

ROLES OF RESIDENTS, NON-GOVERNMENTAL ORGANIZATIONS AND
QUASI-PUBLIC AGENCIES IN LOCAL ADMINISTRATION

by

Tatsuro, Niikawa, Associate Professor
Dept. of Law, Tohoku-Gakuin Univ.
JAPAN

1. Introduction

One of the characteristics of Japanese local governments is the comprehensiveness of their functions. It is true that some associations and public corporations provide regional public services which are covered neither by prefectural, or municipal authorities. It is also true that a great number of services are offered through prefectures and municipalities. The comprehensiveness of the functions shows that Japanese local governments are concerned with a great many aspects of residents' life.

Many of the local government services are given directly or indirectly to residents. Their objective is to accomplish social welfare by working on residential life and environment at least in a wide sense. This objective can be attained by various methods. One of the major methods is direct governmental activities. In this case, local governments themselves directly offer services, and issue regulations and guidances. The second method is to accomplish public works through the activities of non-governmental organizations. The third method is a mixture of the two.

Recently, the limitations of the central government's capability have been pointed out. Further hopes are being laid on the roles of the local autonomous authorities. If there are demands on local governments to expand their activities quantitatively and to improve them qualitatively in the current situation, the burden seems to be too large. Especially, the administrative demands are too large to be met completely by the direct services of local authorities. There is no way but to rely on non-governmental public and private sectors. Much importance is attached to the roles of the private sector not only

because of the limited ability of local governments, but also because of the following reason. Direct governmental service is unsuitable in some fields. Activities led by residents and private organizations are more suitable in some fields. In other words, private activities must be depended on heavily in the fields outside governmental duties.

This is applicable to various administrative services which are actually offered directly by local governments. Local governments are now unable to accomplish their target of the administrative services without obtaining the cooperation of residents and the private sector. This tendency has become stronger during recent years. (Araki:1990)

The present paper reviews the roles which residents, private organizations, etc. have played in local administration. It discusses which administrative fields require cooperation between local administration and residents/private organizations and how it should be done.⁽¹⁾

2. Trends of Cooperation between Public and Private

How has the cooperation between the public and private sectors been promoted in various fields by the local authority? It can be discussed from the viewpoint of residents' participation, community development, community case and regional welfare, administrative reform, and regional vitalization, etc. Various trends which promote cooperation between the two sectors will be briefly explained hereinafter.

(1) Residents' Participation

The cooperative relations between the administrative and private sectors had to be started by clarification of the positions of the two through their opposition. It may be said that the opposition between local governments and residents lead to the mutually complementary relation between them. This is how the residents' movement developed into residents' participation.

The first problem which Japanese local governments faced after World War II was regional economic development. It is widely known that the attachment of the highest priority to economic development

has promoted industrial developments since the 1950s, but also brought about various problems. For example, the concentration of the population in cities produced the problem of overpopulation and depopulation. The development brought about pollution and environmental problems. In this circumstance, local governments had to cope with residents' movements which were triggered by pollution and environmental problems. This is because the first victims of a pollution problem were the residents in a specific region, who are in charge of specific local government at the same time. Such residents' movements became more active in the 1960s and, at the same time, grew from a movement for the sake of opposition to participation for the sake of policy formation. (Reed:1986)

The residents' movement became inseparable from the process of regional policy formation. As a result, so-called residents' participation began to be employed positively for the operation of local governments. Originally, the local assemblies, which are legislative organs, and the heads (governor, mayor or municipal headman), who are executive organs, have been chosen directly by residents through public election for democratic management of local governments. However, indirect democracy failed to function well for the solution of environmental problems. The residents' movement which arose as a result of this failure developed a new mechanism for residents' participation. Residents' participation became constant and institutional through civil meetings, advisory committees whose members include residents and positive utilization of public relations and public hearings.

The expansion of residents' participation promoted cooperation between the administration and residents in the decision-making process, policy execution and management of the local administration. The preparation of plans, the development of policies, and the construction, operation and management of public facilities became typical fields of residents' participation in many local governments.

(2) Community Development

Residents' participation has attracted attention not only for its input of policies to local governments. It was recognized again that various activities which are represented by the residents' movement and participation have larger significance in the regional society. In the 1970s, it began to be realized that the changes which were brought

about in a regional society by various contradictions in the policy of rapid economic development were destroying the physical environment. This policy was also destroying traditional regional communities. This promoted the appearance of a community development policy. In other words, it was recognized that the residents' movement and participation contribute to the regional formation. At the same time, the regional society itself which supports such activities became the object of a policy. (Local Autonomy System Study Group:1977)

It can be said that the term "community" which has existed for many years appeared with a new meaning when efforts were begun to create a regional cooperative society in its new sense by cooperation in the regional society and through residents' positive activities. This term was used not simply as a symbol, but as the place of practice, as the direction of activities and as the ideal which should be fostered among residents.

The resuscitation of the regional society is strategically promoted when the limitation of the central government's functions is recognized on the one hand and when the living environment and the social relation in the regional society is improved on the other hand. This fact can be observed in the community development program in the U.S.A. in the 1960s.

A community policy promotes organization of residents, linkage among various residents' organizations and improvement of the facilities for residents' activities for the purpose of fostering cooperation in regional society and of encouraging residents' activities. To promote the organization of residents, organized activities led by existing neighborhood associations, communal associations and other old and new groups are encouraged by using supportive measures and providing information. For the improvement of the facilities for residents' activities, so-called community centers, meeting facilities and other facilities used by residents are constructed by local authorities. These facilities are operated as the base of local residents' voluntary activities.

The community policy in this sense has been positively pursued by the central and local governments in Japan since the 1970s. In this field, one of the strategic objectives is obviously to trigger residents'

voluntary cooperation. The close linkage between the administration and private organizations has been assumed as a means for attaining this objective.

(3) Regional Welfare

Social welfare is one of the fields in which cooperative relations between the public and private sectors has been traditionally seen in Japan. Social welfare policies have been developed positively by local governments since the latter half of the 1960s. As a result, welfare standards have been raised remarkably. Local governments had to promote cooperation with residents and private organizations in this process. The effective cooperation between the local administrative authorities, residents and their groups is represented by the concept of "regional welfare".

Regional welfare, including social welfare, aims to solve local residents' difficulties in their daily life by integrated operation of living-related policies, by the employment of local resources and by residents' participation and cooperation. (Osaka Social Welfare Council:1981) Concretely, it consists of the following activities. First, it expands and improves the functions of regional society by promoting self-support of individuals and families. Secondly, it promotes environmental improvement by attaching importance to domiciliary welfare service. Thirdly, it encourages the cooperation and mutual complementing of administrative and private sectors. Fourthly, it promotes organization of regional society and welfare activities. (Research Institute of Local Administration:1983)

Regional welfare is characterized by efforts to accomplish the targets of social welfare by utilizing and improving the current state of the regional society, namely residents and their living environment. For this purpose, the previous division of roles between the public and private sectors in social welfare field was reviewed and volunteer activities were regionally reorganized. Especially, importance was attached to the Social Welfare Council's regional roles, including cooperation with existing residents' organizations and environmental improvement to promote volunteer activities, such as the construction of a volunteer center.

The active cooperation of the private sector or residents is a prerequisite for regional welfare. The cooperative relation between residents and the private sector is also a prerequisite for welfare services by the local administration authorities. For example, administrative service, private welfare service and residents' voluntary activities are essential for community care.

(4) Administrative Reform and Privatization

The trend of the administrative and financial reformation arising since the latter half of the 1970s has exerted a large influence on local governments as well. One of them is the demand to rationalize and to raise the efficiency of local government management from the standpoint of corporate management in city. It lays emphasis on self-support/self-help, democratic administration by tax payers and the cost concept. It insists that the burden of local administration should be decreased. (Urban Administration and Finance Study Committee:1979)

The Report of the Provisional Commission for Administrative Reform can be understood as its extension. It formulates the following proposals for the operation of local governments on the assumption of reviewing the division of roles between the central and local governments. First, financial resources should be obtained by a beneficiary's pay under the basic principle of residents' "select and pay." Secondly, the rationalization and efficiency of local administration should be promoted by rationalizing the office work, project management, organization and personnel assignment. (Provisional Commission for Administrative Reform:1982)

The above philosophy of the local administrative reform triggered a thorough discussion about the roles of local administration and a review of the relation between residents/private sector and the administration. It led a search toward so-called deregulation and privatization. Especially, the policy of utilizing private energy was adopted under the idea of privatization. For example, the philosophy of private enterprise management was added to the operation of local governments. Public corporations and the third sector were utilized and subcontracting to the private sector was promoted. Residents' voluntary activities were encouraged.

The review of the relation between the residents/private sector and the local administration produced the following effects. First, the fields in which the administration takes part have been reduced. Secondly, the local administration has come to depend on residents' initiative over a wider field of activities. Thirdly, a large variety of methods for cooperation between the administration and the private sector have been studied. It is not that the administration simply increased its dependence on the private sector and transferred its burden to residents. It may be said that the target of local autonomy is being sought often as joint work between the local administration and residents/private organizations.

(5) "City Development" and "Village Development"

The key words "city development" and "village development" were the greatest themes for the activities of local governments in the 1980s. The principle of this movement is that a regional society should work for its economic and cultural independence by integrating its own resources. This movement has a long history. It is one of the recent trends that such an idea of regional development is being adopted as a policy by both local and central governments.

The new regional development method which has been called "city development" and "village development" from the latter half of the 1970s was based on a completely different concept in comparison with the industrial development and plant invitation which were the main policies of the previous regional development plans in Japan. The new idea of regional development aims to establish the identity of a regional society by processing agricultural, forestry and fishery products as specialty products, by utilizing the unique local resources, by taking advantage of traditional culture and natural environment or by creating new culture.

This idea has been adopted in both existing and new policies. For example, the national policy called "Home Town Creation 100 Million Yen Project" grants 100 million yen for regional development which is planned and executed by a region itself regardless of its content. The "One Product in One Village Movement" of Oita Prefecture is famous among the policies taken by local governments. A similar method has been used in various places in Japan. It has also been attracting international attention. (Hiramatsu:1990)

Naturally, cooperation within a regional society and its economic independence are the assumptions for "city development". It contributes to the development of a regional society in all respects. "Village Development" and "City Development" show a model for a regional society's voluntary activities as a means to its independence. The common characteristic is that local authorities support residents' participation and voluntary activities and need residents' cooperation to accomplish the policy target.

As described so far, the local administration and residents/private organizations have multi-lateral relations.

The cooperative relation between them has attracted attention during recent years. It may be said that the importance of the roles of residents/private organizations, etc. is generally recognized. On the other hand, residents/private organizations play a different role in each case. Because of this diversity, the local authorities are criticized for their excessive intervention in the private sector in some cases and for their excessive dependence on the private sector in other cases. It is true that residents' cooperation is not voluntary in some cases or fails to attain the original target. (Takahashi:1982) It is sometimes questioned whether the current cooperation between the public and private sectors covers sufficient fields and whether it should be extended to other fields as well.

In view of this situation, there seems to be a need to study the ideal role of residents/private organizations in the local administration. The next section of this paper will examine the fields in which the cooperation between the local administration and the private sector is possible. It will discuss the division of roles between them and their responsibilities. Then, it will study the fields in which cooperation is necessary and the forms of cooperation.

3. Structure of Cooperation between Public and Private

The private sector which cooperates in local administration activities ranges from residents as individuals to private profit-making

enterprises. Their activities extend to all fields in the local administration. The forms of their activities range from institutional to personal ones. The content of their activities ranges from personal service, environmental service, fund cooperation to symbolic activities, such as support of announcement. Their activities cover all stages of a policy, from decision-making to execution.

The expression "cooperation between the public sector and the private sector" is polysemous. The following section of the paper takes up the questions about the implication of cooperation. The questions which are discussed here are the Personnel element, especially the position of volunteers in the system, the share of expenses and financial resources, the nature and objective of organizations, the phases of cooperation and the division of roles between the administration and the private sector.

First, let's take up the personnel element. A distinction can be made by whether residents who cooperate with the local administration are local public employees or not. For example, a distinction can be made by whether their activities are purely voluntary or professional.

When this dichotomy is discussed, an intermediate existence should be considered. There are trusted volunteers who have the position of a public employee, but are distinguished from full time local public service personnel in the regular public service. From the standpoint of a reward, the expenses for residents' activities are paid by public expenditure in some cases. In such cases, these activities have an intermediate nature. In any event, the present paper is concerned with the cooperation by those residents who are not full time public employees and the groups of such residents.

The second question is connected with the financial aspect. A large variety of patterns can be conceived of, ranging from activities for which no financial expenditure is made by the local authorities to activities for which remuneration in addition to all the necessary expenses is paid. An expenditure is made directly to residents and private organizations in some cases, but indirectly in the form of the use of meeting facilities, the rental of machinery and other environmental improvements in other cases.

In some cases, beneficiaries of activities which are implemented by the cooperation between the public and private sectors are asked to pay for them. When beneficiaries are demanded to pay for all the expenses for such activities, these activities are regarded as selective service of a limited public nature. When beneficiaries are asked to pay nothing, these activities are regarded as being of purely public service. Ordinarily, an intermediate method between the two is taken as cooperative activities.

The local administration's share of expenses is related to the public nature of each activity. The local authorities obviously pay all the expenses for the management of the office buildings and computing service, etc. On the other hand, they usually pay a part of the expenses required for the activities of private social welfare groups and educational institutions. Of course, it is difficult to determine the percentages of expenses to be paid by the public and private sections by objective standards.

The third question is related to the nature of an organization. In some cases, residents cooperate with the local administration as individuals. The effect of these activities is usually raised by organizing them. However, individuals' voluntariness tends to be lost as a result.

Organizations can be classified into private organizations and public ones. There are some organizations which are ranked between these two categories. For example, public corporation and the so-called third sector belong to this category.

Groups can be classified also by the form of organization. For example, groups can be characterized by whether they legally stated ones, whether they are highly organized, whether they are highly bureaucratic, whether they are rigid or flexible.

The fourth question is related to the objectives of residents and private organizations for their cooperation with the local administration. The objectives of both individuals and organizations can be classified broadly into public interest and profit. The objective of private profit-seeking enterprises is their private profit. When the cases of subcontracting office work to the private sector are taken

up, private enterprises generally do not accept an order irrespective of their loss. In spite of this, private enterprises cooperate with public activities on the basis of their social responsibility as do individuals. They find a social significance by distinguishing profit-making activities from activities of a social and public interest activities, but trying to accomplish both at the same time.

Public corporations and the third sector have two aspects, namely, private organizations engaged in public interest activities and public organizations engaged in profit-making activities. Even the groups involved in volunteer activities are engaged in both profit-making activities which are necessary to maintain the organizations and social and public activities. (Japan City Center:1988)

The fifth question is related to the processes of administration or policy. For example, residents' participation in policy formation which is seen in the preparation of various projects and plans is a typical case of residents' cooperation. Their cooperation is seen also in other phases, namely, the execution process and the evaluation process. The local administration often needs residents' cooperation and related organizations' cooperation to execute various projects. The community policy and the city development projects were discussed previously as typical examples. The cases in which systematic assessments are made with residents' cooperation are rarely found although advanced assessments of environmental influences, etc. are frequently made.

In the process of policy formation, residents and private organizations frequently input the private sector's knowledge and information (such as business know-how) to the local authorities by official and nonofficial routes. In the process of policy execution, residents and private organizations usually take care of the management and operation of facilities and personnel service.

The final question is related to the division of roles between the public and private sectors. It should be studied whether a specific service should be provided by the public sector or by the private sector. It should also be studied how the roles should be divided between the two sectors when one service is performed by their cooperation from the decision-making stage to the execution stage. (Yorimoto:1989)

The problem of the scope of responsibilities is specially important. In other words, the question is how standards should be employed to determine the public sector's and the private sector's responsibilities for a specific service. The standards which are generally used relate to whether a specific service is "for public interests or for private interests", "marketable or not" and "optional or essential to beneficiaries". The public sector's share of expenses, and physical and personnel burden are determined accordingly.

The standards which are employed in making such decisions are typically based on the theory of beneficiary's pay and the theory of charge. The discussion about the division of roles in public services is at the same time a discussion about residents' and private organizations' share in expenses. (Kobe Institute of Urban Research:1977)

Of course, the final decision about the division of roles between the local administration authorities and residents/private organizations must be made politically. (Niikawa:1984) In this case, the principles which should be considered are "residents' welfare", "substantial equality", "responsibilities of residents and the administration" and "democratic decision-making procedure". (Japan City Center:1986)

The above discussion leads to the following conclusion about the characteristics of residents' and private organizations' cooperative activities in the local administration. They are voluntary activities whether performed by public employees or private citizens. They attach small importance to the share of expenses. They are usually organized activities. Their primary objective is public and social interests. They are extended to various aspect of the local administration. They are performed under cooperation between the public and private sectors.

4. Cooperation Fields of Residents and Private Organizations

Local governments obtain residents' and private organizations' cooperation in a wide range of fields.⁽²⁾ If the meaning of cooperation is extended by including those activities for which local governments adopt residents' cooperation as an administrative method, the cooperation fields can be classified broadly into two on the basis of the payment of fair compensation.

(1) Commissioning to private sector

The first type is commissioning referred to its original sense of the term. A fixed part of service is commissioned to the private sector for fair compensation. Commissioning in its wide sense ranges from designing and construction of public works, to the maintenance and management of welfare facilities, the collection of refuse and the cleaning, maintenance and management of governmental office buildings. Ordinarily, contracts are concluded. Public service is commissioned by bidding or by private contract.

Commissioning in this sense is applied to (1) internal management services, such as telephone switching, information, cleaning, maintenance and management of public facilities, (2) computing services, such as taxation, collection, allowance, salary and pension, (3) cleaning services, such as refuse collection and disposal, (4) health and hygiene services, such as medical examination, inoculation and vermin extermination, (5) welfare service, such as bathing service for the aged and care of school children, (6) services requiring specialized knowledge, such as architectural designing, surveying, investigation and research, (7) miscellanea, such as public relations bulletin distribution, school meal service and fee collection. According to a survey conducted by the Ministry Home Affairs, all the municipalities commission the cleaning work of office buildings. This reveals that all the local governments commission a part of their service to the private sector. (Eguchi:1988)

(2) Activity Fields of Entrusted Volunteers

The second type is cooperation in its narrow sense. In this case, residents and private organizations voluntarily cooperate in local administrative activities at their expenses without fair compensation. This is also called commissioning in some cases. However, it differs from a commissioning contract in that the payment of compensation is not based on labor. The local administration pays no expense in some cases and pays a part of the expenses in other cases. It can be called a residents' voluntary supplement or complement to the local administration. Some of these fields should originally be covered by residents, private organizations, etc. with assistance from the local authority. Volunteer activities related to social welfare and education belong to this type of cooperation.

So-called entrusted volunteers (which means volunteers entrusted by the local authority hereinafter) occupy the most important position among the private sector's cooperation of the second type. According to a survey conducted by the Institute of Local Government, entrusted volunteers' activities extend to a wide range of fields. The characteristics of entrusted volunteers will be studied hereinafter on the basis of the survey result. (Institute of Local Government:1988)

For example, municipalities, which are the most basic local governments, have the following entrusted volunteers. In the field of social welfare, entrusted volunteers include welfare commissioners, commissioners for child welfare, commissioners for maternal and child welfare, social worker for the aged (consultants), social worker for the physically handicapped, braille translators and finger language services. In the field of education, entrusted volunteers include youth and children protection and guidance service staff, athletics advisers, social education promotion staff, mobile library management staff, art museum volunteers and cultural assets preservation staff. In the field of the living environment, entrusted volunteers include traffic safety guidance staff, crime prevention staff, members of volunteer fire corps, food hygiene monitors, consumer life consultants and consumer's price monitors, health and hygiene advisers, life improvement advisers, maternal and child health advisers, pollution supervisors, cleaning promotion staff, park managers and cleaning men. Other entrusted volunteers include monitors connected with public relations and public hearings, administrative liaison staff, farmer marriage advisers, "fair election" promotion staff and volunteer interpreters. All of the municipalities do not have these types of entrusted volunteers. However, similar activities are found over a wide area.

Let's classify these activities in some more details. If they are ranked by how widely they are adopted, all the municipalities have welfare commissioners and commissioners for child welfare. They can be called legally institutionalized volunteers. They are followed by consumer life monitors, traffic safety guidance staff and youth and child protection and guidance staff.

Let's classify entrusted volunteers by their fields of activities. A large number of entrusted volunteers are found in the fields of "consumer life, food safety and hygiene, health", "youth and children welfare, misdeed prevention" and "welfare of the handicapped." Entrusted volunteers can be classified by their activity pattern into "facility volunteer", "specific beneficiary volunteer" and "regional volunteer." Facility volunteers work at specific facilities, specific beneficiary volunteers work for specific (limited) residents and regional volunteers work for the entire regional (neighborhood) society. Facility volunteers are frequently engaged in youth and children guidance at youth facilities, braille translation and reading services at libraries, cleaning, maintenance and management of parks and roads. Specific beneficiary volunteers are widely engaged in the welfare of the handicapped and the aged, health and hygiene. Regional volunteers are ordinarily engaged in administration liaison, crime prevention and traffic safety activities.

In many cases, these volunteers are directly entrusted by the local authorities and receive a small amount of activity expenses as traffic expenses or out of pocket compensation. Welfare commissioners, the commissioner for child welfare, youth protections and guidance staff, administration liaison men and health advisers have the status of a local public employee. They account for a relatively small part of entrusted volunteers. The status of entrusted volunteers is determined by each local government unless otherwise legally provided for.

Therefore, entrusted volunteers can be classified into those who are provided for in the law (welfare commissioner, commissioner for child welfare), those provided in ordinances and regulations, those stated in administrative guidelines which have no legal effect and those who are not provided for in writing. Many types of entrusted volunteers are stated in guidelines. There also are many types of entrusted volunteers whose status is not stipulated anywhere. The types of entrusted volunteers provided for in the law are a few.

Cooperation with the local administration was broadly classified into two types. The two types of cooperation were studied in some details. It should be noted that the activities which have been discussed are led by the local authorities and commissioned or entrusted to voluntary residents and private organizations. In reality, local governments use a policy of promoting the activities of residents and

private organizations. In such cases, the local authorities accomplish the objective of the policy by directly assisting residents and private organizations. The assistance is given not in the form of commissioning and entrusting, but in the form of aid, promotion and guidance. The cooperation between the administration and the private sector in this form should be analyzed from the viewpoint of the original function and the nature of residents, private organizations, etc.

5. Nature of Residents, Private Organizations, etc.

What is the characteristic nature of residents and private groups which cooperate with the local administration? This section concretely studies the residents, private groups, etc. which have actually cooperated with the local administration authorities.

(1) Residents

The primary subject of the cooperation between the local administration and the private sector is an individual resident. Residents are the sovereign of a local government and participate in local government. At the same time, they are beneficiaries of governmental services and tax payers who pay for governmental expenses. The nature of residents stated above leads to the assumption that residents insist on their rights and that a local government has a responsibility to respond to it. However, it is inadequate to understand the supply of administrative service as services to negative receivers as stated at the beginning of this paper.

For example, let's take up the collection and disposal of household garbage. It is assumed that the local administrative authorities are responsible for garbage collection. However, it requires too much time and cost to collect garbage from each household. Therefore, one garbage collection place is ordinarily set aside for every 40 - 50 households and garbage is collected on fixed days. Garbage cannot be collected efficiently unless residents take out garbage according to rules. In turn, to try to reduce the amount of waste, the change of waste into resources by recycling and the classified collection of waste cannot be accomplished without residents' cooperation. (Yorimoto:1990)

In reality, voluntary cooperation is not offered by all the residents. According to the public opinion survey covering 3000 adults conducted by the Prime Minister's Office, 42.7% of them have an experience of participating in group activities as a hobby, recreation, sports or social service. Less than 10% of them have experienced activities related to social responsibility, such as social welfare volunteer work, living environment improvement work (cleaning, tree-planting campaign) or regional cooperation work. Nearly half of them have discontinued such activities because of a shortage of time, a large financial burden, or as a result of a shortage of co-workers and leaders. On the other hand, 33.7% of those who have never experienced such activities indicated a desire to participate if they had an opportunity. At the same time, 15.8% of them expressed a will to fulfill social responsibilities. (PR Office of Cabinet Secretariat:1985)

Residents' voluntary cooperation is essential for the administrative service of the future. Of course, residents have forced duties and rights at the same time. They also have public and social responsibility to accomplish public objectives or at least for accomplishing interests which are common to the residents of a neighborhood society. Residents can fulfill their responsibility by volunteer activities, such as cooperation with the administration authorities and by mutual aid in the neighborhood society. (Kobe City System Council:1978)

(2) Residents' Groups

Residents can participate in social activities through group activities in many cases. On the other hand, the administration authorities can expect larger accomplishments from residents' groups because of their high ability. Therefore, the administration authorities ask for cooperation mainly from organized groups. The promotion of the organization of residents' activities is even the immediate purpose of the local authorities in some cases.

In reality, a large variety of groups are cooperating with the local authorities. These groups will be classified and discussed hereinafter. First, these groups can be classified into those whose main objective is cooperating with the administration and those which have another objective, but cooperate with the administration. Secondly, they can be classified into those which have a bureaucratic organization

and those which are arbitrary and flexible. It goes without saying that there are many groups which have intermediate structural characteristics.

<1> Public Corporation and the Third Sector

Public corporation and extra-governmental organizations are typical examples of those groups whose objective is to cooperate with the local administration. In other words, they are established for the vicarious execution of local administrative activities. They include special corporations based on laws and regulations (such as land development public corporations, local housing public corporations, local road public corporations, etc.) and the so-called third sector. The third sector can be classified into non-profit corporations and joint-stock companies. The number of these organizations which have been established under Japanese local governments is 3172 as of 1987. (Yoshida:1989)

These groups can be classified broadly into the following categories by their activity fields. First, there are groups related to housing and urban facilities. They are engaged in the management of public facilities, urban redevelopment projects and other related activities. Secondly, there are groups related to recreation and leisure. They are engaged in leisure development, resort development, sight-seeing promotion, etc. Thirdly, there are groups related to social welfare. They are engaged in the operation of welfare facilities, volunteer center activities. Fourthly, There are groups related to health care and hygiene. They are engaged in health care activities, first aid, sanitary waste treatment, etc. Fifthly, there are groups related to education and culture. They are engaged in youth and child activities, international exchange, and the management and operation of cultural facilities, such as art museums.

It may be necessary to add local public enterprises which are engaged in service of water and sewage work, public transportation business (bus, railway, etc.) and hospital business. They operate under a self-supporting accounting system through the Local Public Enterprise Law.

Highly organized private groups which are established to cooperate with the local administration have been increasing during recent years. Many of them are juridical persons. A large number of them have been established specially during the last 10 years. They are established according to a new policy rather than to complement the conventional local administration services. The so-called third sectors corresponding to the policies are increasing. This trend is indicated clearly by the establishment of juridical associations engaged in international exchange, volunteer centers and resort development.

There are many fields which have been regarded as outside the responsibility of local governments or which are actually outside their responsibility. However, many of these fields are found to contain public interests. Those groups which are classified as the third sector are able to meet such new administrative needs flexibly and quickly in the place of the administration authorities.

<2> Private Groups Supporting Local Administration

Many of the private groups whose primary objective is not cooperation with the local authority actually cooperate with the administration through secondary activities. These groups work for public interests as part of voluntary activities. Many of them contain the nature of cooperation with the local authorities.

There are many groups which perform such activities in present day society. For example, private profit-making enterprises positively make contributions to public interest projects and perform volunteer activities from the viewpoint of their social responsibility. Private educational foundations, social welfare foundations and medical corporations, etc. are also engaged in various social services beyond their original purpose as part of their social responsibility.

In Japan, there are some groups which are constantly cooperating with the administration. They are established for a semi-public purpose. Such groups include, a neighborhood association, a communal association, a social welfare council, a welfare

commissioner/child welfare commissioner council, a youth and child adviser council, a guardian association, a medical association, dentists' association, a pharmacists' association, a food safety association, a PTA federation, a traffic safety association, a crime prevention association, a tax payers' association, a fair election promotion council, an old people's club, a maternal and child welfare association, a mothers' club, a chamber of commerce and industry, a junior chamber, a sightseeing association, a private fire corps, a fire prevention association, an athletic association and a cultural assets protection group. (Isomura:1975) These groups are established voluntarily by local residents.

However, many of them form national federations. Many of them are established by laws, ordinances and guidelines.

These groups have a friendship promoting function, a liaison and exchange function, a profit adjusting function, a pressure function, an enlightenment and educational function, a guidance and regulation function, etc. according to their purpose. At the same time, they cooperate with or complement the activities of the local authorities. For example, a social welfare council is a private group which is established for investigating, planning, coordinating, spreading and advertising social welfare activities. However, it accepts the commissioning of a local government's social welfare projects and gives advice to them from a specialist's standpoint.

Since these semi-public groups contribute to the welfare of regional residents in its wide sense, the local authorities give assistance to them. For example, local governments provide funds for their establishment and for the promotion of their activities. They supply facilities, equipment materials, information and labor.

<3> Neighborhood Association and Communal Association

Neighborhood associations and communal associations occupy a unique and important position from the standpoint of cooperation with the local administration authorities. Neighborhood associations communal associations are traditional groups of residents in the neighborhood. One association usually consists of about half a hundred households. They are comprehensive and

multi-purpose groups organized mainly for friendship and mutual help. Neighborhood associations and communal associations form federations at the municipal level, the prefectural level and the national level.

Neighborhood associations and communal associations have the following characteristics. First, the unit of membership is not an individual, but a household. Secondly, all the households in a district must become members in an almost compulsorily manner. Thirdly, they have comprehensive and diversified purposes or they are not functionally specialized. Fourthly, they have a terminal complementary function in the local administration. Fifthly, they often support a conservative political foundation. Sixthly, they are private, voluntary and nonjuridical groups in spite of the above characteristics. (Kurasawa and Akimoto:1990)

According to a survey conducted by the Ministry of Home Affairs (1980), nearly all the municipalities throughout the country have neighborhood associations and communal associations. The total number is about 275,000. More than 80% of them are engaged in the maintenance and management of meeting places, the cleaning and beautification of the region, Bon Festival dances, festivals, sports meetings, community chest and blood donation. More than 60% of them are engaged in the installation and management of street lamps and security lamps, disaster prevention and fire prevention activities, cultural and sports activities, a senior citizens' meeting, a coming-of-age ceremony and a children's club. It should specially be noted that 95% of them are engaged in liaison activities with municipalities and 89% of them submit requests and petitions to municipalities. Another survey also reveals that their main activities are cooperation with the community chest, road and river cleaning, liaison with municipalities, sports meetings and activities, waste disposal activities, assistance for a children's club and an old people's club and street lamp installation. These surveys clearly show the characteristics of neighborhood associations and communal associations. (Research Institute of Local Administration : 1985)

Let's study these associations in more detail from the viewpoint of cooperation with the administration. According to a survey

conducted by the Saitama Prefecture's Autonomy Promotion Center, 92% of municipalities in Saitama Prefecture depend on neighborhood associations and communal associations for the distribution of their public relations bulletins and 91% of them depend on them for the distribution of circular notices. They are followed by traffic accident mutual aid association work (72%), the distribution of official election bulletins (65%), the distribution of vermin extermination and disinfectant chemicals (42%) and a household census (27%). On the other hand, only 10 - 20% of the municipalities depend on these associations for the delivery of a tax notice, an automobile tax notice, a national pension premium notice, a national health insurance premium notice and an election admission ticket because they have problems related to the protection of privacy and rights. (Saitama Prefecture's Autonomy Promotion Center:1980)

As explained above, neighborhood associations and communal associations play a role in comprehensively connecting residents and the local authorities in the district where they reside. Their main function is public relations and public hearings, namely, transmitting information from the authorities to residents and transmitting residents' requests to the authorities. In addition, they perform some of the services (cleaning, investigation, etc.) which were originally within the responsibility of the administration authorities. They also try to persuade residents to promote the smooth execution of governmental projects, such as the construction of public facilities.

The use of neighborhood associations and communal associations as the terminal organizations of the administration is sometimes criticized. The critics say that the burden is transferred to residents and the administrative responsibilities are rendered ambiguous. In reality, it is said that the urbanization and the movement of population have lowered their membership percentage and vitality. It has also been pointed out that neighborhood associations and communal associations are even an obstacle to residents' voluntary participation and activities. (Takayose:1979) In view of the current situation, some of the local authorities are trying to reorganize and strengthen neighborhood associations and communal associations as a part of the community development which aims to recover regional cooperation and participation. (Institute of Administrative Management:1990)

This chapter described the characteristics of residents, private groups, public corporations, the third sector, neighborhood associations and communal associations which cooperate with the local administration authorities. It reveals the need to vitalize residents' and private groups' volunteer activities, to regionally organize and institutionalize their activities, and to construct multi-lateral and equal cooperative relations between the local authorities and residents, etc. Whether or not it can be implemented depends highly on the policy of their counterparts, namely, local governments.

6. Administrative Methods for Cooperation between Public and Private

Local governments adopt various methods to obtain residents' and private groups' cooperation. Although they exercise their authority in performing many of their activities, there is no room for authority to obtain residents' and private groups' cooperation. Therefore, the following methods can probably be applied to this field. The 1st method is to supply the resources for activities, such as money. This can be called the supply type method. The 2nd method is to supply knowledge and information. This can be called administrative guidance type method. The 3rd method is to supplement personnel by sending governmental employees. This can be called the personnel method. The 4th method is to motivate residents and private groups to cooperative activities. This can be called the encouragement method. The 5th method is to improve the environment for cooperative activities. This can be called the environment improvement type method. This category can be classified into the improvement of the physical environment, such as facilities, and the improvement of social and social/institutional environment, such as permission, approval and coordination with other groups. The 6th method is to obtain cooperation by participation in the administration process.

The 1st method is to supply resources. Local governments widely supply money, materials, etc. for commissioning services, such as the distribution of public relations bulletins. They frequently provide disinfectant chemicals, etc. They also pay a part of traffic expenses, and telephone bills or supply small allowances. The payment of commissioning expenses and the supply of materials for activities are most widely found. They also supplement the operational expenses of

some private groups, such as a traffic safety association and a crime prevention association. They supplement the construction expenses of communal associations' meeting places or allow the use of public facilities without charge or at low rates. This method is close to the environment improvement type method.

The 2nd method is the administrative guidance type method. Local governments assist residents and private groups by supplying many kinds of information, including the formation of a residents' group, the forms of organizations, the establishment of operational rules, the selection of members and activities. Since the local authorities have good access to such information, they can expect active cooperation from residents by supplying information to them. When residents' activities encounter difficulties, they can supply knowledge for solution or coordination. Although administrative guidance cannot be enforced in principle, it is sometimes taken as a forced direction which residents, private groups, etc. cannot ignore. Administrative guidance for public and private cooperation is often judged as unavoidable, though undesirable, by administrative officers themselves. (Japan City Center:1986a)

The 3rd method is the personnel supply type method. When private groups, etc. are organized, the local administration authorities send their employees to manage them in some cases. They send employees permanently in the form of temporary transfers in other cases. This method is often used in a sightseeing association, a social welfare council, etc. In many cases, retired local public employees become full-time staff of such groups. Temporary leaders or lecturers having specialized knowledge are sometimes sent to voluntary groups or residents' groups which are not adequately organized. The local administration authorities often hold courses to train volunteer leaders, and for lectures and training sessions for volunteers.

The 4th method gives motivation to promote the activities of residents' groups, etc. The commendation system is a typical example. It commends the social contribution of volunteer activities in the name of a local government. The representatives of various groups, such as neighborhood associations and communal associations, are frequently commended. The purpose of this method is to motivate residents by certifying and evaluating the social significance of cooperative activities. The local authorities sometimes hold parties in appreciation of services.

The 5th method is to improve the environment. Local governments should eliminate environmental obstacles to resident and private group activities. One of the largest problems in Japan is the shortage of places or bases for activities. The assistance given in the construction of meeting facilities, etc. is one of the measures taken for the shortage of places. The local authorities must also have a public relations function and a coordination function. In other words, they must form an environment to obtain cooperation by giving information about the current state of private cooperations to general residents and their groups.

The 6th method tries to activate residents' and private groups' cooperation by expanding their participation in the administrative process. It will become the most important method to obtain private cooperation in order to make a joint decision in a cooperation field through participation and to conclude a cooperation agreement between the administration and the private sector. Its importance has already been recognized in city planning, urban redevelopment, etc. (Wakatake:1982)

To which method is the largest importance attached among all the supporting methods which local governments can take? According to the Institute of Local Government's survey on entrusted volunteers, local governments have laid the greatest emphasis on lecture sessions and training courses. The 2nd one is back up by public employees and is to provide a secretariat function. It is followed by the supply of activity places, the improvement of public relations to residents, financial aids such as activity expenses, the commendation system and the premium payment of a volunteer insurance. (Institute of Local Government:1988)

On the other hand, a survey on volunteer groups in Hokkaido reveals that the strongest demand on the local authorities is the supply of public facilities for their activities. It is followed by an assistance through a social welfare council, etc., lecture sessions and training courses, the supply of information, etc. (Institute of Administrative Management: 1983)

The survey results indicate the importance of the improvement of facility environment, the supply of information and learning opportunities, and financial aids.

7. Conclusion

The present paper has analyzed the current status of the division of roles between the public and private sectors in the local administration in Japan. The result of this analysis suggests some future directions. For one thing, the division of roles between the two sectors will change. This change will bring about both qualitative and quantitative changes to the fields in which residents, private groups, etc. are expected to cooperate. At the same time, it will bring about changes not only to local governments themselves, but also to residents and private groups. Therefore, it will inevitably change administrative methods and policies. It may be said that the pressure of changing policies is already starting.

First, how is the division of roles between the public and private sectors changing? The following result was obtained by the Japan City Center's survey given on behalf of deputy mayors of cities. When fundamental services which must be supplied and additional services which are supplied selectively are compared, the increase of the latter is far larger. When public interest services which are received by everybody and private interest services which are received by specific individuals are compared, the number of those who predict that the increase of the latter will be larger is slightly larger than those who have the opposite view. (Japan City Center:1988)

This result leads to the conclusion that private interest and selective services will increase among administrative services. The local authorities will be obliged to start those services which have generally been regarded as privately supplied services. In other words, the previous distinction between the public and private sectors will no longer be applicable. There is a possibility that the two will infiltrate into each other and share natures common to both.

It should be noted that local governments are democratic governments that protect residents' overall interest, while they have already take a direction toward privatization at the same time. The measures taken toward increasing the ambiguity of the boundary between the public and private sectors have been taken already. One of them is to determine the limitation of the administration. Others are to introduce the

private enterprise administration method, to utilize commissioning and semi-public groups and to encourage cooperation within the private sector. (Niikawa:1990)

The trend of new services will increase the importance of residents' and private groups' activities. This is being accelerated by the trend toward privatization. The following possibility should be considered. When private interest type services and selective services must be offered as a part of administrative services, the party which will play the main role will not be the administrative authorities, but the private sector. In other words, many public services which are accomplished by the leadership of residents and private groups with partial cooperation from the administrative authorities are beginning to appear.

This trend was beginning to appear in some volunteer activities in the social welfare and education field. However, residents, private groups, etc. must play an important role in the future in all fields, including city planning projects, environmental problems, personal services and environmental services. For example, it is reported that residents, private groups, etc. are beginning to offer services of a public nature in the fields of waste disposal, food safety and hygiene, urban gentrification, preservation of the nature and welfare services. (Institute of overall local autonomy studies of Kanagawa prefecture's government:1984)

However, the problem is that the division of roles between the administration and the private sector for these new services has not been clarified. It is still left ambiguous who should assume the main responsibility for them. If this problem is left alone, the ambiguous relation between the administration, the private sector and volunteers which was experienced in the social welfare field will be experienced in more fields. The fundamental problem is to determine the responsibilities of the administration and the responsibilities of residents, private groups, etc. Of course, the ranges of responsibilities will change according to the social and economic environment. However, the principle which should be applied will always be fair distribution and substantial equality. (Homans:1961)

If residents, private groups, etc. become mainly responsible for new administrative services as a result of the determination of their public responsibilities, these private services themselves must undergo

self-reform. Residents, private groups, the third sector, etc. will be demanded to control themselves in response to their public responsibilities while manifesting their voluntary characteristic to the maximum degree. The contradiction between the manifestation of voluntariness and self-control will lead residents, private groups, etc. to reorganize themselves into new organizations.

In this case, what will be the role of local governments? It goes without saying that they should continue to be responsible for fundamental and public interest type administrative services. On the other hand, what are they expected to do in those fields residents and private groups take the leadership under the cooperation between public and private sectors?^Q

In principle, local governments must fulfill their responsibilities through such cooperation. First, they must assure that services are supplied efficiently and fairly. Concretely speaking, they must supervise the services which they commission to the private sector, they must also supervise privatized businesses and private group activities. They must intervene if necessary.

Secondly, they must assist residents, private groups, etc. They must make efforts to encourage resident voluntariness. For example, they must study measures to promote volunteer activities. They must also promote organization of activities. Residents' voluntary activities become more stable and effective by means of organization.

Thirdly, they must also institutionalize cooperative activities to a certain extent. The local authorities commission and entrust services, establish third sector organizations and give grants even at present. However, there is a trend in which the local authorities take the leadership and utilize residents, private organizations, etc. Residents' voluntary participation and cooperation should be socially institutionalized to promote cooperation between the public and private sectors under equal partnership. It is now demanded to establish a social system which gives high social evaluation to the public activities of residents, private groups, etc.

Notes

(1) The following analysis is limited only to the roles of residents and their groups in the local administration. In order to study the Japanese local governments, the relations among the central government, prefectures and municipalities must be considered because Japan is a unitary state. (Reed:1986) The relation between the public sector and the private sector must be analyzed with more care because the free market system is used. Regrettably, these discussions are not taken up in the present paper.

(2) The groups which cooperate with the local administration, include public and private groups at the national, prefectural, municipal and various other levels. The residents who participate in various cooperative activities are not necessarily regional residents. Recently, international private groups like NGO, foreign governmental, public and private groups are also beginning to deepen their relation with local governments. However, the present paper is concerned only with regional residents and regional groups of Japanese local governments.

(3) The Japanese central government has also promoted efforts to rationalize its functions during the past 10 years as clearly indicated in Section 2 of this paper. Not only the local governments, but also the central government are faced with the problem of reconstructing the relation with the private sector. It should be pointed out that the influence of a central policy on the local administration is large in some degree.

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