

**JAPANESE GOVERNMENT LEADERSHIP  
AND MANAGEMENT**

# Japanese Government Leadership and Management

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MACMILLAN  
PRESS

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First published 1989

Published by  
THE MACMILLAN PRESS LTD  
Houndmills, Basingstoke, Hampshire RG21 2XS  
and London  
Companies and representatives  
throughout the world

British Library Cataloguing in Publication Data  
Bingman, Charles F.

Japanese government leadership and  
management.

1. Japan — Politics and government — 1945–

I. Title

354.52 JQ1631

ISBN 978-0-333-46255-3 ISBN 978-1-349-19646-3 (eBook)

DOI 10.1007/978-1-349-19646-3

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# Preface

Much is being written these days about Japanese private sector management, and these books and articles are creating a rich source of knowledge and understanding about how Japanese companies have achieved some remarkable successes.

There is, however, an even greater story to tell.

During a remarkable 20-year period after the end of World War II, the Japanese rewrote their Constitution; restructured the entire institutional architecture of their national, prefectural and municipal governments; redesigned their political and public administrative institutions and systems; and created a broad range of new programs for education, social service, and income security.

The Japanese had already known how to develop powerful industrial/commercial corporations. What has been even more challenging has been to find a way to provide responsible, responsive, and democratic government for its people — while simultaneously committing the government and the people to an alliance with private sector business for a “fast track” program of economic growth and sophistication.

The Japanese have clearly been very successful in these purposes. But the world seems slow in recognizing the achievements of the Japanese government in these successes, and there is an unfortunate shortage of good assessment available in English about the Japanese government, how it functions, what it has sought to accomplish, and how well it has done. This book is an attempt to help fill that gap.

My own background has been as a federal government executive — in the National Aeronautics and Space Administration, the Office of Management and Budget, and the Department of Transportation — and as a professor of public administration. My interests, therefore, are about how governments really work. This book is intended to provide a general picture of how Japanese governments at all levels function: what they do, how they do it, and how they finance themselves. It is aimed at all kinds of people who would benefit from that kind of understanding; not just scholars, but legislators, public officials, businessmen, international lawyers, and others who may find themselves needing to know more about Japan, and who will come to realize that you can’t understand modern Japan without understanding its governments.

I gratefully acknowledge the help of several organizations. In 1982, I was sponsored in a research trip to Japan by the Council for International Urban Liaison and its research director, George G. Wynne, to study issues of Japanese government productivity and workforce management. Some of the material in this book, especially in Chapter 11 on public corporations, and portions of Chapter 2 on the Management and Coordination Agency and its staffing and control system, were originally published for CIUL. I also received help and encouragement from the American Consortium for International Public Administration and its staff director, John Magruder. During this period, I was associated with the National Academy of Public Administration, whose then President, J. Jackson Walter allowed me time to do research in Japan and writing in the back room.

Most of all, I wish to acknowledge two splendid Japanese organizations. The first is the General Center for Local Autonomy (the Jichi Sogo Center), and its International Programs Director, Mr Nobuharu Uyeno, who made extraordinary efforts to give me opportunities to meet key people at all levels of Japanese government, and to furnish me with many published materials in English which are not available in the United States. In addition, I am grateful for the opportunity to have met with Mr Keiichi Sato, then Chairman of the Institute of Administrative Management, and others of his staff who helped me with meetings, written material, and many valuable insights.

I know that this book only scratches the surface. I hope that it will help to generate a wider desire to know more about what I have come to believe is a remarkable experience in public management.