

INTRODUCTION

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RETROSPECTION OF THE PROJECT

The compilation and publication of "Comparative Study on the Local Public Administration in Asian and Pacific Countries" was carried out as a project of the EROPA Local Government Center in Tokyo.

EROPA (Eastern Regional Organization for Public Administration) was established in December, 1960, for the purpose of contributing to the promotion of economic and social development in the Asian region, through the development of administrative functions. It is a non-governmental, international organization and has its head office in Manila, in the Philippines. EROPA activities are being implemented both through research provided by the general assembly, seminars, study groups, etc., and training courses provided by its professional centers in New Delhi, Tokyo and Seoul.

It has already published past achievements in research and studies in various administrative fields such as:

- (i) local public administration, that can react effectively to socio-economic needs;
- (ii) urban policies;
- (iii) administrative reform; and
- (iv) administration through planning, etc.

Japan is a foundation member of EROPA and participation in EROPA activities was executed mainly by the Local Autonomy College, of the Ministry of Home Affairs. The EROPA Local Government Center, after establishment at the Local Autonomy College in October, 1964, has implemented, in close collaboration with the College, study and research, and compilation of information and material on the local government system and its practicality in EROPA regional countries. The Center has also followed up with an in-training project for senior local public employees, mainly from EROPA regional countries.

The reason that motivated our Center to proceed with the compilation and publication of this comparative study volume is as follows:

A recommendation was made by a special committee, finalized during the EROPA 9th General Assembly held in Jakarta in 1981, for deliberation on the mission, the role and future thinking of EROPA, and for implementing its activities. The recommendation reported that the Center should issue a publication on the local government system in Asian countries.

On reading the expectations expressed in the recommendation, our Center officially announced that they would compile and publish a comparative study volume on said conditions if articles were contributed by EROPA countries. The Center also circulated the following statement which announced the aim of the project and requested the contribution of papers from Asian and Pacific countries.

(A letter of request)

COMPILATION PLAN OF "COMPARATIVE STUDY BOOK
ON THE LOCAL PUBLIC ADMINISTRATION
IN ASIAN AND PACIFIC COUNTRIES"

In the 9th General Assembly of the Eastern Regional Association on the Public Administration (EROPA), held in Jakarta, a consensus was made to promote the comparative study on the local public administration in Asian and Pacific countries.

EROPA Local Government Center in Tokyo, respecting the consensus, is willing to share some role in the aforementioned comparative study through compilation and publication of a study book which presents facts and issues on the local government system in Asian and Pacific countries.

We expect an expert or an authority, from each country, to contribute an article on the local government system of his country.

The article should discuss all or some of the following points; (a) governmental efforts paid to construct modern and local government system under historical and social conditions of each country, (b) administrative experiences gained through the development process of the system and administrative reaction by which governments successfully managed the issues and (c) present and future issues in the field of local public administration and governmental policies or countermeasures to cope with them.

We should like to ask each expert from every country, fully understanding the significance of this cooperative work, to share the responsibility by completing and submitting an article (country report on the local government system) which will surely be of great help to foreign experts in the public service, professors and researchers in the field of local administration system.

As contributors covered many countries it was anticipated that the request for articles might be difficult. Fortunately, however, we requested the most appropriate contributors from 12 countries and received a favorable response by the end of fall, November, 1983.

Namely, in seeking contributions, I made direct contact with Indonesia, Korea, Malaysia, the Philippines, and Singapore, when I attended the EROPA 10th General Assembly held in Seoul, Korea in October, 1983.

Also, I had favorable responses to my request in the form of letters from Bangladesh, Australia (the same contributor worked on the New Zealand paper), and Pakistan. Among these, Mr. Faizullah from Bangladesh and Mr. Nagi from Pakistan once studied at the International Group Training Seminar on Local Government, run by the Local Autonomy College, and both are playing an active role in their respective governments.

In regard to India and Thailand, Mr. Shigeharu Kagoshima, former director of the EROPA Local Government Center, requested a contribution of articles when he made an official business trip to these countries in May 1983.

Although all contributors were busy, all articles were submitted to our Center by early spring, April, 1984.

Taking this opportunity I would like to express my deepest gratitude to all contributors for their wholehearted collaboration, and also to Dr. de Guzman who supported the publication of this comparative study volume with such enthusiasm.

It should also be noted that the resolution, resolved by the EROPA 10th General Assembly, made reference to our project in Article 26, stating that "The General Assembly expresses its thanks to the EROPA Local Government Center for its continuing support for the regional seminar on local government administration, and its sponsorship of the project on the preparation of the comparative study volume on local government administration."

Outline and Significance of the Comparative Study Volume

As already stated, the comparative study volume, comprised of the local government system of each country, developed on respective indigenous social and cultural backgrounds, intends, hopefully, to be a good reference for readers.

When we accept the meaning of "Comparative" as shown in the title of this book, in the strictest sense, it is desirable that measures for making comparison must be established or standardized, and major comparative items must be clarified prior to the commencement of comparative works.

Regarding the comparison of local government systems; to make com-

parisons of the following items, for example, may be one effective way:

- (i) the category of local government population, as one requirement it is to be a municipality;
- (ii) the existence and function of a local government body's legislative organ;
- (iii) the character and administrative power of its executive organ;
- (iv) the appointment, training, and guarantee of status of a local government employee;
- (v) the reality of citizen participation;
- (vi) the relationship between national and local government administration; and
- (vii) the functions of local government in each main administrative fields such as planning and development.

Another way to make an effective comparison would be to examine and discuss the reality of local government in each country, based upon a relative comparison between the actual and ideal type (Ideotypus) presupposed and proposed as a modern ideal-type local government model.

The reason we did not depend upon such a comparative method for making comparisons of the system was attributed partly to our recognition of the technical difficulties in proposing comparative measures or comparative items, which would be authorized and accepted objectively, or in setting up the ideal model. Another reason was we came to the conclusion that using the aforementioned comparative method for Asian and Pacific countries, with very different social, economic and religious backgrounds, was rather unrealistic, as the method was apparently developed for making comparisons of homogeneous countries, and it was more reasonable, considering the realistic use of this comparative study volume of providing useful, practical hints not only to scholars but to those who are engaged in the real work of local government administration, to ask each contributor to make a free report on the history and present issues on their respective local government systems.

Readers will unanimously share the feeling that this comparative study volume will be most useful for research into local government systems in Asian and Pacific countries, for as we expected, almost every contributor has taken up issues that have universal validity beyond country and nationality differences, although all the issues chosen were based upon deliberative consideration of historical background, social conditions, and other national factors.

Brief overview of articles contributed as follows:

Australia

Dr. Jones' paper on Australian local government points out the salient tendency for administrative centralization, both in reality and in human consciousness, based upon territorial largeness and the polarization of

population in urban areas.

In 1984 there were 839 local authorities in Australia.

He goes on to say that a rural-type local authority, because of its small population scattered sporadically over a large administrative area, is facing a lot of difficulty in executing administration as expected.

Dr. Jones refers to a tendency of local units to sometimes attempt to ally with the more powerful federal government, to maintain a balance with state powers.

He says it is unfortunate that Australian local authorities are, to a large extent, influenced by British innovations and almost ignore local government changes in Asian countries and the United States of America.

Dr. Jones understands that New Zealand local government system contrasts with the Australian system in that boroughs with a smaller size are fundamental units of local government.

New Zealand

In New Zealand, as of 1983, out of 129 boroughs, 43 had a population of less than 4,000 persons. These boroughs with such a small population can barely engage in providing regular and fundamental administrative services such as garbage collection, road maintenance, etc., and have to depend upon federal government supplementary services.

In urbanized areas, there is a salient move, as a reaction to excessive subdividing of boroughs, to organize a regional authority that has administrative functions such as regional planning, executing urban renewal, and regulating regional highways, etc.

Dr. Jones concludes by referring to unsuccessful efforts since the end of the last century to precipitate the amalgamation of local authorities; that boroughs in New Zealand can provide accessibility to their people owing to territorial smallness, however, they are now urgently impelled to increase administrative efficiency by drastic social and economic change. Therefore, he predicts, if boroughs fail to answer the abovementioned request for change, as a matter of course, this time they will have to submit finally to amalgamation.

Bangladesh

Mr. Faizullah of Bangladesh has presented a beautiful and detailed historical explanation of local government in periods, such as (i) the ancient and medieval periods; (ii) the British occupation period (1765–1947); (iii) the period under Pakistan rule (1947–1971); and (iv) the period after independence.

Owing to his explanation we are all greatly impressed by the fact that the Pakistan tradition of local government has a long history prior to the period under British rule, and also by the fact that the desire for national independence and for establishment of local government was constantly

maintained throughout her unfortunate years under foreign occupation.

After gaining independence in 1971, as symbolized in the enactment of the Local Government Ordinance of 1976, and the Poursava Ordinance of 1977 for municipalities, Pakistan local government developed steadily, and the decentralization and entrusting of powers to local government has been greatly emphasized since General H.M. Ershad took power in 1982.

Namely, the Local Government Ordinance issued in 1982 has given a new name, Upazila, to local government authorities, and the development of Upazila government has been regarded as the Ordinance's most important role. Upazila executes planning and implementation of development, and its council which consists of representative members elected by the people (women, technical and professional members), has been enjoying unprecedented freedom from bureaucratic control.

Mr. Faizullah is correct when he concludes that the success of the Upazila Council will considerably influence the future course of Pakistan local government, because at present the Council enjoys a concentration of powers.

India

The paper from India, prepared jointly by Mr. Jha and Dr. Mishra, teaches that India has documents written on local administration dating back to 300 B.C., so understandably Indian traditions are very old.

Little progress was made in the field of local public administration, even under the East India Company regime and the British crown rule, and in 1882, Lord Ripon, the then viceroy and a liberal, issued a resolution to the effect that local government would be the place to give apprenticeships to Indians for future handling of national and provincial administration. However, Lord Ripon's action was rather exceptional because until India gained independence in 1947, the British governing policy concentrated efforts on improving administrative efficiency and showed far less concern in the enlargement of local autonomous power. After independence, India's efforts related to the establishment of local government was concentrated on improving local government authorities in rural areas.

A Central Council of Local Autonomous Government, consisting of the Union Minister of Health, and state ministers of local government authorities was established in 1954 by presidential order, and yearly the Council deliberates on many local government issues.

The joint writers enumerate that as present issues challenging Indian local government there is, poor financial power, provincial governments' comprehensive control over local governments' personnel administration and execution, and drastic population increases attributed to migration to urban areas.

Indonesia

According to Dr. Siagian, the Indonesian local government system is organized and based upon five guiding principles: — Pancasila; belief in the Almighty God, humanism, Indonesian unity, democracy based on consultation, representation and social justice. Consisting of more than 13,000 islands over a large area, Indonesia has placed development progress and a fair distribution of the fruits of labor as Indonesian national goals.

The Indonesian local government system has its basis as an autonomous region in Article 18 of the 1945 Constitution and distinguished from the central government's administrative region.

Counted as minimum requirements to be a local government authority are the financial capabilities to maintain activities, population, and economic power.

Due to the unique characteristics of the country, local government authorities have no choice but to cooperate with the field offices of the central government.

The chief-executive of a local government authority is appointed after strict investigation, both by the Minister of Internal Affairs and the local council. The chief-executive also represents central government, whereas an administrative region has no council and central government appoints the chief-executive.

Dr. Siagian concludes that we can have high expectation of future development of the Indonesian local government system, for there exists a national tradition to realize national integrity through local diversity.

Korea

Dr. Yoo of Korea concentrated his discussion on the Saemaul Undong Movement.

According to Dr. Yoo, the Movement commenced in 1971 under the initiative and strong leadership of the now late President Park. The Movement also intends to realize national unity and modernization by rural development through integrated endeavors, encouraged not by theories and ideals but by action and performance.

The government prepares and donates material such as cement and timber to village people who engage in the maintenance of village bridges and roads, construction of houses, through cooperation and self-help efforts.

As a result, the Movement has greatly contributed to the development of new local products, balanced development between agriculture and industry, and in particular, it has given all participants great confidence in their own potential and ability. The success of the Movement owes much to the late President Park's strong aspirations for urban development and improvements in administrative organization, and functions brought

to fruition in response to his beliefs. The Saemaul Undong Bureau, which administers the development of the Movement, was newly established within the Ministry of Home Affairs.

In addition, both at provincial and county levels, special divisions for promoting the Saemaul Undong Movement were established and are already in action, with a special deputy county chief for the Movement newly appointed.

According to the reporter, the role of local government for the successful promotion of the Movement has been quite significant, and local government officials are tending to show improved consciousness in cooperating with the people, placing themselves on the same footing, and renouncing traditional bureaucratic ways.

Malaysia

The Malaysian paper, written jointly by Mr. Ibrahim and Mr. Nordin, reports on the history of the establishment of the present local government system, plus detailed facts on the present system.

Historically, the Malaysian local government system evolved from sanitation boards in urban areas and gradually developed into local government authorities with general functions. However, administrative powers were limited.

Restructuring of the system in the 70's intended to eliminate colonialism tradition and to endow a local government authority with adequate capabilities related to development functions.

As local government authorities there are 15 municipal councils and 74 district councils. Each council consists of 12 to 20 members, with each member appointed by the state government after consideration of local government knowledge, general proficiency, and ethnic background.

A state government has wide-ranging, direct or indirect powers of control over local government authorities such as denial of budget, permission to issue local bonds, etc.

Enumerated as future problems of local government were citizen participation for effective implementation of planning and development, strengthening of the financial basis, and development of public employees' capabilities.

The joint reports refer to the implementation of the "Look East Policy" in local government, and the comprehensive training for the purpose of improving administrative efficiency.

Pakistan

Mr. Nagi presented a historical overview of the Pakistan local government system.

The provincial assemblies within the Indian continent were greatly restricted in their powers, as they protested against Indian involvement in

World War II, and even after independence in 1947, Pakistan local public administration did not necessarily develop smoothly.

Mr. Nagi points out the significances of establishing local government as follows:

- (i) contributes to political stability;
- (ii) helps to create local agreement on planning; and
- (iii) articulates local demands.

According to Mr. Nagi there are more than 5,000 local councils both in urban and rural areas. The chief-executive and councilmen of a council are elected by the people, and financial aid for a council to engage in small-scale development projects, etc., comes from the government. In rural areas there are district councils as upper-level municipal organizations.

The chief-executive and councilmen for a district council are also elected by the people, and the council administers maintenance and regulation of local roads, tree planting, citizen registration, primary and secondary education, etc. The People's Works Program is applied to rural areas. The intention of the Program is to increase agricultural production and realize village self-sufficiency through promotion of self-help efforts of villagers, and such governmental assistance as technical guidance. Mr. Nagi expects the Program to bear fruit as it is free from bureaucratic control and it is propelled by popular participation and local autonomy.

Mr. Nagi defines the present situation of Pakistan local government as being on the way to democratization.

Philippines

The paper on local government in the Philippines was also jointly prepared, by Dr. de Guzman and Mr. Legada.

It is not denied that the declaration of martial law in 1972 has brought about a change to the general trend for decentralization of the third republic since 1946, but at the same time, the law has revived and has popularized traditional "baranguays".

A baranguay has some 1000 in population and is established within a town or city area, with the assembly composed of all residents, 15 years and over.

A baranguay provides goods and administrative services to the people, and it administers maintenance of community roads, statistics, traffic control in urban areas, etc.

Martial law was rescinded in January, 1981, and at present it is expected that the tendency will again reverse to the promotion of decentralization.

Our reporters state that one of the major issues of many Third World countries is whether development is best promoted by centralization or decentralization, and its usual solution is a strengthening centralization of powers and functions.

Dr. de Guzman and Mr. Legada go on to say that the Philippine experience shows that trends toward centralization or decentralization are influenced by the present situation of political environment.

Singapore

Dr. Que of City-State Singapore attributes the successful contribution of Singapore public administration to its social and economic development in the following points:

- (i) Even prior to the separation of Singapore from Malaysia, Singapore was very eager to borrow and assimilate policy ideas and solutions from other nations.
- (ii) Originally, Singapore was blessed with skilled manpower and the Civil Service Commission did its utmost to retain sufficient personnel, based upon a long-term forecast.
It also executed training abroad with government scholarships.
Recently, the country has been trying to recruit talented persons from foreign countries.
- (iii) Productivity of public employees is conspicuously high.
- (iv) Administrative concern is not placed on formality but on the efficiency and ability to implement development programmes.
- (v) The bureaucratic system is placed under party control. However, as the bureaucratic system strengthens there is a possibility that political leaders may be unable to control the bureaucrats in the future.
- (vi) Adequately and appropriately executed administrative reform.
- (vii) Public administration becomes a very good agent of social change through its conspicuous success in the construction of low-rent public housing, family planning, and traffic control.
- (viii) As it is a city-state, differentiated from other countries, so it has been unnecessary to utilize energy for rural development.

Dr. Que attributes the success of the Singapore local government to its trait as a city-state, and also to its political leaders' commitment to development, and their intolerance to corruption.

Thailand

Professor Kongridhiksakorn of Thailand defines the Thai local government system as composed of local state government authorities as governmental organs, and of local government authorities. Provincial government is regional local government whose assembly consists of representatives elected by the people.

However, the provincial governor is appointed by the government, so the Professor concludes that a province is not autonomous government in the strict sense of the word.

A municipal government has its own assembly members directly elected

by the people; the mayor is chosen from among the assembly members, so it must be said that a municipal government authority has many of the features of a local self governments.

A sanitation board has its history dating back to 1887, and it consists of government officials and elected members. It is an autonomous authority where functions are limited to maintenance of roads and bridges, public health, and sanitation, etc.

The Bangkok Metropolitan Administration, formed as a result of reorganization of provinces and municipal government authorities, has an assembly composed of elected members, and an executive organ consisting of a mayor and four vice-governors, all of whom are elected by the people.

The Metropolitan Administration enjoys comprehensive administrative functions. On the other hand, due to its largeness as an administrative unit, the Administration has some difficulty in providing governmental services.

The City of Pattaya introduced by the Act of 1977, employs a city manager under a two-year contract. The system is rather unique in the Asian region. The city manager system is not accepted by Thai social values, and the relationship between the manager and the city assembly is not necessarily harmonious.

As common problems in all Thai local self governments, Professor Kongradhiskakorn emphasizes the promotion of citizen participation, improvement of governmental efficiency, strengthening of financial power, and simplification of the local administrative system.

As objectively understood by the overview, I am confident that this comparative study volume will be welcomed internationally by government officials, scholars, students, and all those who are interested in the local public administration in the region.