its social discipline centres around a more earthily reference of "shame." Any one violating the social no must be ashamed. It is seldom that any one would not be, for it is the most significant part of his socialization at home and in the school. All his life thereafter, he to maintain it and avoids to the questioning looks of persons around by doing anything which is normally not approved. A Japanese girl won't looke to be seen with a foreigner and despite her outfits of latest Parisian designs, cannot marry, even a Japanese, without the consent of her parents. She may marry for love but must seek their patronage

before doing that. The modernistic looks of Japanese not deceive anyone. They are conservative people at best.

The Japanese must observe many rituals repeated at gatherings almost religiously. These include toasts and songs at parties all of which are outworld expressions of "harmony." All ceremonies are performed enthusiastically and perfectly. They are accomplished at ease even by those Japanese also have not other before because they are people of the same stock and share a "culture of the Blood." In this way the Japanese society is far more than any in the west or elsewhere. This is a very strong point of these people and is a primary source of their social vigour.

The outsiders until they visit their country do not know that the Japanese have a great sense of beauty. They are aesthetic near excellence. The art of flower arrangement the decoration of their offices, upkeep their houses the color of their dresses and their designs "waistless" girls and handsome young men are various manifestations of the good standards being followed by these people. The severe looks of their order people are less impressive. Their wisdom lies in their. Their arguments are never confrontational. They approach a subject more indirectly and help you to understand it without agitation. Their style is direct and realistic in that being intellectual. Unlike the westerns they do not like theorize their views and would re express the sincerely and simply. This keeps things on an even in offices, factories and other places of human interaction.

The Japanese people are silent people. If you ask them they explain it by saying they are shy people. I think it is not shyness as much as it is their social training. A young man told me a Japanese saying about eagles having their claws but not showing them. Modesty is ingrained deeply in their characters and adds a noble dimation to their life pattern. Their leaders at various levels have to be moderate, modest and quiet charisma does not work. Nor does work any to support. The leaders have to up for positions. No one nominates himself for themselves projection is a taboo.

It may be appreciated that by these various

aspects of Japanese society are directed towards the maintenance of "harmony" in the society. In itself harmony is therefore a means as well as an end of social control in the Japanese society. It is their mainstay. It is the beauty spot of their society and they knew it too.

Chapter II

Administrative Organizations and their Interaction for Change in Society

The Central Government

Despite their strong anti-individualism, the Japanese are maintaining a good democratic tradition in their political institutions. Their system at the center is *parliamentary form of Govt.* in which Diet have full sovereignty. The Emperor, like the Queen in England, is only a titular head.

The Diet consists of two houses, the House of Representatives (with 512 members of 4-year tenure) and the House of councillors (with 252 members of 6-year tenure). The former is the lower house and its members are elected from 130 electoral districts; the latter on the other hand is the upper house. One hundred of its members "are elected by the whole country is one unit through a system of proportional representation. The rest of the members are elected from local constituencies carved on prefectural basis.

The elections are held on the principles of universal suffrage, equality of votes and secrecy. All persons are elected as persons representing the whole nation rather than a part of the people a certain class or a specific area-voters' lists are maintained by the local councils concerned and updated regularly. Every Japanese 20 years of age, unless disqualified otherwise, is entitled to vote. Election campaigns are held quietly. The band wagon routines of other countries are discouraged strictly. Public harmony has to be maintained. They are door to door visits, sloganeering, signature movements, popularity polls, food and drinks, demonstrations, use of loud speakers and motor

vehicles are restricted. Speeches can be made by all contestants at designated places only and pamphlets can be distributed or displayed within the limits prescribed by the election authority.

The Diet must ordinarily have session of 150 days at least. A lot of parliamentary business is done through the standing committees of the house. Seating arrangement in the parliament is unique since the senior most of the members must sit farthest from the chairman (speakers') seat. Japanese parliament abounds in members who have been occupying their seats for the last 21s terms. That is an indication of the stability in their political setup. Political parties may have different names here but have little to change when they replace each other on power. It is seldom a u-turn or any policy. That again goes to count in favour of political stability.

The judiciary is independent by and large. Chief judge of the supreme court is designated by the cabinet and appointed by the Emperor. The cabinet appoints 14 other judges of the supreme court. Appeals of family courts are heard by the High Court and then the supreme court. Likewise appeals of civil and criminal courts are also heard by the high court. Appeals against summary decision are however filed at the high-level first and then to the high and supreme courts. There are high courts in Japan.

The executive organ of the country consists of the prime minister and his cabinet of 20 ministers. There are 12 ministries. Some of the ministers are appointed as heads of agencies also, child care action, oriented bodies of specialized nature. The prime minister's office for instance has ten agencies like those an Internal Household, Management, Defence, Eco Planning, Environments, Science-Technology and National Land. Minister in charge of these agencies, although working in the Prime Minister's cannot claim to be part of his "kitchen" or inner cabinet since all important decisions are made by cabinet in full session. The cabinet meets twice a week on Tuesdays and Fridays. Its meetings are preceded by those of the Adm. Vice Ministers also deliberate on the recommendations of themselves before presenting their

issues to the cabinet.

Apart from the Minister inchange, each Ministry is headed by the Vice Ministers, one parliamentary and the other administrative, who is a career civil servant. This is a very wholesome arrangement which integrates the political and the bureaucratic set-ups in perfect harmony.

The Local Governments

Japan is a unitary Govt. and these are only two tiers of govt. here one national and the other local. The local level here is as powerful as the provincial govt. of a federal set-up.

The local govt. system in Japan is again a two tier system of "prefectures" and municipalities. A municipality (city, town or village) is the basic level. The jurisdiction of the prefectures is concurrent with those of the municipalities taken separately in its area. The difference is functional. There are 47 prefectures in Japan. Their areas are divided into municipalities, numbering 3,253 all over the country. There are some to designated cities which are authorized to manage some matters. Which are handled by prefectural joints, in other cities. Tokyo has also an exceptional arrangement with its 23 special wards. Each sends there has the status of a city. Two or more local bodies can merge to form an Association also to jointly discharge certain function or manage a service for their cities like the running of a hospital or a school which otherwise may be difficult for one local council to handle.

Interaction in Socio-Economic Development

Japanese local int. system is a big business. The local councils are general purpose organizations and are authorized to undertake any project for the welfare of the people. The overall budget of the local int. is nearly as large as that of the central int. In some years it has out-sized the central int. budget in the ben. Also is 56,699.7 billion year and the local finance plan of the local govt. The local govts. thus are quite important in Japan and a great degree of primary in regional development.

There are strong ties between the central govt. and local govts. which in regular receipt

of subsidies and re-allocated amounts of tax revenues from the former. In the year 1985 for instance, 62.7.1 of the total tax revenues were collected by the central govt. and 36.9.1 by the local govts. but national expenditure out of these revenues was only 26.1.1; the local expenditure on the other hand was 72.5.1. Which was made possible through the transfer of funds by the central govt. via national subsidies and local allocation tax. Transfer of these funds naturally takes place with condition imposed by the central govt. which likes the local govts. to undertake the development of their areas according to priorities fixed by the central govt. This way the central govt. assumes the role of a pace-setter without going with the execution of these works on the other hand is done efficiently when the supervisory level is more local.

Every ministry in the Central Govt. has its over planning unit and enjoys the patriotism of its staff which is supposed to serve it most part of tenure in civil service. On this account therefore, a high degree of sectionalism among some ministries creates problems of coordination at the local level, are resolved politically through the intervention of prefectural government and ministries.

It is being considered that the making capacities of the local public bodies should be by creating a new process of local initiatives first and the Central Gov. assistant. It will be a bottom-up posture of policy formation in regional development and a greater of autonomy for the local gov.

This concept of a multi-model country with local autonomy possible.

Japan more than anywhere also in the world barring few countries like the United States, because the local councils here are indeed very strange and have the full capability of undertaking big projects of almost every kind with the dissipation of central role in development, the local govts will be further strengthened. This is the current thinking of the Japanese govt. In fact they are already working on it. The concept of designated cities and selective thrusts in industrial countries various kinds goes in consonance with this philosophy. Strengthen

of local areas and emergence of new urban centres would take the pressure off Tokyo, Osaka and Nagoya.

Chapter III

Current Issues and Future Prospects (With a comparative reference to Pakistan)

After many years of fitful efforts at growth and economic development, the Japanese are now preparing to enter the 21st century with a new vision of greater affluence and better standards of life for their citizens. The perception of current issues has accordingly been qualified and a lot of thinking is taking place on the revitalization and enrichment of living patterns in Japan. So there is a talk about affluence with variety, abundance, shorter work hours, more leisure, space, parks better housing and a relaxed manner of life at large. This vision of the future includes treating an internationalized and information-oriented society. Facilities are being conceived accordingly therefore, to provide hesitate and houses of a kind that would meet these aims.

In terms of economic development the growth of alternative nuclei than Tokyo, Osaka and Nagoya is underway. Development of local areas is being promoted to simultaneously tackle the problems of over-concentration (of population the functions in metropolitan areas) and depopulation of local areas.

Japan with a high degree of social control coming from within their community (Chapter I) and a resilient set of governmental institutions (Chapter II) will definitely attain their objectives without difficulty. It has a marvellous records of overcoming crisis at all nature with lot of sacrifices but little worry though the cooperative and patriotic sprit of its people.

People are Japan's most valuable resource. If they want change and keep their current postures of harmony, Japan should have little to worry. But with the weakening of the family institution growth of individualism, western materialism, the socialization process

that used to grow the children for good social behaviors has weckeyed a little. It may ultimately introduce some cracks in the maintenance of "harmony" which henseforth has been the most beautiful preserve of the Japanese society and has given to its governments an automatic means of social central throughout these years of post-war rehabilitation, economic development and trade-wars with the United States and other some ccuntries of western Europe. These countrries had always wondered how the Japanese people follow the unspoken word and policy of their govt. What other countries have to attain by tariff and quota wells, Japanese could do it without formal prisons The people were always cooperative. Now if the conformist attitudes of Japanese people should change, there will be some crisis. The west is heating for it. It is therefore, that they are pressing for a more often and indiv. society in Japan. This is indeed a grave society in Japan. This is indeed a grave moment for Japan. Their choices of life style will have significant implications for the future. But it is certain that Japanese being histoly innovative in adaptations will be able to weather this on slaught and end up with a higher level of social living.

Appreciation of the yen, decreasing competitiveness of Japanese exports, challenge of Taiwan and Korea, insecurity of sea routes and of country in general are other issues which the Japanese have to tackle. For the Taiwanese and Korean competition they may be abandoning the traditional industries of experiments and electronics for entering in Hi-tech fields of robots, aeroplanes and space experiments. For security, it won't be impossible they choose to *militalize their country in due course*. The nuclear option is wide open and may like to prids it to protect themselves and their sea routes. They are an exporting country and they have to think about it sooner or later. Already the extremest wing of Rightist are quietly operating to exert such pressures.

So for Japan, it is a good news. Their future is promising. They take a lot of time to decide but are much faster in action. They work with consensus on solid basis and are wise people. It is expected that they will try to

preserve the value structure of their society which henceforth has given them the assurance of success in all fields of life.

A Comparative Reference to Pakistan

Society in Pakistan like Japan, is conservative with a great deal of ethnocentrism in its ranks. It doesn't, however, have the homogeneity of the Japanese for it is made of people from different races. All these people are, however, bound by the love of their religion, Islam. Their behavioral pattern is prescribed by the divine injunction and social control is engendered through the world of God as conveyed by the Prophet Mohammed (Peace Be Upon Him) and the Holy Book. Al Koran.

As some one said the Pakistani society is a "Sin" society whereas the Japanese society is a "Shame" society. The behaviors control in our

society is done divine reference but in Japan it is done through the social reference.

But whatever the mechanism, the content of values preferred in the two countries is the same. Respect for the elders, care of neighbors, sacrifice, bravery, honesty truthfulness and social peace are loved almost equally in Pakistan as in Japan.

Pakistan unlike Japan has, however, to spend a lot of money on its defense which depresses its rate of growth. Recently, however, the rate of growth in the economy has been over 7.2%. Which is one of the highest among the developing countries of Asia and Africa.

Pakistanis have a good feeling about Japanese and it is expected that the cooperation of their two countries will continue to expand in various fields like trade, science and technology.

**FINAL REPORT (MONOGRAPH)
LOCAL GOVERNMENT COURSE 1988**

*by Kisinda Saidi Mshinao
TANZANIA*

Introduction

Today Local Government has become one of the most important government agents which facilitates the development of the entire local population in many countries. In my country, Tanzania, Local Government has been very successful in mobilizing the local people participate in national development. In this report, I am going to give a comparative study between Local Government System in Tanzania and Japan.

**Comparison between Local Government
System in Tanzania and Japan**

Up to now I have been taught quite a lot about the Local Government System of Japan, the system is very good and democratic one, it gives powers to the people to elect their leaders including the chief Executives.

In Japan there are two types of local governments, there are prefectures and municipalities such as towns, cities and villages. There are 653 cities, 2,006 towns and 594 villages. The chief executives in respect of all the two categories of local government are elected by the people. These executives are governors for the prefectures and mayors for the cities and towns. The other local personnel who assist these executives are appointed by the respective executives.

In Tanzania, my country, there are altogether five levels of local government which are cities, municipalities, towns, districts and villages like Japan, the councillors are elected by the people. And within the councillors they elect the mayors and the chairmen. The mayors are for urban councils (city, municipalities, and towns), the

chairman are for district and village councils. The mayors and chairmen are not executives and they are not supposed to perform executive functions, they are also not paid salaries, they are only paid a little allowance during the meetings. The chief executives are centrally recruited by the local government service commission and thereafter are posted to the respective councils. These are for municipalities, towns and districts. The chief executive of the city council is appointed by the president where as the chief executive of the villages but he is not paid salary, he is paid just a little allowance. The older heads of departments who assist these chiefs are also recruited by the local government service commission, these in other words are junctional managers or heads of departments, such as health, works, education, social welfare, cooperatives, etc.

It should be understood that at the district level apart of having local government administrative in full saving, central government is also fully represented by the district commissioner who is appointed by the head of state (the president). The main function of this office is mainly keeping peace, law and order of the district, he also monitors the day to day activities of the councils and he has got to see to it that the councils perform their function according to the law but he cannot interfere with the resolutions of the councils but, however, because he is the presidential appointee, he is seen to be more powerful than the executives of the district local authorities. These district commissioners are very helpful to the councils because of mobilizing the local people and educating them to obey the local rules passed by the councils, for example if the people shows resistance in the payment of local taxes he can educate

them slowly and eventually they will pay. This system does not apply in Japan, in all 47 prefectures, are headed by governors who are elected by the people. These governors perform all the functions of the national government as well as those of local government at prefectural levels.

In my country, all the councillors including mayors and chairmen must be party members where as in Japan this is not applicable.

Regarding education, in Japan the national Government has main authority over the educational system. Japan with limited natural resources, has put more emphasis on the training of human resource, principally, all the teachers in the elementary, junior high school and high school levels are appointed by the prefectural board of education, and the performance of teachers and administration of schools are monitored and inspected by the municipal board of education at the municipal level. Only the teachers of municipal high schools are appointed by the municipal board of education. The education system in Tanzania is also under the central government like Japan, although primary education is under the local government, these are just agents because they get subsidies almost 100% for the management of primary education from the central government. All the teachers are recruited by the central government. Ministry of Education and thereafter are posted to the primary school where they become under the local government.

In Japan local government is very free. The local government's activities are performing the functions freely without enforcement by the national government, they draw their plans and implement them without the prior approval of the national government. In Tanzania this is different, the plans drawn by the local government must be in accordance with guidelines given by the central government, because most of the big projects such as infrastructures, classrooms hospitals, dispensaries and rural health centers are 100% financed by the central government, therefore naturally, the central government must have authority over all such projects. Actually according to my experience about local government in Japan, I think local government

must be autonomous, it must be able and given full authority to perform its obligations to the people since it is the main co-ordinator between the local people and the central government.

Japan is a highly industrialized country thus it is a rich country, the local government is very rich because all the big industries are located in big cities, such as Osaka, Nagoya, Tokyo, etc. These cities are administrated by the local government, therefore, they are very advanced as far as economic development is concerned. As a comparative study with my country Tanzania in this respect. I can say that Tanzania is a developing country with poor economy, apart from urban and district authorities, it mainly consists of rural villages with dominant agricultural population. More emphasis has been put on increasing food production but, however, the productivity is very low as a result poverty among the people is crucial, therefore, the system of local government is controlled by the central government, because due to this poverty the Local Government Center in anyway depend on themselves to fulfill their obligations.

During our course here we had an opportunity of visiting Omiya City and Yamanashi Prefecture, in these two places we were shown around the activities of local government and we were very much impressed with the way the local government give services to the people, all the necessary amenities for the lives of human beings were available, hospitals, schools, community centers, museum, cultural centers, playing grounds, theaters and infrastructures, all these are under the control of the respective cities. The sanitation system, disposal of waste heathers well constructed and advanced also. Communication networks between the big city of Tokyo well advanced thus important to accelerate the economic development of Omiya City and Yamanashi Prefecture.

In my country Tanzania, we have also such amenities although not in advanced level as in this country (Japan). All the hospitals situated in the jurisdictions of local government are under the central government, this is because the local authorities cannot be able to administer such hospitals due to excessive administrative and running costs. The responsibility of

the local authorities as for as medical services are concerned, is merely the provision of dispensaries, rural medical centers and clinics for infants.

As for local tax system, Japan local taxes are prefectures and municipal taxes which are levied by municipalities such as cities, towns and village. On top of these taxes, local government also gets subsidies from the national government. They get revenues also through local allocation tax, local public bond and local transfer taxes, where as in Tanzania there are four types of taxes, taxes levied from citizens, everyone whose age is 18 years in Tanzania is required by

law to pay local taxes fees for licences, trading licences market dues, theater licences, licences for registration of cabs taxi and government subsidies. About 60% of development and recurrent expenditures of local government is borne by the central government.

Finally I must thank very much the government of Japan for giving me this golden chance, of coming here, indeed I have learned many things about Japan and Japanese people concerning their administrative system of local government, their efficiency in production, their habits and traditions. So it has been a very useful course.

LOCAL GOVERNMENT SYSTEM, TRENDS OF LOCAL SELF GOVERNMENT IN THAILAND AND A COMPARISON OF LOCAL GOVERNMENT SYSTEM IN THAILAND AND JAPAN

by Manit Thangsakul
THAILAND

Introduction

The system of local government in one country is different from another country because there are differences in political system, culture, custom and also many circumstances which make them different. In Thailand the system of local government may be similar to one country and different to another country. It has its own background and history. Before going to the trends of local self government in Thailand and a comparison of local government system in Thailand and Japan. First of all it is necessary to know and understand the structure of Thai local government system. They are as the following:

Structure of Thai Local Government System

Local government in Thailand consists of two distinct but closely related levels:

1. Provincial Government or Local State Government.
2. Local Self Government.

1. Provincial Government or Local State Government

Provincial government is the primary unit of territorial administration. It is local state government because it is a hierarchical unit administered and staffed by central government with the budget provided by national or central government. Hereby it is under the system of deconcentration.

The administration of the province is under the authority of the governor. The governor is assisted by one or two vice-governors or deputy

governors. The governor and his assistants are appointed by the Ministry of Interior. They are Government officials of the Ministry of Interior. Each province is divided into districts which headed by the District Officer or District Director. The district officer is also a government official appointed by the Ministry of the Interior through the Department of Local Administration. He is responsible for the district administration assisted by deputy district officers who are officials of the Ministry of Interior. 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 need and necessity of the district. A district is divided into communes and villages respectively. A commune is headed by commune headman and a village is headed by a village headman. They are elected by the people but are under the directing and control of the district officer.

The commune headman is assisted by deputy who is chosen by the commune headman with the approval of the district officer and the governor respectively. The commune headman and his assistant are responsible for maintaining peace and order, keeping public records, collecting tax etc. in the commune. A village is the smallest unit of government and administration. The village headman has the same duty and function as those of the commune headman and he is assisted by two assistants chose by him and approved by the commune headman and the district officer respectively. At present, there are 73 provinces (including Bangkok Metropolis) 725 districts and sub-districts, 6,184 communes and 55,772 villages in Thailand. It should be noted that local state

government is a field administration. It is a hierarchical unity or an agent of the central government. The administration of local state government is also under the central government. All the personnel who administer in the field are appointed by the central government and the budget is also provided by the central government.

2. Local Self Government and Trends of Local Self Government in Thailand

The local self government in Thailand is composed of

- 1) The Provincial Administration Authority
- 2) The Municipal Government.
- 3) The Sanitation District.
- 4) The special Local Self Government Units.

1) The Provincial Administration Authority

According to the law, the provincial administration authority has been established in every province in Thailand. The policy of government in establishing this local units was to promote the political participation of the Thai people. It was intended to be school of democracy. The provincial administration authority is composed of two bodies, one is the legislative and the second is the executive body. The legislative body called the provincial council which is composed of 18 to 36 members up to the number of the people. These council members are elected from every district in the province for 4 years term of office. The executive of the provincial administration authority is the governor of the province. In fact, the governor is the government official appointed by the central government, he is not elected person. So the structure of local self government in the form of the provincial administration authority is not really the local self government unit. Only the provincial council is the elected body. The provincial governor must have dual duties: one to work as the provincial governor, the second to work in the local self government.

Trends of provincial administration authority

It should be noted that the people cannot have any role in the executive body in this local unit because it is limited by law that the provincial governor must be the executive. Though this kind of local government unit is separated from the provincial administration. Most of the people said that they have no opportunity to be the executive. This means that they do not have the real right to govern themselves. This is the point why the provincial administration authority should be revised by law in order to let the people be the executive as the system of municipal government or the parliamentary system of the national government.

2) The Municipal Government

The system of municipal government was introduced in Thailand in 1933. The form of municipal government is the cabinet which differs from the system of Mayor and Council form of the municipality of the United States. The system of Thai municipal government is that of Mayor and Council which the Mayor has 2-4 assistants: the same system of the municipal government in France called "Mayor and Adjoint" which mayor has assistants like the cabinet.

All municipal government in Thailand have the same form—it is uniformity. Now there are about 129 municipal governments in Thailand. They are corporated or established in the areas of urban, not in rural areas. They are divided into three classes of municipal governments: The city municipals, the town municipals and the commune municipals. The class of municipals is determined by the density of the population in the area and the source of tax revenues available for self government. It requires the population of as least 50,000 with an average density of not less than 3,000 per one square kilometre for a city municipal government. A town municipal government requires 10,000 or more persons with the density of at least 3,000 persons per one square kilometre. A commune municipal governments requires 7,000 persons with the density of 1,500 persons per one square kilometre. The *commune municipal*

government will be established in any area according to the policy of central and provincial government. There is a special requirement that town municipal government must be set up in each area where the provincial administration office or the office of the governor seat is located. So there must be a town municipal government in every city in spite of its inadequate revenue for self support. This is one of the problem of Thai municipal government.

In every municipal government there are two bodies: the municipal assembly or the legislative body and the executive body. A municipal assembly is composed of members varies in number e.g. a city municipal assembly has 24 members, a town municipal assembly has 18 members and a commune municipal assembly has 12 members. They are elected by the people for a 4 year term. The primary function of the assembly are to enact the by-laws, to approve the municipal budget and to control executive in the administration. The assembly selects a chairman and a vice chairman among its members.

The executive body is composed of the Mayor and his assistances, ranking in number from two in commune and town municipal government and four in a city municipal government. The Mayor and his assistants must be the members of municipal assembly who are elected by the people. It should be noted that after election of the members of municipal assembly the party that won the majority will gain the right to form a group of executive. The leader of majority must be the Mayor and he selects some in the group to be his assistants. In the administration of the municipal government there is a career chief administrative official who is responsible for municipal activities under the control and supervision of the Mayor. The municipal government organization is required by law to provide the administrative organization in order to fulfil the duties and functions of the municipal government and hereby every municipality must have at least 3 departmental organizations: the office of the chief administrative official, the office of the treasurer and the office of the municipal engineer. By these mean that all of these organi-

zations must have officials or workers to perform the duty and all of these officials must be under the control and supervision of the chief administrative official.

It should be noted that the system of personnel administration of the municipal government in Thailand is the unified local government personnel administration. According to this system it has the problem of the limitation of the freedom of each municipal government to hire competent men as required. It also effected pay system, promotion and hereby it causes problem to the administration of the municipal government in Thailand today.

Trends of the Municipal Government

The policy of municipal government was to practice the people to participate in politics and government and to familiarize the people with the parliamentary system of government. It should be noted that the form of the municipal government is good for practicing the people in the political participation, but there are many problem involved such as the inefficiency of municipal personnel, the shortage of revenue and budget. In the future, the municipal government should be revised in order to solve the problems. It is not revision of the form because its form is practical and have already been experienced by the Thai people. The thing that should be reorganized is to give the taxation power to the municipal government in order to increase its income to cope with its duties. To solve the problem of the inefficiency of the municipal personnel is to promote the prestige and income of the municipal personnel because it seems that the prestige of the government official is higher than that of the municipal personnel or the municipal employee. It is true that government bureaucrats were accepted to be superior people this value was strong and it still existed.

It appears that the morale of the municipal employees is low and it is effected the efficiency in the municipal administration. To solve the morale problem, there should be an integration of national and local government personnel system. That is to make the government officials and the municipal employees equal under the

same personnel system.

3) The Sanitation Districts

The sanitation district was introduced in Thailand in 1897 by King Chulalongkorn. The initiation of the establishment of the sanitation district was made by the King because he wanted to introduce the system of democracy in government and administration in Thailand. The organization or the structure of the sanitation district is the committee system. It is composed of both appointed and elected members. The district officer who is government official under the Department of Local Administration, Ministry of Interior is appointed the committee chairman and another appointed committee are the deputy district officers, the local police chief of the district, the treasury officer of the district, the health officer of the district, and all of the commune and village headman who are in that sanitation district territory. There are four elected members who are elected by the people in that sanitation district territory. All of the elected members are for four years term.

It should be noted that the board or the administrative committee of the sanitation district does not have a separate legislative body and executive body. The committee has dual functions: both legislative and executive. The function of the sanitation district are the same as those of commune municipal governments such as providing of roads and waterways, cleaning roads and public places, providing clean water, markets fire protection, refuse and garbage disposal, lighting and health. The financing of the sanitation district comes from house and land taxes, fees and a portion of the provincial local development and motor vehicle taxes and the grant-in-aids. More than a half of the sanitation district committee are government officials. They are not elected body, so it is not local self government which is governed by the people and therefore the people can play only small role in these local units. This is the problem of the people lacking of the experience in politics and government. The other problem of the sanitation district is that since their establishment in 1952 up to now they have seldom been ele-

vated to the status of municipalities. This is one of the limitation of the practice of decentralization and political development in Thailand.

Trends of the Sanitation District

A sanitation district has no separated legislation and executive bodies. It is administered by a commission. The commission is composed of government officials and a few elected members. It causes the same problem that the people cannot play the role of self government. It is the local government by government official. It is not the matter of the people.

To say about reorganization of the sanitation district, there is a significant problem to revise. That is to change or to transfer the status of the sanitation district to be the municipal governments, because the municipal government Act B.E.2496 said that the sanitation district can be promoted to be the municipal governments any time, when the government considers suitable. This is the way to complete the structure and the system of local self government.

4) The Special Local Self Government Units

The special local self government units is divided into:

- a) The Bangkok Metropolitan Administration
- b) The City of Pattaya

- a) The Bangkok Metropolitan Administration

There are two special local self governments in Thailand: Bangkok metropolitan Administration and the City of Pattaya. The organization of the Bangkok Metropolitan is composed of two bodies: the legislative and the executive bodies. The legislative body is the Metropolitan Assembly which is now composed of 45 elected members for four terms. The number of assemblymen depends on the inhabitants of Bangkok for the rate of one assemblymen for every 100,000 people. The duties and function of the assembly is to enact by-laws or ordinances of the Metropolitan Administration. The assembly has the important power of controlling over the executive. It has the

power to question or debate any activities concerning the administration and the power to appoint the standing and the adhoc committee to review, consider and recommend anything concerning the matters of the Bangkok Metropolitan Administration.

The executive body is composed of the governor and four deputy governor elected by the people the same date and time of the assembly and election. It is a separation of powers as the presidential system of government in the United States. The governor and deputy governors there is a career official responsible for the routine administration under the policy control of the governor, he is the clerk of the Under Secretary of State. He is the chief administration officer. He also has four assistants. The Administrative organization of the Bangkok Metropolitan Administration comprises of the Metropolitan Assembly, the office of the under secretary of state, the office of other high ranking agencies. Bangkok Metropolitan is also divided into 24 Districts headed by the district directors appointed by the governor.

Trends of Bangkok Metropolitan Administration (BMA)

Bangkok Metropolitan Administration is a big Organization which is one governmental unit to administer all of 24 districts. The problem of big organization of the Bangkok Metropolitan Administration effect the efficiency administration. To reorganize the BMA. it should use the system of two governmental units of local government. That is to divide the Bangkok Metropolis into 7-9 municipal government so that they can carry on the duties and functions of each municipal government. This is the way to solve the problem of big organization of the BMA.

b) The City of Pattaya

The city of Pattaya is a kind of local self government unit. It was established in 1977. The will of that Government to establish the city of Pattaya different from all of

the municipal government units was to try and introduce the system of the council and manager plan of the municipalities of the United States to Thailand. The rest of the municipal government in Thailand has been the uniformity of the Mayor and Councils plan.

The city of Pattaya assembly is composed of two categories members: elected and appointed. There are nine members elected by people for four year term, and eight members appointed by the Ministry of the Interior. The city of Pattaya assembly will select one among its members to be chairman. The chairman is at the same time called the Mayor. He does not play any role in the administration. The one who is responsible for the administration is the city manager. The assembly is to consider and approve the ordinances and to control over the city manager in the administration. The city manager is hired by the assembly under a two years contract. In case of the city manager does not perform the duties and functions as said in the agreement, the city manager will be fired by the Assembly, the city manager also has a deputy manager to help him in the administration.

The significant point of establishing the city of Pattaya administration was to try and introduce the city manager plan to the local government system and hereby it is the only one municipality which is different from all the municipal government units in Thailand.

Trends of the City of Pattaya Administration

The will of the government was to introduce a new form of the city manager or the council and manager form. After its establishment, the people have not been familiarized with this system. No one is willing to be the city manager because he is underestimated by government officials and the Mayor. The Mayor himself usually plays the executive role though by law he has no power in the administration. It always ended with the resignation of the city manager.

To solve this problem, the chairman of the assembly should not be called "Mayor" as called in the United States because Thailand has different tradition of bureaucracy. Otherwise, the city of Pattaya should be changed to be the same form of municipal government. That is the mayor and council form which is now popular for Thai people. This system will be suitable for practicing the parliamentary system and will be good enough for the development in Thailand.

A Comparison of Local Government System in Thailand and Japan

In comparison the system of local government in Thailand and Japan, it can say that the system of local government of both countries are not completely different there are some points of similarity and differentiate between the two systems. They are as the following:

Points of Similarity

- 1) In Thailand and Japan both have the municipal government and mayor system. In this level Thailand and Japan have the same system which the Mayor is elected by the local people and the Mayor is the head executive in the executive body.
- 2) In Thailand in the provincial government the Governor is the chief executive in the executive body. In Japan also the Governor is the head executive in the executive body.
- 3) In Thailand in each municipal government there is the municipal assembly as the legislative body which the members of municipal assembly are elected by the people. In Japan also in the municipal government there is an assembly which the members of the assembly are elected by the residents.
- 4) In Thailand in each provincial government there is a provincial council which the members of the council are elected by the people. In Japan also in the prefecture government the members of the assembly are elected by the people.
- 5) In Thailand the capital city is Bangkok Metropolitan in Japan also the capital is

Tokyo Metropolitan. And both cities have a huge population and they are the business centre and official centre.

Points of Differentiate

- 1) In Thailand the local government system consisted of local state government and local self government but in Japan there is no such kind of local self government.
- 2) In Thailand the governor of the province is appointed and he is the representative of the central government but in Japan the governor is elected by the people and he is the representative of the local government.
- 3) In Thailand the local state government has no real independent because most of the executive staff are the government official and they are under the control of the central government but in Japan at the local government level they have more independent because the administrator such as the governor, the mayor are elected by the local people and they are representative of local government.
- 4) In Thailand there is special kind of local self government such as the city of Pattaya which the city mayor is the executive body and was hired by the assembly by making contact for two years. But in Japan there is no such kind of local self government like the city of Pattaya.
- 5) In Thailand there is no designated city but in Japan there are designated cities such as Osaka, Nagoya, Kyoto, Yokohama, Kobe, Sapporo, Kawasaki, Hiroshima, etc.
- 6) In Thailand only in the municipal government the mayor is elected by the people but in Japan in all level of local government such as in prefecture, municipal government the mayor, the governor are elected by the local people.

Conclusion

In conclusion, according to my opinion I think that the system of local government of one country may be different from another country because of different culture, tradition

and historical background. But the local government of every country has the same objectives that is to promote and improve the prosperity

in the local territory and also provide welfare for the local people as much as possible.

A COMPARATIVE STUDY ON JAPANESE AND TURKISH LOCAL GOVERNMENTS

by *Ibrahim Seyda Balkan*
TURKEY

Introduction

This paper of mine has been restricted to the comparison of two —Japanese and Turkish— local governmental system. So, what I will do, by no means is to compare each unit and each institution in these two systems with its counterpart, which would be a useless repetition of what we have already written and read. Instead, I will prepare to analyse these two systems in order to determine their positions in accordance with the existing administrative models in the literature of social and political sciences.

Thus, this humble study of mine may not be as detailed as expected, but a meaningful one I hope.

Existing Administrative Systems and Turkey's and Japan's Positions in these Systems

As is well known a fact, two kinds of state (Administrative systems) exist in the World:

- a. Unitary (Traditional) State,
- b. Federal State.

Any State in the World falls into one of these categories when we analyse them with their dominant characteristics.

a. Unitary State

I have stated in my Country report that Unitary State meant single authority, hence "Centralization"; and the state of Turkish Republic fell into the first category, so it was traditional and authoritarian.

Of course these characteristics are the consequences of being a unitary state. But if the main characteristics differentiating unitary states from federal states are to be stated, we can say that;

1. In a unitary state, national government's authority and the administrative body using this authority, extends to the local level, even down to the villages;

2. These local levels, namely, provinces, districts and villages are hierarchical administrative units in which governmental authority is represented and employed by appointed governors and subgovernors. Each ministry also appoints province and district directors to discharge the affairs related to their ministries under the supervision and command of governors and subgovernors;

3. Local governments at province, district and village levels co-exist with the National Government's authority used by the governors and subgovernors, but they function independent of them, and their organs are elected by the people.

These are the main characteristics of a state which make it unitary and traditional. In the literature it is accepted as "Continental Europe System."

Since the National Government extends its authority to the provinces districts and villages, and since national and local authorities are co-existing at these levels, one may ask; "What would be the functions of a municipality in the central city of a province, or in other cities and towns while all the affairs related to the ministries were being discharged by the province and district directors appointed by the ministries?"

To answer such a question we can say that the functions carried out mostly by local governments are rather confined to the common needs of the local people such as public works and settlement (Housing), infrastructures and transportation within the city limits. Sometimes they may overlap and contribute to the national

Governments functions in the fields of Health and Welfare, Culture and Tourism, Sports and agriculture. But the functions like National Education, Customs, Monopoly, Public Security, Forestry, Labour and Social Security are to be carried out only by the national government through its agent at the local level.

It is this dichotomy at the local level in the unitary state that makes it a little complicated for those who never have known this system in their social and political environment; or lived with it once, but left it behind long time ago, like Japanese People.

b. Federal State System

1. A state ruled by this system includes two levels of state

- i. Federal State (at the top)
- ii. Federated States.

In this system the authority is divided between federal and federated states. This is the realization of the "Decentralization" at the highest level. The bulk of the governmental authority has gone to the federated states within the provisions of the constitutional law. But, most important functions in certain areas are kept by the federal state as is the case in Japan, (Local autonomy Law, Article 10). In this system there is no representative of the national state at the local level, hence there is no dichotomy.

We can see varieties of this system in U.S.A., Federal Germany, Switzerland and China which is peculiar to itself.

2. As a rule, the existence of "Two Parliaments," constitutes an other characteristic of this system.

A Small Analysis about Local Governments in Japan

To define Japan's position within these systems, we have to scrutinize one or two characteristics of Japan's administrative system.

Japan has two Parliaments, namely "House of Representatives" and "House of Councillors" who constitute the "DIET."

Let's dwell upon this phenomenon of "Two

Parliaments" for a little while.

Scholars of the discipline of Political Sciences agree that for the existence of two parliaments in an administrative system, either the society must consist of two classes such as "Nobles" and "Commons" as is the case in the U.K. and was in 18. Century's France; or it must be governed by Federal System.

In the first case, each parliament represents a different section of the society, and in the second, while, for instance, "The Congress" representing the Nation as a whole, "The Senate" represents the Federal States.

There is no "Nobles" in Japan, and Japan is not Governed by a Federal System either. We know this far. But how can we explain the existence of two parliaments in Japan, in the face of the general rule mentioned above?

Taking only one aspect of a Country's administrative characteristic is not enough to identify it with any of the prevailing systems. As a matter of fact, Turkish Republic also had owned two parliaments from 1961 to 1980 despite the fact that it is not a deferral state and has no nobles either. And consequently it did not work. Because the second parliament, though allegedly represented "The Intelligentsia," had not been representing any thing at all. But it did work in Japan. . . . Why?

It worked because of the autonomous character of the local governmental system provided by the "Local Autonomy Law" under the guidelines of the "Constitution of Japan." (Chapter 8-Article 92-93-94-95)

Local Governments in Japan – "A Federal-Like State"

After the promulgation of "Constitution of Japan" in November 1946 which is to a great extent effected by American system, it was natural that promulgation of Local Autonomy Law in the same year and its amendments until 1984 would provide Japanese local governments with such an autonomy bearing many characteristics of American Federal System. That is the factor that makes two parliaments workable in Japan. Here, we can say that; "Japan has

done it again," that is, has borrowed some fundamental administrative principles from abroad and successfully adapted them to her social structure. So, Japan, despite the fact that it is not a federal state at all, has accomplished

in creating a model of her own bearing some characteristics of the "federal state" model concerning the autonomy in the local governments which capable of effecting the National Governmental System as a whole.

STRUCTURAL SIMILARITIES AND DIFFERENCES BETWEEN TURKISH AND JAPANESE LOCAL GOVERNMENTS

Chart 1: Turkey

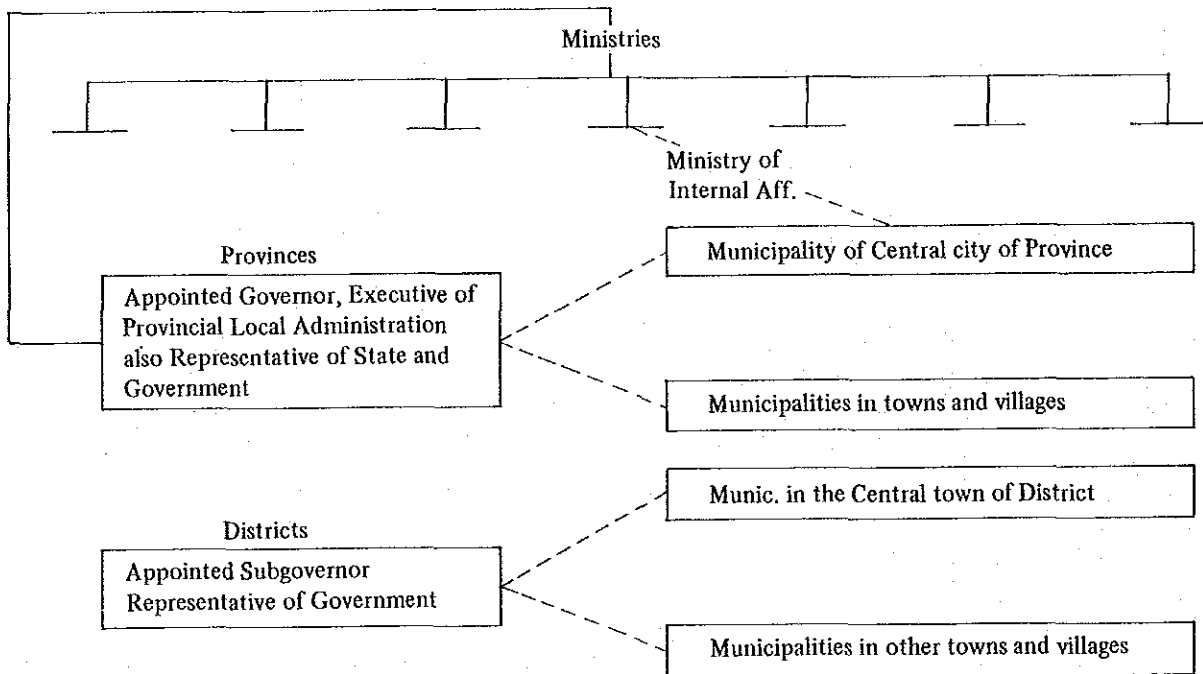
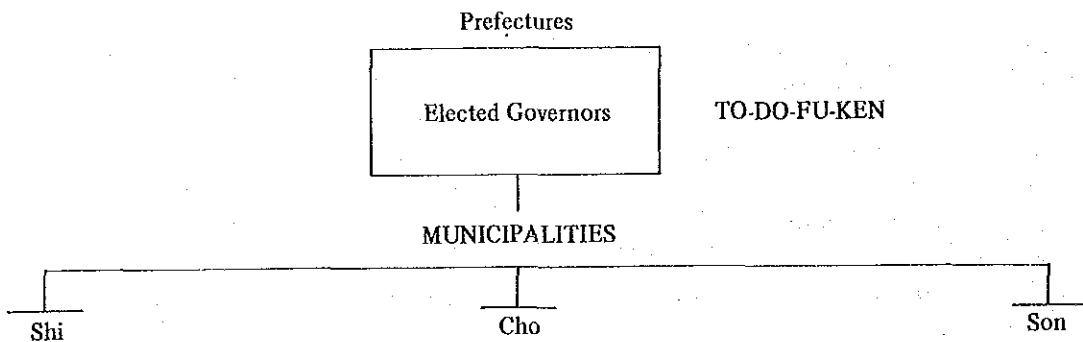


Chart 2: Japan



Structural Similarities and Differences between Turkish and Japanese Local Governments

When we look at the two charts at page six, they are apparently very different from each other; but the difference in fact, is not as much as it seems. For a moment if we imagine the governors in Turkey are elected, and the affairs belonging to National Government are entrusted to them; and then if we go on imagining that the subgovernorates are abolished and their functions are entrusted to district mayors (excepting some of them of course), we can observe that they would cease to be that much different; instead, a similarity would appear. It goes without saying that this similarity could only be formal. But this hypothetical scheme has been thought only for simplifying purposes, in order to make Turkish Local Governments System more understandable. Nevertheless, it is not far away a possibility to change in that direction in due course of time either.

As for the similarities and the differences they might be summarized as follows:

a. Historical Background

First Municipality in Turkey has been established in Istanbul, in 1856.

As for Japan, it is a bit later than that, in 1888.

b. Classification and Number of Local Governments

In Turkey, being equal to the number of the provinces, there are 67 Provincial Local Administrations and more than 2,000 municipalities increasing every year.

In Japan there are 47 prefectures consisting of 1 Do, 1 To, 2 Fu, and 43 Ken.

As municipalities, the total of Shi(s), Cho(s) and Son(s) is 3,253.

c. Organs

In Turkey

Provincial Local Administrations:

- i. Governors (Chief Executives) Appointed
- ii. Standing Committees (Executive Organs)
- iii. General Assemblies (Decision Making

Organs)

Municipalities:

- i. Mayors (Elected Chief Executives)
- ii. Municipal Committees (Elected Executive Organs)
- iii. Municipal Assemblies (Elected Decision Making Organs)

Villages:

- i. Headmen (Elected Chief Executives)
- ii. Council of Elders (Elected Executive and Decision Making Organs)

In Japan

In Japan, Local Public Entities have two types of organs

- Assemblies (Elected Legislative Organs)
- Chief Executives (Elected Governors & Mayors) and Public Administration Committees (Executive Organs)

d. Local Public Personnel System

i. Appointment

In both Countries the employees are appointed by the chief executives with the difference that vice-mayors in Turkey are nominated by mayors and approved by the Ministry of Internal Affairs. In Provincial Local Governments, employees are appointed by the governors excepting the top administrators. As for the Villages, employees are appointed according to the Village law by headmen and the Council of Elders jointly.

In Japan, in the prefectures, employees are appointed by the governors and in the municipalities by the mayors excepting teachers who are appointed at the prefecture level, by the Board of Education.

ii. Promotion

In Turkey the prevailing system in promotions is the Merit System but Seniority is also observed.

In Japan, though seniority is the accepted system, I tend to believe that merit is also observed. In fact these two systems are ideal models and cannot be seen in their pure forms in any country.

iii. Retirement

In Turkey Retirement age is 65, but those who want to retire after 25 years of service are allowed to be retired provided they must be 50 years old. For women these figures are 20 and 45 respectively.

In Japan retirement age is 60, and the employer can request from an employee to retire two or three years earlier, but it is up to the employee to retire or not.

e. Relations between National and Local Governments

As a Principle, national administration is undertaken by the central Government and the local administration by the local governments. Some affairs such as Foreign Affairs, Jurisdiction, legislation and National defence are exclusively undertaken by the Central Government. It is the same for both Japan and Turkey. In Turkey National Education and Police affairs, contrary to Japan, are national affairs. In cases of health and welfare, Culture and Tourism, industrial promotion, public works, they are shared by national and local governments in both countries. On the other hand, Fire defence —excepting forest fires— is exclusively local affair in Turkey.

Conclusion

As I stated in the introduction, I tend to consider the reputation of all the knowledge concerning both country's local government systems as redundant. Instead, though summarizing the similarities and differences of the two systems shortly, I rather tried to make an analysis of each system as well as I could, depending on my own knowledge in Political and Social Sciences. With the information from the lectures and text books we were given, I wanted to show what can be inferred out of them. And I believe that, this is the true knowledge.

On the other hand, learning about Japan has not finished yet. We have number of books to read in our countries. In Japan the time for reading all of them was limited, and what is more, just reading them is not enough; they require to be studied carefully, spending quite a time on them. Apart from this, the conclusions we infer from the knowledge we acquired and our point of views should be published in the professional periodical of the Ministry of Internal Affairs.

SEMINAR SUMMARY REPORTS

24TH GROUP TRAINING COURSE IN LOCAL GOVERNMENT

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LOCAL AUTONOMY COLLEGE
MINISTRY OF HOME AFFAIRS

JAPAN

**PRESENTATION OF SUMMARY REPORT OF THE SEMINAR ON PART III
LOCAL GOVERNMENT SYSTEM IN PARTICIPATING COUNTRIES**

by Samuel D.N. Kuria, KENYA

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The Seminar on Comparative Study concerning the Local Government Systems in the participating countries was held on June 28th and 1st July, 1988 at the local Autonomy College: Tokyo, Japan under guidance and chairmanship of Mr. Saitoh, Director of Research Department, Local Autonomy College, Ministry of Home Affairs. The participating countries were 12 of them and each participant had to present his or her country's report on the Local Government System. Mr. Saitoh briefly commented that a study on Local Government should have started with a seminar on Local Government Systems first instead of holding the first two seminars: that is on Role of Local Government in Regional Development and Personnel Public of Local authorities but since the programme had been prepared there was no alternative apart from sticking to the programme. He later asked the participating countries to present their reports and to elaborate verbally on all matters pertaining the effective and smooth running of their Local authorities and particularly on those subjects not yet covered in the country reports. Later all the participants had the privilege of presenting their countries reports—drawing similarities and dissimilarities with Japan Local Government System as well as other participating countries.

Introduction

The 12 participating countries in the 24th Group Training Course in Local Government are the following: China, Fiji, Indonesia, Iraq, Jordan, Kenya, Malaysia, Nepal, Pakistan, Tan-

zania, Thailand and Turkey.

It was noted right from the beginning that all of them have different systems, although equally some of them have and illustrated some kind of similarities in administration, roles and functions, personnel, expenditure and sources of finance. However the discrepancies in all of them, including the host country were a notable factor among them. This assertion was inappropriately complicated by the country reports written by the participants which were uneven: some very short, brief and lacked clarity of the subject matter. Some completely different from the brochure itinerary sent by JICA to the participants, while others were long, adequate detailed and in accordance with the theme of the seminar. Hence, this complicated our situation in encompassing the 12 different report systems together. This goes along with the historical background different situations of the participating countries and the concept and content of local government in various countries. To some local government bases are the Municipalities while to others, provinces, or districts, or counties, or villages are conceived and perceived as the local government basis.

Inadequacy of data, explanations and time; equally compounded our task. All the same, despite the above variations there was a general consensus that Local Government are the Units-Locally instituted or appointed for the well-being of the local people and in management of local services within a specified area of jurisdiction. All the participating countries noted that the organizational structures may differ from country to country but the purposes and objectives of the Local Units popularly and nation-

ally known as Local Governments are the same as rather identical in character. In many countries, legally founded for the maintenance and promotion of Law and Order, provision of services, representative functions, developmental—social and economic objectives or functions and for administration purpose—co-ordination and planning. The group was also able to discern two major sources of finances for the participating countries. Either, the Local authorities get their incomes from the national governments or from taxation. Some countries do have apportionment of both sources of finances.

In a comparative study, it is necessary to show some main variables and specifications of the organizational structures of the 12 participants countries in order to understand the Local Government Structures. However, these are many and varied. The group just selected a few variables to show that local government systems are different and peculiar in nature from the national organs, while still being indigenous to the local area of jurisdiction. This was done after presentations and group discussions of the participating countries. The variables and specifications have been summarised in Appendix A.

Organizations and Structures

The Organizations and structures of local governments in the participating countries differ from one country to the other. This should be appreciated country to the other. This should be appreciated and should not cause at all. This is due to many countries having different historical background, cultural, social and economic conditions.

Equally, the political geographical and level of civilization and advancement of the participating countries differ considerably. It is also realized that all countries have different land areas and populations. These factors and many others reflect the wide disparities of organizations and structures of local government in the participating countries.

For instance, Nepal is geographically land locked country with a monarchy governmental

establishment while Fiji and Indonesia are sea-locked countries and have been historically once under colony of other nations. Turkey with an ancient establishment of local authorities is quite different.

It is noted that the constitution of local governments differ greatly from one country to the other. Some have very large number of representatives while others are very small. Most representatives are elected by the people except for a few countries like Malaysia where representatives are appointed. The governors, mayors, chairmen and presidents in some local governments are elected by the residents of their area as while in others; they are elected by the assembly members.

Lastly, the group noted that in most local governments of the participating countries central government remains the executive power, except in the case of Pakistan has legislative powers over their area of jurisdiction and are autonomous in character as spelled out in their respective constitutions and laws establishing them.

The Relationship between the Central Government and the Local Government Organizations

Despite the local government organizations in most of the participating countries enjoying statutory status and wide autonomy. They are actually simply creatures of the national governments. The national governments in all the participating countries have a lot of administrative legislative and financial control over the local government institutions. In some countries, the central government is even empowered to dissolve them in case of misuse of powers; for example Kenya. In other countries, local governments organizations more simply the agents of the National government performing only those functions which are directed by the national government to perform. The local government institution cannot do or perform anything on their own initiatives.

In other countries, the local government institutions have to depend solely upon the

central government for financial support and technical advice, while in other countries the functions and roles of the national government and local government are not clearly defined. This means that same service could be provided by both the control government as well as the local government.

All the forementioned points contrasts sharply with the Japanese's local government institution which are autonomous with vast powers within the area of jurisdiction. Local authorities in Japan have a firm and healthy revenue base and the institutions are bases charged with the full responsibilities for initiating and implementing development programmes. Surely the participant noted a wide rift between the 12 participating countries on one side and Japanese's local government on the other side. We noted that the relationship between the central government and local government institutions in Japan is that of two PARTNERS IN PROGRESS for the well-being of the country and nation in general while in almost all participating countries the relationship of the central government and local government is simply that of a master and servant. Sometime, rather harsh and coercive. In other countries, too much control and militant in characteristic. Hence, the local authorities act as agents only. Actually, an agent does only what he is required to do and no more. Surely, democratic and more conducive climate between the two types of government is something lacking in many countries. Therefore, as noted by the participants of the group; the local institutions in the 12 countries do not seem to have a straight cut line of relationship and as noted above the relationship is sometime smug and loose. However, it varies from one country to the other, may be depending on the historical, political and the kind of national government existing in the individual country.

Personnel Systems

The personnel systems in all the 12 participating countries were generally noted to have comprised of two kinds of personnel in almost

all countries. First, elected and or appointed by the government or the members of the assemblies or councils or the electorates of the areas of the local governments. Secondly, the employed staff personnel by the central government or the local authorities, themselves.

Like in many other aspects, the personnel systems in all the 12 participating countries were realized to differ greatly from one country to the other; despite the systems showing some kind of similarities in some areas.

Roles and Functions of Local Governments

The roles and functions of local governments in all the participating countries were noted to be similar in principal in almost all countries; although salient disparity was a notable factor in many of them. Some countries have greater roles and functions with higher degrees of responsibilities and authorities in carrying them out than others. Of course, where variation is immense so much; the group realized at once that it was due to the differences already outline in the introductory remarks.

Financial Resources of the Local Governments

In all the participating countries, the group noted that the main financial resources could only be divided under two headings; either the source be a Tax resource or be a Non-tax resource.

The group realized that the tax resource is wide and varied; it includes, house ownership taxes, property taxes, automobile taxes, various licences taxes, personal taxes, parking taxes and many other types of taxes and charges.

The second financial resource: the Non-tax resource is almost entirely from the national governments of the participating countries. The resource includes grants-in-aids, inform of cash, service charges, fees and so forth. It was noted that the financial conditions of the local government organizations is not sound in almost all of them and a many of the local authorities depend more upon the central government financial

assistance. Equally, the group noted that the central governments of participating countries play the predominant role in various aspects of the local government finances. The national government sets the frame works of financial collection, functions and services of the local units. Actually the national governments outline the structure, scope and policies of the local governments finances. However, the powers and limitations of the local government institutions in respect to the whole frame works of finances vary from country to country.

Conclusion

The participants of the 24th group training course in local government, 1988 learned quite a lot from the seminar reports presented by each participating country on the systems of local government institutions. A thorough proposal, questions and answers carefully prepared explanations, discussions and exchange of ideas among the participants were predominant in the seminar conference. At the end it was quite clear that all participating countries had adopted and were still searching their own unique way of development without copying systems of local government from other foreign nations for

the sake of charge. It was realized that countries followed only those ideas and initiatives that suit and help its own situation; and path of development.

Equally, it was clear that none of the 12 systems of local government could be regarded better than the other. This assertion was qualified by the fare of the diversified situations and the unique state of each country following the organizational line that it regards as the best path for its administrative process.

The group also, noted that many countries are relatively young and unstable politically since many of them achieved their independence post-World War II; and consequently still in their early or middle level of development process. This state of affairs was noted to have affected the systems; due to constract changes and moving ministries, developments, organs and institutions that lay the firm foundations for the local authorities.

Lastly, the group recognized with a lot of satisfaction that there is a trend currently, in almost all the participating countries of decentralizing and delegating more responsibilities and power to local government units. This is commendable and a good pointer in devising the best local government systems with hope and posterity.

THE ROLE OF LOCAL GOVERNMENT IN REGIONAL DEVELOPMENT

*by Josala R. Daugunu, FIJI
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Fuad Mustapha Khurshid, IRAQ*

Introduction

This report is designed to summarize the various country reports as presented by the 12 representatives of the participating countries namely China, Fiji, Indonesia, Iraq, Jordan, Kenya, Tanzania, Malaysia, Nepal, Pakistan, Thailand and Turkey. It also aims to record, as accurate as possible, the contents of presentations and discussions that was held on 7th and 11th June, 1988.

In our view, participants in this group have been wisely nominated to represent a good cross-section of the developing countries.

Contents of Country Papers

Some of the country papers did not fully identify and define the role of local government in regional development and instead touched on general developments planned and implemented by their Central Governments. We were also of the view that some reports were long and tended to deviate from the subject at times and others short. We were also of the view that this was attributed to lack of proper preparation, may be because of short notices given to the participants by either their respective governments or sponsors. As can be understood, during that short period participants had to, apart from making travel arrangements, attend to personal matters.

Standard of Presentation

The standard of presentation differed from one participant to the other. Some were a bit difficult to follow or understand and this in our

view, was due to the usage of English, since it was our second language. Because some participants had a bit of difficulty in the usage of English, their presentation was affected. On the other hand, those who were conversant in the language did not satisfactorily present their papers, probably because of the time limit and other factors. On the whole the standard of presentation was very good especially when the participants elaborated at length on relevant matters that were not stated in their reports.

Presentation Aids

Apart from the white board no aids were provided and this was because they were not requested for. The necessity for their usage was not brought up.

Regional Development

The participants, in their presentations tried to identify what regional development was and in this regard they related the topic to developments in their countries. We agreed with all the participants that regional development was designed to increase the welfare and well-being of people in a particular area, and in this context, in a municipality. In some cases these areas were identified as villages, districts or provinces. The objective of the Central Governments to promote economic and social development to needy areas was well understood by the participants and we agreed that it would involve politics to some extent. It was highlighted in the seminar that one of the aims of Central Governments, that with the general rise in terms of socio-economics, income level of the people will in-

crease and this would bring about increased purchasing power and this will in turn bring about industrialization through investments from increased savings.

Basic Characteristics of Developing Nations

Some of the basic characteristics of developing nations identified were:

1. Shortage of proper housing
2. Shortage of commercial and industrial development
3. The disparities of income amongst people
4. The shortage of technology and know-how
5. Political instability and interference

Most participants talked about the above characteristics as reasons for their Governments to formulate and implement regional development plans.

Process of Planning and Implementation of Regional Development

Regional developments, we learned, were dealt with by National Government of most of the participating countries. Local Governments have limited powers in this regard. Funds were mostly from National Governments. In some countries the approval of regional development plans were given by parliaments and the other by the municipalities. In other cases National and Local Governments jointly plan and implement plans.

Problems in Implementing Regional Developments

One of the problems stated by most of the participants was lack of funds. In this regard these countries are compelled to borrow from international sources. The other problem was lack of manpower.

Role of Local Government in Regional Development

In the presentations the participants identified and defined regional development differently. The group was, however, able to accept the theme of the seminar. It was also agreed that the role of Local Governments were accepted in the participating countries and also it was a link between the grassroot population and the National Governments.

Moderator

In our view, Mr. Takami, the moderator of the seminar conducted the seminar very well indeed. No doubt, with his wealth of experience, he digested all that was presented and discussed and he actively participated in the discussions. At the end Mr. Takami gave us a summary of the seminar and elaborated on what regional development in Local Government was all about.

Conclusion

The seminar covered a wide scope of regional developments in the participating countries and was able to convince the participants to agree to the vitality of Local Government in Regional development.

**PERSONNEL ADMINISTRATION SYSTEMS OF PARTICIPATING COUNTRIES IN
THE 24TH COURSE ON LOCAL GOVERNMENT**

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Manit Thangsakul, THAILAND*

Introduction

Participants of 12 countries presented reports on the local personnel systems of their respective set-ups. It was observed that these countries had evolved their own systems as required by the structural form and the historical background of their local government set-ups. In this report, therefore, the authors would like to describe these systems as such without going into detailed comments in order to avoid misunderstandings. The purpose is, therefore, academic and appreciative rather than critical and evaluative.

The report is being submitted under the headings of "Recruitment System, Promotion, Terms and Working Conditions."

Recruitment Systems

It was found that almost all countries with the exception of China and Iraq, follow a system of examinations for the recruitment of Local Government Personnel.

Promotion

Most of the Countries follow a system of promotion by seniority punctuated with selections through criteria of merit, competence and capacity. In Nepal, promotions are also made by the King's decorations apart from these considerations.

Terms and Conditions (Leave, Retirement, Pension, Strikes etc.)

On the average the leaves allowed to the

local government personnel ranges from 25 to 30 days annually excepting Iraq where 36 days are allowed as leave plus 3 days a month.

The retirement age is 55 to 60 years generally, excepting Turkey where it is 65 years. Pension is granted everywhere after retirement.

Right to go on strike is usually not allowed. In Turkey and Pakistan, however, it is allowed to the workers only.

It was felt that most of the countries extend fringe benefits in terms of free houses, medical facilities, education of children and costs of conveyance from house to the place of work, differently at various levels. Salaries are, however, viewed in terms of their real values. In China for instance the salaries in monetary terms are very low, but purchasing power is very high compared with the price level of other countries. As such, the salary levels are exceptionally high in Iraq and Jordan.

Working days in different countries range from five to six, with 5-1/2 for Malaysia and Iraq. In China, Indonesia and Pakistan the local councils work six days a week. The working hours accordingly vary from 40 a week to even 48 as in case of China.

Conclusion

It can be concluded that a merit system based on examinations and competence is followed to recruit officialdom under the elected councils and their Mayors almost everywhere. Discretion has been minimized and the working conditions of the local government personnel are governed by an objective and non-discriminatory

system of rules and regulations.

In spite of the generalities which the authors have tried to deduce the uniqueness of systems of various countries cannot be ignored for the systems of personnel administration anywhere are borne of age-old traditions service structures and the singularity of their own experience and

needs.

The facts highlighted in the report are therefore pointers only and cannot serve to fully explain the systems as such. But these pointers are useful nonetheless for they go to reflect the uniformities of various systems and bring us to a closer understanding of each others' set ups.



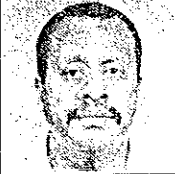





LIST OF PARTICIPANTS IN "LOCAL GOVERNMENT, 1988"

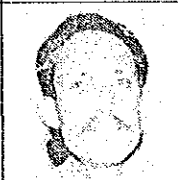
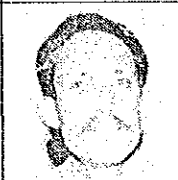




(昭和63年度 地方行政コース研修員リスト)

国際協力事業団

JAPAN INTERNATIONAL COOPERATION AGENCY

No. 1

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3		Indonesia インドネシア	Mr. Thamrin Adipura	Jun. 1, '43 (44)	Deputy Head of Bogor Regency Bogor, Indonesia ボゴール州 シビノン州政府次長	Institute of Public Administration	Jl. Ace Sukarna No. 3 Ciomas, Bogor, Indonesia Tel.: (0251) 25534
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5		Jordan ジョルダン	Mr. Mamoun Salaheddin Amin Salah	Aug. 13, '46 (41)	Director, Legal Affairs Dept. Ministry Municipal, Rural Affairs & Environment 自治体 農村環境省 法務部長	Cairo University	P.O. Box 950518 Amman, Jordan
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