

Chapter 1 In the Beginning

1.1 What is an Administrative Organization related to Agriculture?

In the national administrative agency, the Ministry of Agriculture, Forestry and Fisheries is a representative organization of an administrative organ which is established in relation to agriculture. It entertains requests by agricultural workers, enacts laws that support agricultural workers, etc. and administers regulations, subsidies and complementary measures on the basis of the laws. Agriculture-related departments of prefectural or municipal governments which are local administrative organs assume charge of the local administration concerned in a way to execute business pursuant to the laws and such execution of business is conducted in linkage with the national administrative organs.

It is the Local Autonomy Law that stipulates the basic matters concerning the relationship between the State and local public bodies and local administrative organs conduct local autonomy in accordance with the provisions of this Local Autonomy Law.

1.2 Administrative Organization of Government

1.2.1 Role of the State (seen from the Local Autonomy Law)

In its Paragraph 2 of Article 1-2, the Local Autonomy Law provides for the role the State should assume predominantly.

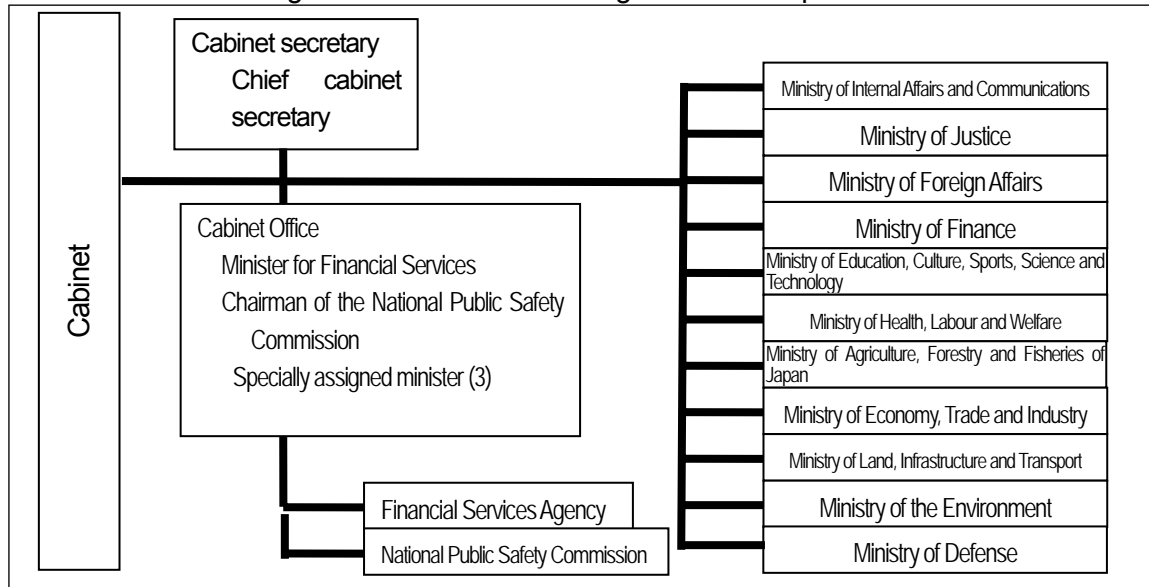
It provides for the following: “the State should assume administrative work related to the existence of the State in international society, administrative work related to basic standing rules that should be preferably prescribed uniformly for the whole country in relation to various activities of the nation and the local autonomy, or implementation of policies and projects that must be carried out on a national scale or from the national viewpoint or other roles that the State should perform intrinsically. Each state and the local public bodies should appropriately bear their role, on a principle that the administration that is close to the residents should be entrusted to the local public bodies and sufficient care must be taken to ensure that autonomy and independency be fully displayed in formulating system and implementing policies concerning the local public bodies.

For this reason, the State has the role of improving the legal system relating to formulation of principles and setting-up of standards.

1.2.2 Administrative Organizations of Government

Administrative organizations of the Japanese government were reorganized on January 6, 2001 with the former 1 Office and 22 Ministries and Agencies integrated into 1 Office and 12 Agencies. Subsequently, on January 9, 2007, the Defense Agency, an external organ of Cabinet Office was raised to the status of a Ministry, with the current organization as shown in Figure 1.1.

Figure 1.1 Administrative Organization of Japan



Included in this is the Ministry of Agriculture, Forestry and Fisheries as an organization for promoting stable supply of foods and preservation of national land through development of agriculture, forestry, and fishery. On July 1, 2003, the Food Safety and Consumer Affairs Bureau was newly established to promote policies that attach importance to consumers in light of enhanced public concern towards safety and security of foods and this establishment of the new Bureau brought the organization as shown on Figure 1.2.

The organization of the Ministry, as an internal organization consists of the following 1 office and 5 bureaus:

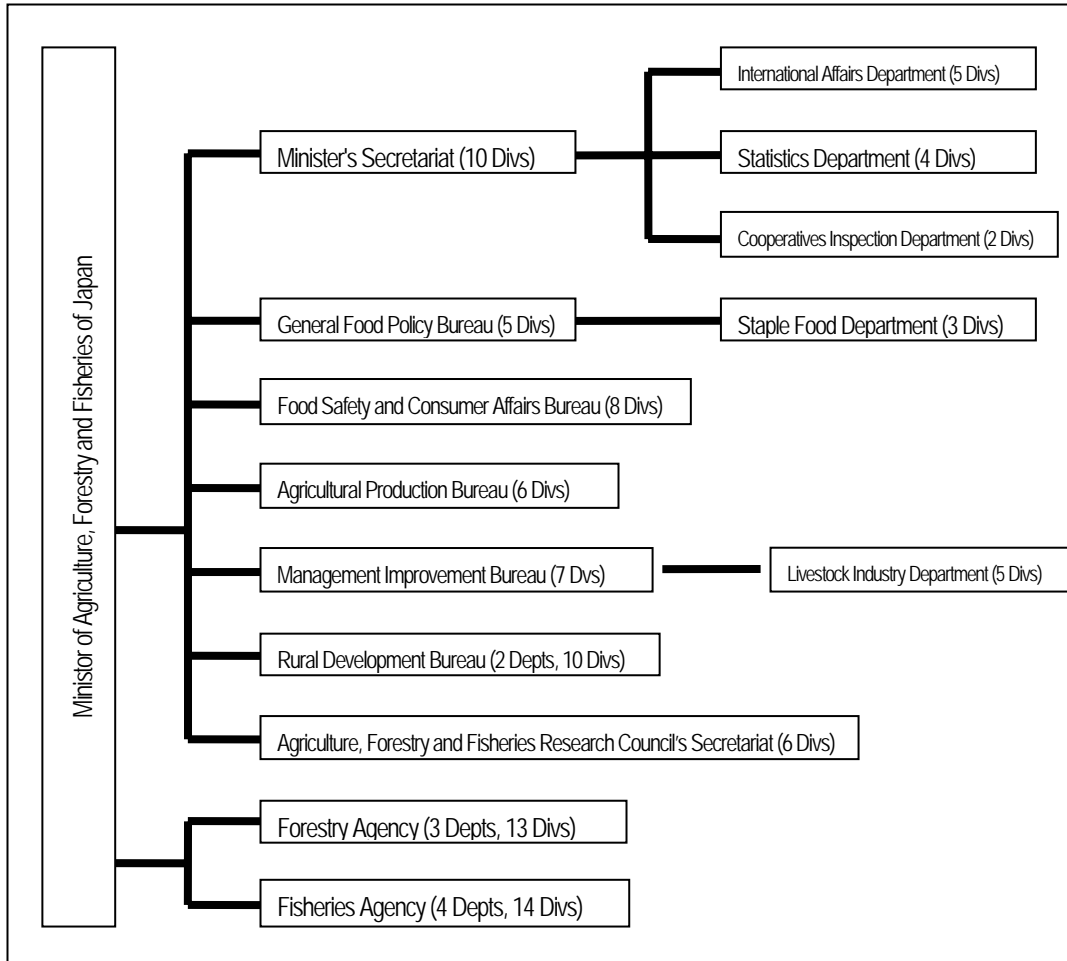
- 1 Minister' Secretariat that coordinates and arranges in order the affairs of the entire Ministry, and supervises evaluation of policies, collection of statistical information and rule-making on trade of agricultural products;
- 2 General Food Policy Bureau that generally manages stable and efficient supply of foods indispensable for daily life and controls their stable import and saving for emergency;
- 3 Food Safety and Consumer Affairs Bureau that is in charge of affairs related to securing of safety of agricultural, forest and marine products as foodstuff;
- 4 Agricultural Production Bureau that is in charge of the increasing of a rate of self-sufficiency of agricultural products including livestock products through production promotion;
- 5 Management Improvement Bureau that develops comprehensive management measures including diffusion of technology, management counseling, financing of resources with an aim of developing efficient and stable agricultural management;
- 6 Rural Development Bureau that is in charge of the affairs related to foundation of agricultural production and rural improvement.

It has also, as "a special organ" in the National Government Organization Law Agriculture, Forestry and Fisheries Research Council's Secretariat that supports and supervises research institutes conducting various experiments and researches and, as an external agency, two agencies that have

larger scale and more independency than bureaus.

The two agencies that are set up as an external agency are Forestry Agency that controls forests and fields that account for approximately 66% of the area of national land of Japan and directly manages about one third of the forests and fields itself and Fisheries Agency that focuses its promotion and control on fishery that supplies about 40% of an animal protein source for Japanese

Figure 1.2 Organization of the Ministry of Agriculture, Forestry and Fisheries

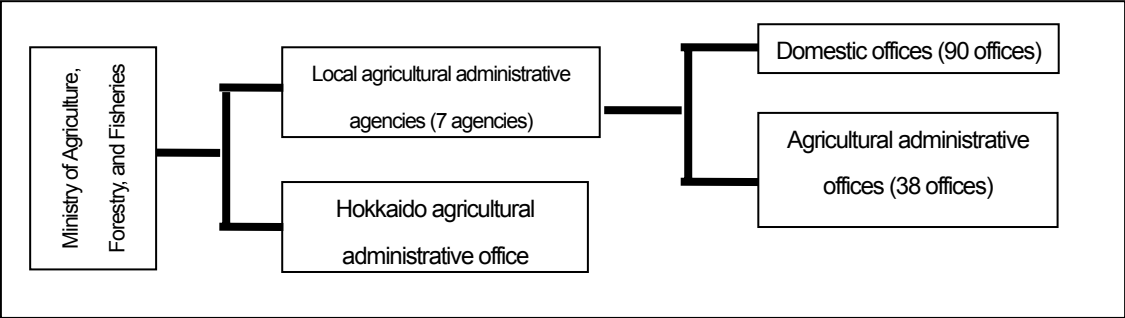


The administrative organization in the Ministry of Agriculture, Forestry, and Fisheries has 7 regional agricultural administrative bureaus that make up a regional divisional bureau and a Hokkaido agricultural administrative office based on the National Government Organization Law as the closest organization to producers and consumers. These 7 organizations have 90 domestic offices and 38 agricultural administrative offices (see Figure 1.3) as the local agency and execute various measures according to local actual situations regarding following services.

- a) Grasps the actual situation of the region and extends policies regarding food, agriculture, and rural areas
- b) Monitors and gives instructions to secure confidence in food and consumer administration
- c) Executes main food businesses
- d) Promotes administration on food industries
- e) Comprehensive promotion of agricultural policies related to production and management

- f) Promote rural area and inter-mountainous regions
- g) Execute, instruct, and aid improvement operations in agriculture and rural areas
- h) Create and supply statistics

Figure 1.3 Local Authorities for the Ministry of Agriculture, Forestry, and Fisheries



1.3 Administrative Organization of Local Public Bodies

1.3.1 Role to be played by prefectures (as seen from the Local Autonomy Law)

Concerning the role to be played by prefectures, Article 1-2, Paragraph 1 of the Local Autonomy Law provides “Local public bodies extensively assume the role of conducting autonomously and generally administration in the locality on the principle of seeking to promote the welfare of the residents” and the Law provides for the business to be conducted by local public bodies by its Article 2, Paragraph 2, which stipulates that ordinary local public bodies conduct business in the region and other businesses that are to be executed in accordance with the laws or government ordinances based on the laws. The Law further provides in Article 2, Paragraph 5 for 3 types of businesses to be conducted by prefectures, stating “Prefectures shall deal with what covers the wide area, what concerns coordination and adjustment related to municipalities and what is considered to be inappropriate for ordinary municipalities to deal with in its scale or in its nature.” Prefectures have a role to promote smooth administration through providing objective instructions to the municipalities.

A portion of business prefectures may share in farming, forestry and fishery includes development of production, support to farmers in their management, improvement work of land operated by prefectures, diversion of arable land to other uses. A main portion of works allotted to prefectures from the perspective of the legal system is outlined in Figure 1.1.

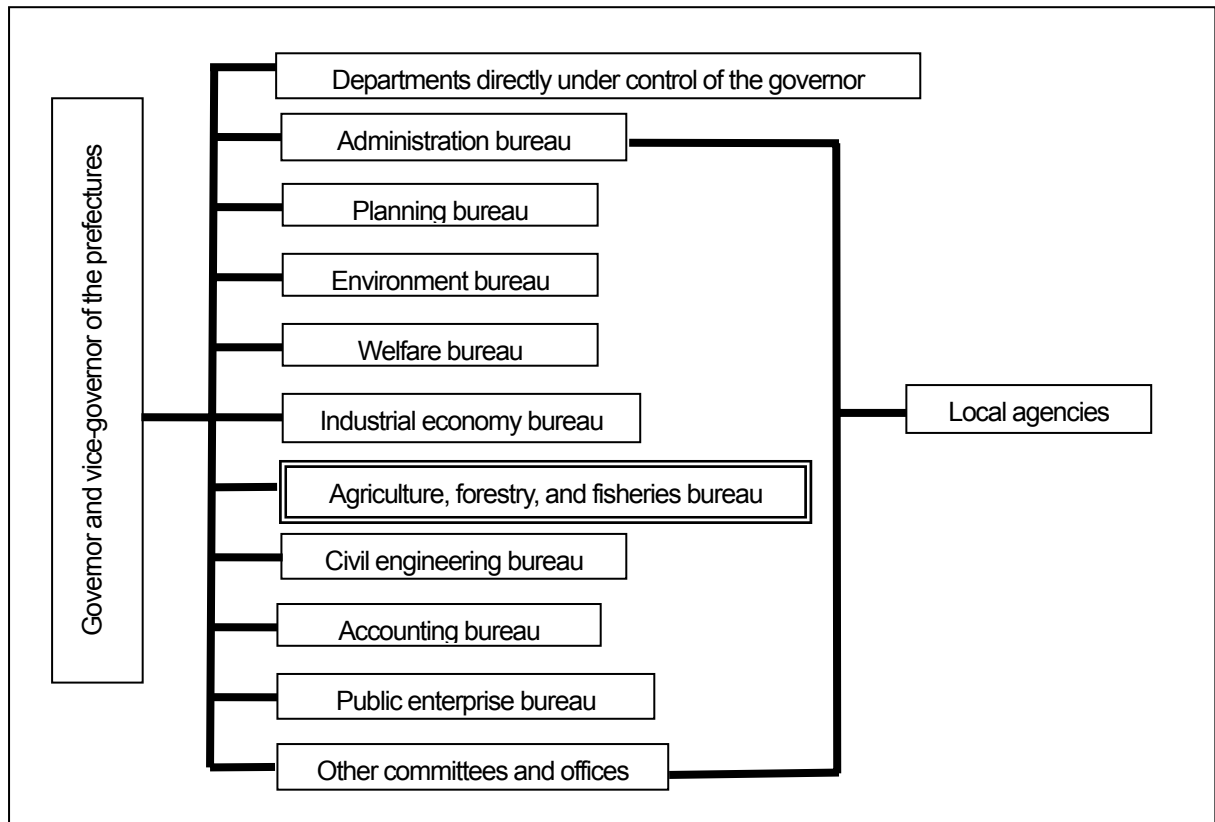
Table 1.1 Outline of a Main Portion of works allotted to Prefecture from the Perspective of the Legal System

Related laws and ordinances	Portion of works allotted to prefectures
Agricultural Land Law	Permission to convert arable land to other uses
Land Improvement Law	Improvement works of land owned by prefectures or groups
Agricultural Reform Promotion Law	Conducting projects of spreading cooperative agriculture (Establishment of a local agricultural reform center, etc.)
Agricultural Development Law	Formulation of basic principles of agricultural development area improvement and improvement plans (municipal) Designation of agriculture development area
Forest Law	Regional forestry planning, designation and termination of forest reserve (except for important river basin)

1.3.2 Main Prefectural Organizations

Prefectural organizations differ in each prefecture, however, the main bureaus set up by the main government is as stated in Figure 1.4. The bureaus particularly related to agriculture are handled by the agriculture, forestry, and fisheries bureau, but there are some other bureaus that are in charge of some sections. For example, the civil engineering bureau is in charge of the agricultural infrastructure. The government administration organization makes adjustments at the main government office but a local agency is established in each regional administrative area to make adjustments with the administrative organizations in the municipalities and to make smooth support to the regional residents. These local agencies collect and grasp the opinions of the regional residents directly or through the municipalities to reflect their opinions by the government or have the prefectures take care of the matter themselves.

Figure 1.4 Major Prefectural Organizations



1.3.3 Roles to be played by municipalities

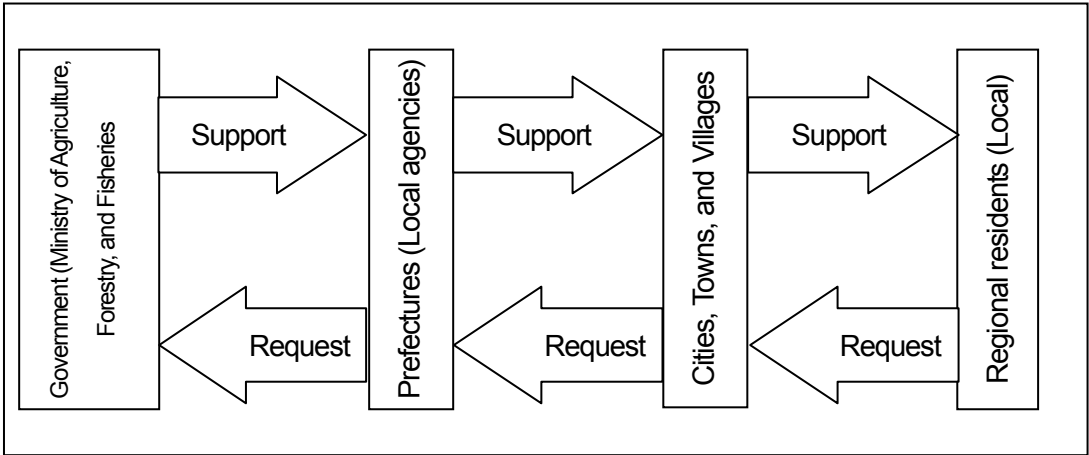
Article 2, Paragraph 3 of the Local Autonomy Law provides that, “as basic local public bodies, the municipality shall conduct business.....except such business as the laws provide prefectures should conduct, provided, however, thatwhat is considered to be inappropriate for ordinary municipalities to deal with in its scale or in its nature may be dealt with by such municipality depending on their scale and competence.”

In farming, the municipality has the role of supporting agricultural workers and their organizations in their independent approach towards realization of agricultural policies in the locality. This role is performed as the closest administrative organs to agricultural workers and their organizations in cooperation with the persons and organizations concerned. The roles mentioned for municipality to undertake includes providing advice and guidance concerning coordination with the persons concerned and various organizations as well as make adjustments required for closer liaison in order to ensure that agricultural policies are implemented.

The flow from the municipalities to the government is as shown in Figure 1.5. The system is such that the municipalities confirm the opinions of the regional residents and conveys the message to the government through the prefectural local agencies. On the other hand the government and prefectures can offer support such as subsidies to local residents through the municipalities. Do to so, many of the municipalities have an organization that is similar to the local agencies in the prefectures so that an

smooth management can be carried out with the prefecture. However, as there is a limit to the number of staff in the villages and towns, there are some who have set up a bureau that carry out similar operations. In these past few years, small municipalities have become bigger with the merging of small scale municipalities. This is related to decentralization as these municipalities are endeavoring to heighten their independence and autonomy.

Figure 1.5 Flow from Regional Inhabitants to the Government



1.4 Organization for Experiment /Research and Diffusion

The Ministry of Agriculture, Forestry and Fisheries has been a holder of 13 research institutes, each specialized in its own field, and mainly located in Tsukuba Academic City. They included Agricultural Research Center, Research Institute for Agrobiological Sciences, Institute for Agro-Environmental Sciences, Institutes of Livestock, Grassland, Fruit Tree, Vegetable and Tea, Institute for Rural Engineering, Institute of Agricultural Economics, Food Research Institute, and International, and have been conducting specialized research each in their own fields. The Ministry has also been a holder of 6 agricultural experimental stations each in 6 principal agricultural regions and they have been carrying out applied researches each for its own region.

However, on April 1, 2001, experimental organizations and research institutes of the whole nation were incorporated simultaneously as independent administrative agencies in order to be able to perform flexible research activities profiting by adopting private sector vitality. On April 1, 2006, National Agriculture Research Organization further integrated National Institute for Rural Engineering, National Food Research Institute and National Farmers Academy to form a new organization, National Agriculture and Food Research Organization (NARO).

Out of 19 experimental organizations and research institutes of the Ministry of Agriculture, Forestry and Fisheries, 18 organizations and institutes (National Research Institute of Agricultural Economics which had been studying economic issues has become Policy Research Institute, Ministry of Agriculture, Forestry and Fisheries and an internal organization of the Ministry of Agriculture, Forestry and Fisheries.) were reorganized as shown in Figure 1.6. More specifically, it has become one corporation with a huge organization called NARO which is in charge of issues arising at agricultural

production sites and 3 independent administrative agencies, which have features of being specialized .

Each prefecture, on its part, is a holder of agricultural experimental stations, normally 3 or more, and conducts research of specialties of the region, etc. along with study on application to the region of the fruits of national research. Technical and management know-how developed by the experiment organizations and the research institutes is spread among farmers through Agricultural Extension Centers which are prefectural organizations, individual inquiries from farmers or group workshops. Each prefecture copes with the needs of farmers by locating an Extension Center in their activity range within one hour or so by car.

As of April, 2006, the number of Extension Centers across Japan is 399, an average of 8 sites per prefecture, the member of diffusers is 8,582 people (including technical experts), an average of 21 people in an Extension Center, who are providing guidance and counseling in agricultural technologies and management. The hours spent by diffusers in local guidance and counseling almost account for 80% of their total hours of activities and the hours devoted by them to guidance and counseling to individual farmers have recently accounted for 45% and verges on half of the hours devoted to local guidance and counseling. In the past, Extension Center has been providing its activities, focusing mainly on the training by a group such as arrangements for workshops, but now it has been shifting its focus to individual trainings for positive farmers, including those who desire to introduce new technology, in response to the specialization of farmer's production sector (specialization of the farming area, including dairy farmer, poultry-raising farmer, pig-raising farmer, horticulturist) and diversification of specialization of farmers (they have been increasingly diversified to farmers who specialize in farming, devoting their whole time to it and farmers who cultivate only rice as a side job).

Figure 1.6 Organization Chart of the Experiment/Research and Diffusion System

State		Prefecture		Municipal
National Level	Local Level	Prefectural Level	Regional Level	
<ul style="list-style-type: none"> ○ National Agriculture and Food Research Organization (NARO) 		<ul style="list-style-type: none"> ○ Prefectural Agricultural Experiment Station 	<ul style="list-style-type: none"> ○ Agriculture Extension Center 	
Headquarters National Agricultural Research Center National Institute of Crop Science National Institute of Fruit Tree Science National Institute of Floricultural Science National Institute of Vegetable and Tea Science National Institute of Livestock and Grassland Science National Institute of Animal Health National Institute for Rural Engineering National Food Research Institute	Agricultural Research Center for Hokkaido Region Agricultural Research Center for Tohoku Region Agricultural Research Center for Western Region Agricultural Research Center for Kyushu and Okinawa Region			
<ul style="list-style-type: none"> ○ National Institute of Agrobiological Sciences 				
<ul style="list-style-type: none"> ○ Institute for Agro-Environmental Science 				
<ul style="list-style-type: none"> ○ Japan International Research Center for Agricultural Sciences 				

Chapter 2 Transfer of Administrative Powers to Local Government and Role to be played by Administrative Organization

The Decentralization Promotion Law was enacted in 1995 and it has been considered a principle

in the Local Autonomy Law to give administration that stayed close to residents in the hands of local public bodies as much as possible. While the State is carrying on transfer of its power, etc. to local public bodies, in local public bodies, prefectures are also transferring their services and projects and delegating their power to the municipalities and, they conduct administration reviewing it from a perspective of the public. Efforts are being made to specify the new division of roles between prefectures and municipalities and role to be played by administration is being reviewed. Administration related to agricultural affairs is being reviewed as a part of the entire administration from the perspective of decentralization.

In 2006, the Decentralization Reform Promotion Law was enacted, replacing the Decentralization Promotion Law. This law was designed to “promote division of roles between the State and the local agencies by reviewing the related laws and ordinances, etc. for realization of decentralization and cancel or reduce involvement of the State and contribution to a state subsidy.”

The outline of the Decentralization Reform Promotion Law is as follows:

1. Fundamental Idea

Decentralization Reform is promoted on the basis of the following fundamental idea. It has its base in promoting realization of regional community rich in personality and full of vitality.

- By clarifying the roles to be shared by the State and public local bodies, and,
- By enhancing autonomy and independency of local public bodies

promote conducting of administration by local public bodies at its own discretion and on its own responsibility.

2. Duty, etc. of the State and Local Public Bodies

- (1) The State improves the system of promoting concentrated and unified implementation of decentralization reform and formulates and carries out policy for decentralization reform comprehensively. Local public bodies promote policy concerning betterment and improvement of administrative conduct.
- (2) The State and local public bodies promote simplification and efficiency of administration through themselves along with promotion of decentralization reform.
- (3) The State, in promoting policy concerning development of decentralization reform, respects the position of local public bodies, keep in close contact with them and take appropriate measures to deepen the interests and understanding of the public.

3. Basic Principle concerning Promotion of Decentralization Reform

- (1) The State predominantly assumes the roles it should intrinsically play, makes it a principle to give administration that stayed close to residents in the hands of local public bodies as much as possible and take the following measures:
 - i. To promote delegation of power to local public bodies;
 - ii. To reorganize and streamline imposition of duty on local public bodies in dealing with the business and in the way to perform it.
 - iii. To reorganize and streamline involvement of the State and prefectures in local public bodies.

- (2) State should study on how its financial measures on contribution to a state subsidy, tax allocated to local government, apportionment of tax revenue between the State and local public bodies, etc. ought to be in compliance with the measures mentioned in (1) above, so that local public bodies may be able to execute their works and business autonomously and independently.
- (3) Local public bodies should make efforts to improve and establish their administrative system by promoting administrative and financial reform, and by taking measures to secure administrative equity, enhance transparency and improve popular participation and by taking other necessary measures.

Chapter 3 The Activities of Administration and Other related Organizations

3.1 Activities of Administration

Concerning the activities of administration, the State enacts laws that allow it to conduct regulating, subsidizing or other activities against the activities and the laws are enforcing them. Regulation is putting restrictions on the activities and keeps surveillance over them. Subsidizing is providing an aid by granting a subsidy for promotion of agriculture.

A subsidy is granted by the State to a person or an organization other than the State for works or business conducted by them to aid or to provide financial support and “a person or an organization other than the State” includes not only local public bodies but an individual, a corporation or an organization such as NPO. Legally, in addition to subsidy, “allotment, a government grant for paying a fixed rate of interest and other grant provided for by government ordinance that requires no return of considerable amount” is treated similarly under the generic name of “subsidy, etc.” and the municipality uses this subsidy to carry out the work for local people.

In utilization of private-sector financial resources and business know-how in view of decentralization, municipality reviews laws, etc. as far as public-construction-portion is involved, studies introduction and utilization of PFI (Private Finance Initiative: method by which construction, maintenance and management, operation, etc. of public facilities, etc. is conducted with use of public/private funds, managerial ability and technical power) and promotes commission of maintenance and management, and operation works, etc. to the private sector

3.2 Roles to be played by other agricultural organizations

Agricultural organizations such as Agricultural Commission, Agricultural Cooperatives, Agricultural Mutual Relief Associations and Land Improvement District are called upon to act as a nucleus and work on establishment of regional agriculture and revitalization of rural districts in compliance with the request of agricultural workers. In doing this, they should improve the organization system and management base, strengthen linkage with the locality and liaison with the organizations concerned and fully display the role each organization should play.

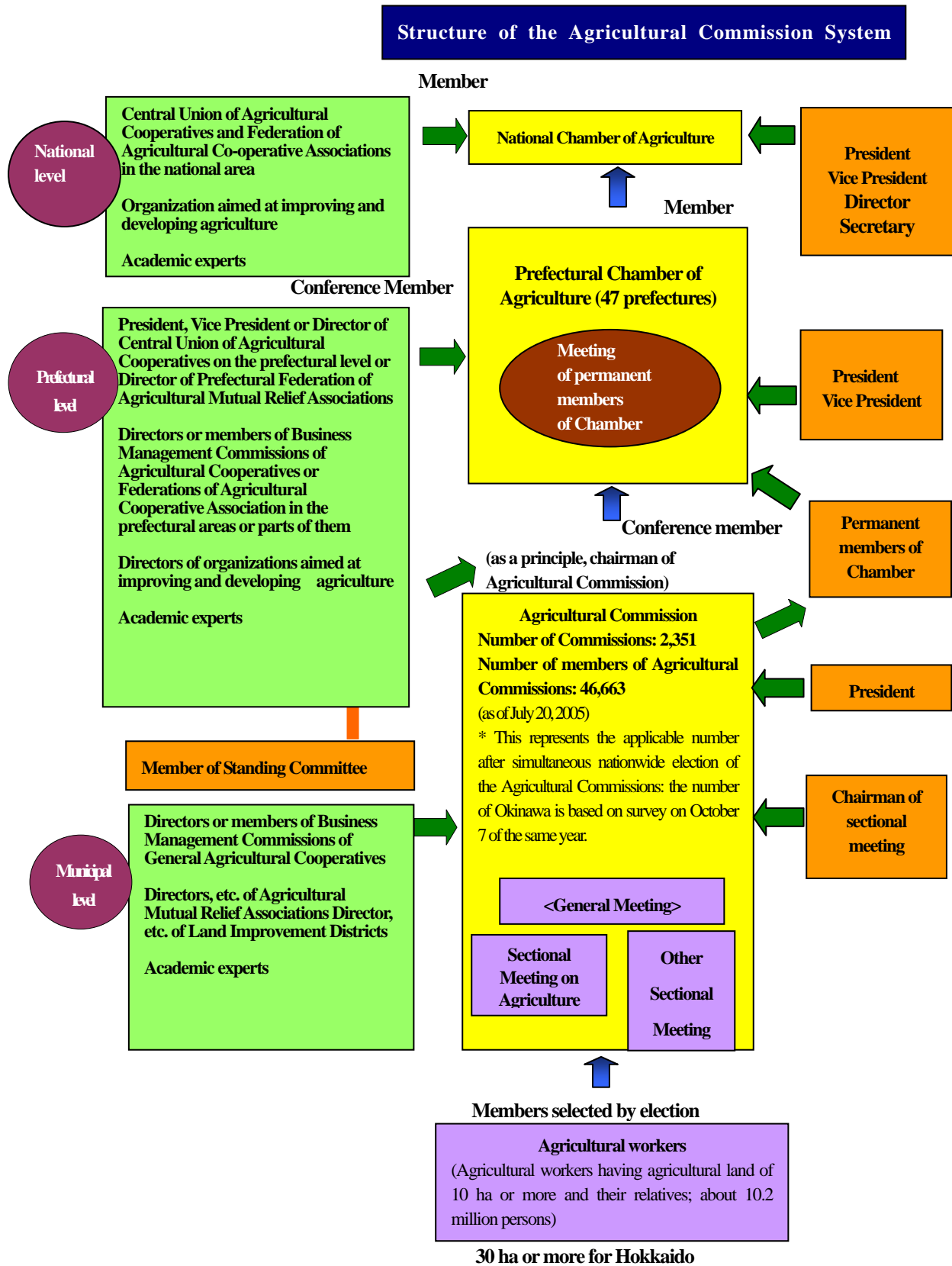
3.3 Agricultural Administrative Organization of Agricultural Workers (Agricultural Commission)

Agricultural Commission is the administrative organization whose establishment in municipality is

made compulsory by Article 180-5, Paragraph 3 of the Local Autonomy Law.

The System of Agricultural Commission lineage consists of 3 levels: Municipal Agricultural Commission, Prefectural Chamber of Agriculture and National Chamber of Agriculture. Although the way the organization should be differs in each level of organization, it is the system provided for by “The Law on Agricultural Commission, etc. “ and is composed as the system of lineage based on a member of Agricultural Commission which is a representative organ of agricultural workers to which the Law on Election of an Public Office is applied correspondingly. This system brings together voices of agricultural workers and the region through the system., positively promotes farmland, structural and management measures, thereby aiming at development of agriculture and farming villages, building up of management of agricultural workers and social and economic development.

Figure 3.1 Structure of the Agricultural Commission System



Chapter 4 Major Issues in Agricultural Administration and Administration Organizations

4.1 Major Issues in Agricultural Administration

(1) Securing a stable supply of food is indispensable for a stable society and in maintaining health and confidence of the people. However, as it is predicted that it is possible that the mid to long term global food supply will be tight, Japan's food self sufficiency rate is dropping and presently, approximately 60% of Japan's food supply is dependent on overseas supplies. We need to be addressed to make systematic efforts to increase the self-sufficiency ratio for food.

(2) Since the outbreak of BSE consumer confidence in food has declined due to the fabricated food displays and the use of non-registered pesticides. It is important to provide agricultural produce and food that is selected and demanded by the consumers and to dissolve consumer anxiety.

(3) As agriculture, forestry, and fisheries industry, as with the other industries, applies environmental burden by its production activities, appropriate efforts including preventative measures are sought to reduce environmental burden.

4.2 Self-Sufficiency Ratio for Food

In the new basic plans for food, agriculture, and rural areas that was established in March 2005, systematic efforts are to be promoted by both public and private organizations by defining the roles and the issues that must be focused on by the related parties such as the local authoritative organizations, the agricultural workers and organizations, entrepreneurs in the food industries, consumers and consumer organizations. The Ministry of Agriculture, Forestry, and Fisheries has set up a council, which is made up of members of related local authorities and related organizations, to improve food self-sufficiency. The related parties of the council have established an action plan that depicts the objectives of the efforts and the specific contents of the efforts and have been carrying out the systematic measures. The target of the food self-sufficiency rate clarifies the issues that should be addressed by the concerned parties and set to 45% (calorie based) by 2015 which is a realizable level in case these issues are solved.

4.3 Safe and Secure Agricultural Produce

To promote a food safety administration focused on the consumers, the Ministry of Agriculture, Forestry, and Fisheries set up the Food Safety and Consumer Affairs Bureau in 2004 to produce and provide safe and secure agricultural produce. In addition to safe production of agricultural produce with the use of appropriate pesticides and drugs for animals, efforts are made in producing and providing safe and secure agricultural produce from a consumer perspective with traceability systems that provide information of the production history to the consumer and an introduction of a hygiene control system. Furthermore, as a new food safety administration, the Food Safety Committee was set up in the Cabinet Office in 2002 where the Ministry of Agriculture, Forestry, and Fisheries and the Ministry of Health, Labor and Welfare cooperate with each other to reinforce the promotional system by conducting risk evaluation on food.

4.4 On the Environment

From a perspective of preventing global warming, forming a recycling-oriented society, and the vitalizing farms, mountains, and fishing villages, the Ministry of Agriculture, Forestry, and Fisheries and other related ministries cooperated and received cabinet approval in December 2002 for the Biomass Nippon General Strategy which gives specific measures and action plans to promote the use of biomass. In addition, in March 2006 reviews were made based on the usage of biomass and the change in circumstances since the enactment of strategies in the issuance of the February 2005 Kyoto Protocol, policies are being promoted to enforce a full-scale introduction of biofuel made in Japan and a rapid construction of a biomass town with the use of unused biomass which is leftover wood in forest lands. The Environmental Policy Division is the window for this operation in the Ministry of Agriculture, Forestry, and Fisheries.

Chapter 5 In the End

Administrative organization of Japan is composed of national, prefectural, and municipal organs and the organs related to these. It is largely divided into administrative agencies of the State and local public bodies set up under the Local Autonomy Law. Each of this organization has its role to play.

Roles to be played by the State and the local agencies are being reviewed following the enactment of the Decentralization Reform Promotion Law and devolution of power from the State to the municipality is now being promoted.

What each of the State and the municipality ought to do in their agriculture-related administration is expected to be reviewed in the future.

A reference

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- PFI Home Page “What is PFI?” PFI Promotion Office of Cabinet Office.

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