

Explaining **Jigyou Shiwake**

The Japanese Approach to Local Government Policy and Program Review

Presentation for CLAIR FORUM 2012
17th August, 2012

Nobuo AKAI

Osaka School of International Public Policy, Osaka
University

akai@osipp.osaka-u.ac.jp



聞きたい

2010年度予算編成に向けて、大詰め作業に入る鳩山首相政権。行政刷新会議の「事業仕分け」の成果がどう生かされるか、注目される。国民と税金との距離を縮めた事業仕分けだったが、作業を通じて見えたことや、今後の課題は何か。事業仕分け人を務めた大阪大学大学院国際公共政策研究科の赤井伸郎教授(41)に聞いた。

長

「聞き手・若菜英晴編集局次

ヒアリングに5日

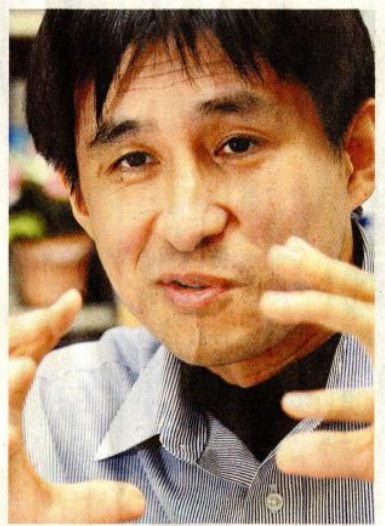
まずは、なぜ事業仕分け人を選ばれたのですか。

◆事業仕分けを考案した「構想日本」の加藤秀樹代表と行政改革などのテーマで接点があり、また、自公政権時代にあった政府の「行政支出総点検会議」(ムタ・ゼロ会議)にもかかわっていたことが理由です。ムタ・ゼロ会議の何人かのメンバーも、今回の事業仕分け人になっています。

——「ムタ・ゼロ会議」と事業仕分けの違いは。

◆公益法人が行う事業を随意契約から競争入札に変えることで政府から公益法人への支出を減らすとか、特別会計を員直すとか、網羅的に点検したのがムタ・ゼロ会議。事

赤井 伸郎さん
事業仕分け人・大阪大学大学院准教授



あかい・のぶお 1968年大阪市生まれ。大阪大学大学院経済学研究科博士課程中退。兵庫県立大助教授を経て07年4月から現職。財務省財政制度等審議会専門委員、大阪府改革評価委員などを務める。08年3月、行政組織とガバナンスの「経済学」(有斐閣)で第48回エコ・ミスト賞(毎日新聞社)を受賞した。

—幾島健太郎撮影

国民目線に意義

「事業仕分け」で見えたこと

事業仕分けは一つ一つの事業を対象にする点で、ムタ・ゼロ会議とは異なります。

——事業仕分けの対象はどのように決まったのでしょうか。事前どのような準備を。◆かねてからムタと思っていたが削れずに続いていた事業を財務省がリストアップし、そこから鳩山政権が進んだのでしよう。準備としては、財務省と関係省庁が作った資料を読み、5日間くらいしか

事前のヒアリングをしましたが、完べきに理解したとは言えませんが、すべての事業について目を通しました。事業仕分け本番を含め、かなりの負担ではありましたが、9日間の仕分け作業すべてに参加できたわけではあり

をまとめました。

◆国民はあのやりとりを見て、税金はこんな使い方をしていくのかと意識を喚起された。専門家同士で議論すべきだという意見もありました。が、国民の視点で見ると官僚が分かりやすい説明ができるのかを試す場でした。国民の関心が高まれば、いいかげんな事はできないし説明責任も生じる。説明できなければ予算はカットされる。こうした経

験は次のステップになりま

す。

——官僚の説明能力の低さを感じました。

◆曰く専門家あるいは身内相手にしかしゃべっていない。官僚は国民に説明することに慣れていません。

——赤井さんは農林水産省、文部科学省、防衛省が対象の第3ワーキンググループのメンバーでしたが、仕分けをしてみた感想は。

◆農林水産省を国家政策としてどう支えていくのかが見えませんでした。農業に金を出すなら林業も漁業も、農業もコマに出すなら他にも出て、補助金がとめどなく出ていく。教育関係ではモデル事業が多く、それらを何年か実施した後に評価をモチロンとせず、名前を変えてモデル事業が続いている。結局、モデル事業を担当する特定の団体に金を配り続けている。明確な戦略のプランが必要ですね。

◆私は大学の人間なので難しい立場でしたが、多くの研究は国のサポート、税金で作られた研究施設があるからこそ続けることができる。税金を使う側にはコスト意識が必要ですね。

——予算削減や基金の返納で総額1・95兆円(毎日新聞集計)捻出しましたが、どう評価していますか。

◆仕分けは国民の代理人として事業のムダを洗い出していることが仕事です。官僚からなるほどと思える説明を得られたら、なければだめ、という判断基準で仕分けしていく。総額は意識しませんが、議論その結果が国民の認識に沿うものであったら、かたがたで評価されると思います。省庁内の議論ではなく、国民目線で議論したことは大きな意味があったと言えます。

もつと時間を

——科学技術予算の仕分けには反対意見も多かった。

◆改善点はありますか。

◆今回は時間不足で自転車操業のような面があった。夏の概算要求に合わせて行うことを考えもよい。また、ワーキンググループをより分け

Participation in Budget Screening Project 2009-2012

What is Jigyo-Shiwake?

(Project Screening, Project Review)

- **Jigyo=> Policy Program**

Ex. Subsidy program for enhancing the specific behavior with positive externality

- **Shiwake=> Selection of the program** to achieve the goal of the policy most efficiently and most effectively

Ex1. (efficiency) A is preferred to B if A is more expensive in order to achieve the same goal than B

Ex2. (effectiveness) A is preferred to B if A is more effective (speedy) than B under the same cost as B.

Background information on this project

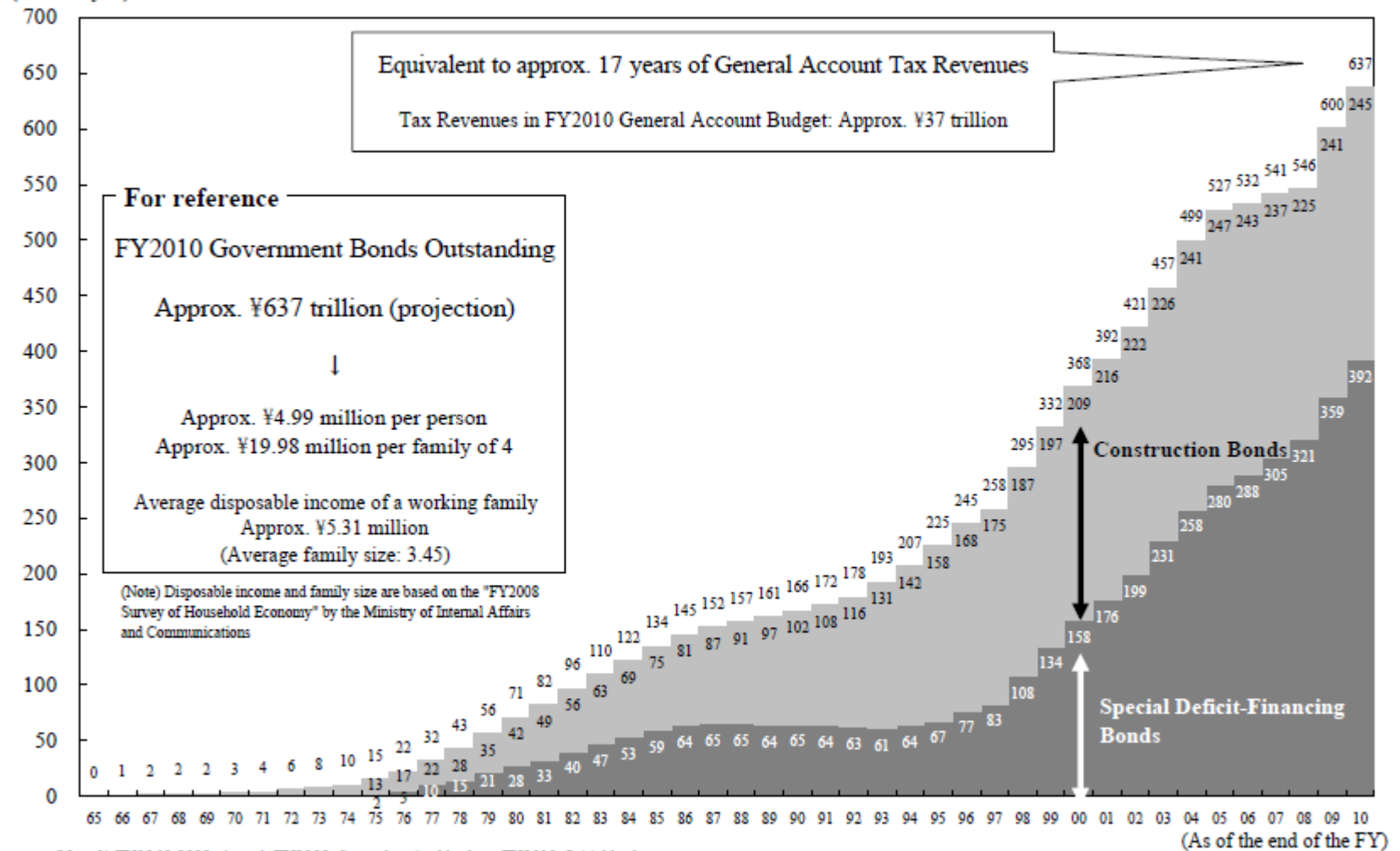


Pressure on the regional government for efficient management

- Almost all municipalities in Japan (97%) depend on the fiscal transfer from the central government
- Huge deficit in the central government affects the amount of the money transferred to regional levels
- This reduction increases the deficit at regional levels

(4) Accumulated Government Bonds Outstanding

(Trillion yen)



(Note 1) FY1965-2008: Actual, FY2009: Second revised budget, FY2010: Initial budget

(Note 2) Special deficit-financing bonds outstanding include refunding bonds for long-term debts transferred from JNR Settlement Corporation, the National Forest Service, etc.

(Note 3) The estimates of FY2009 and FY2010 excluding front-loading issuance of refunding bonds are approximately 588 trillion yen, and 625 trillion yen, respectively.

(5) Long-Term Debt Outstanding of Both Central and Local Governments

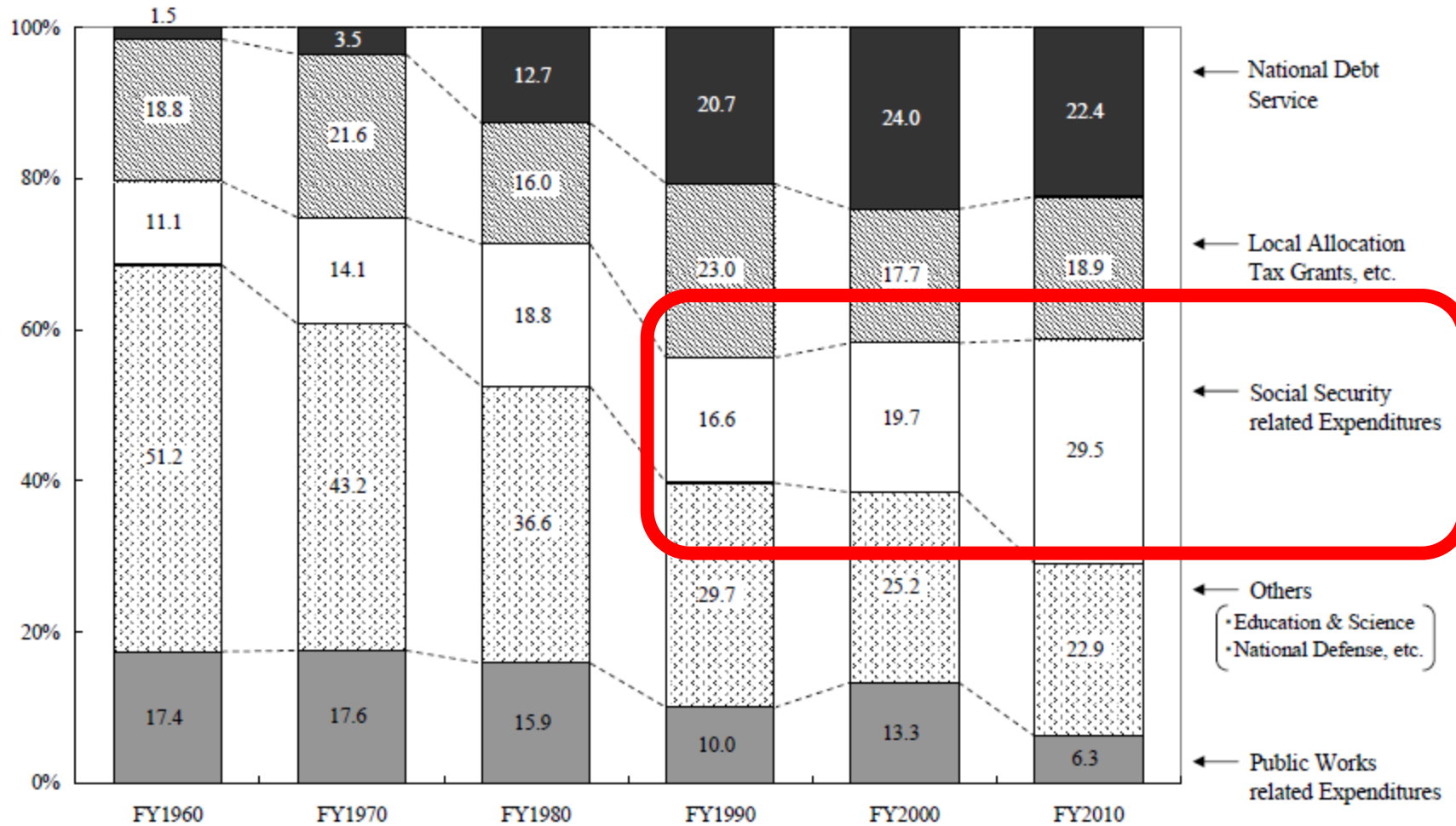
(Trillion yen)

	FY1996 <Actual>	FY2001 <Actual>	FY2008 <Actual>	As of end- FY2009 <Second Revised>	As of end - FY2010 <Budget>
Central Government	Approx. 310	Approx. 485	Approx. 573 (Approx. 568)	Approx. 627 (Approx. 615)	Approx. 663 (Approx. 651)
General Bonds	Approx. 245	Approx. 392	Approx. 546 (Approx. 541)	Approx. 600 (Approx. 588)	Approx. 637 (Approx. 625)
As a percentage of GDP	48%	79%	110% (109%)	127% (124%)	134% (132%)
Local Governments	Approx. 139	Approx. 188	Approx. 197	Approx. 198	Approx. 200
As a percentage of GDP	27%	38%	40%	42%	42%
Total	Approx. 449	Approx. 673	Approx. 770 (Approx. 765)	Approx. 825 (Approx. 813)	Approx. 862 (Approx. 850)
As a percentage of GDP	88%	136%	156% (155%)	174% (172%)	181% (179%)

(Notes)

1. GDP for FY1996-2008: Actual; FY2009: Estimates; FY2010: Forecast.
2. Figures in parentheses in FY2008-2010 does not include front-loading issuance of refunding bonds.
3. The borrowings in the Special Account for Local Allocation and Local Transfer Tax are shared by the central government and local governments in accordance with their shares of redemption. The amount of the borrowings outstanding incurred by the central government was transferred to the general account at the beginning of FY2007, so that the borrowings outstanding in the Special Account since the end of FY2007 is the debt of the local governments (approx. ¥34 trillion).
4. Government bonds outstanding in the Special Account for Fiscal Investment and Loan Program are at approximately 130 trillion yen as of end-FY2010.

(7) Ratio of Major Expenditure Items in the General Account



(Note) FY1960-2000: Settlement, FY2010: Initial budget

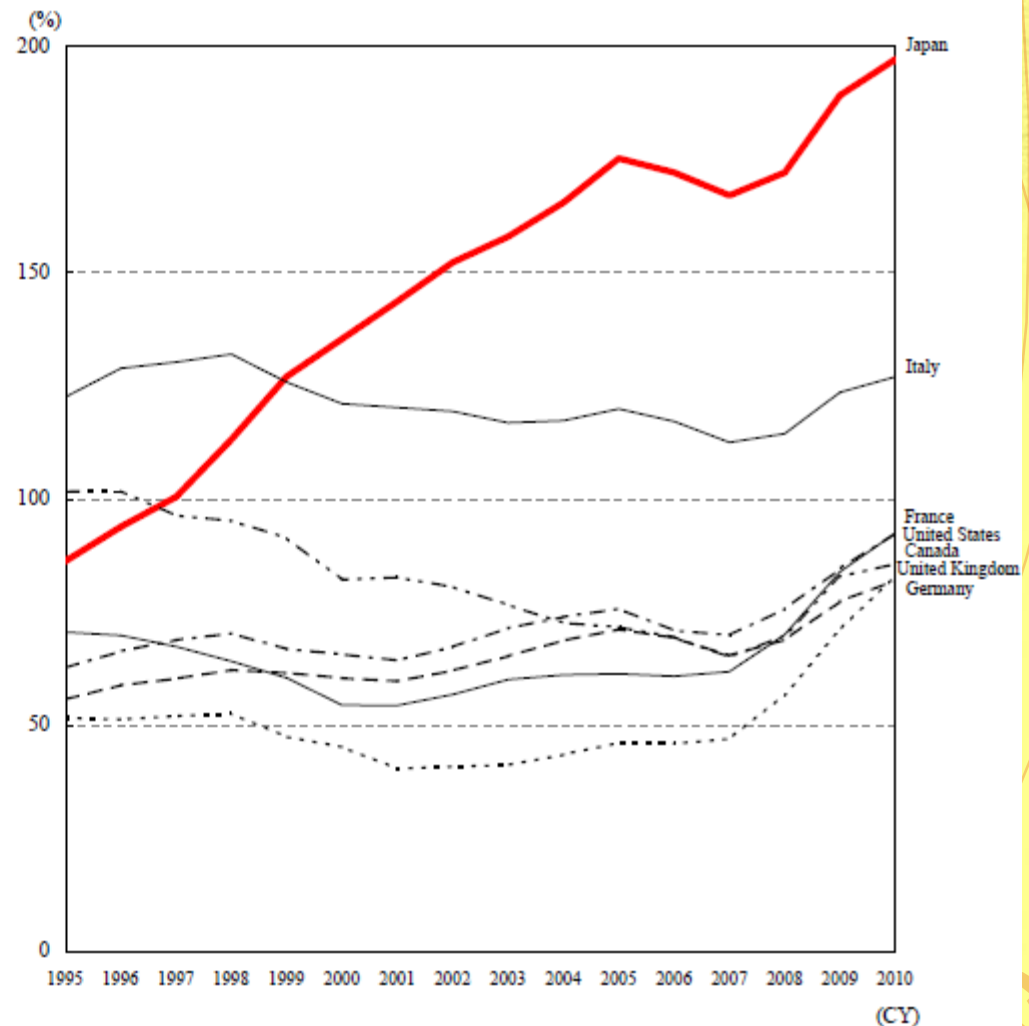
International Comparison 1 (Gross)

(Reference 2) General Government Gross Debt (International Comparison)

(As a percentage of GDP)

CY	1995	1996	1997	1998	1999	2000	2001	2002
Japan	86.2	93.8	100.5	113.2	127.0	135.4	143.7	152.3
U.S.	70.6	69.8	67.3	64.1	60.4	54.4	54.4	56.7
U.K.	51.6	51.2	52.0	52.5	47.4	45.1	40.4	40.8
Germany	55.7	58.8	60.3	62.2	61.5	60.4	59.7	62.1
France	62.7	66.3	68.8	70.3	66.8	65.6	64.3	67.3
Italy	122.5	128.9	130.3	132.0	125.8	121.0	120.2	119.4
Canada	101.6	101.7	96.3	95.2	91.4	82.1	82.7	80.6

CY	2003	2004	2005	2006	2007	2008	2009	2010
Japan	158.0	165.5	175.3	172.1	167.1	172.1	189.3	197.2
U.S.	60.1	61.1	61.3	60.8	61.8	70.0	83.9	92.4
U.K.	41.2	43.5	46.1	45.9	46.9	56.8	71.0	83.1
Germany	65.3	68.7	71.1	69.2	65.3	68.8	77.4	82.0
France	71.4	73.9	75.7	70.9	69.9	75.7	84.5	92.5
Italy	116.8	117.3	119.9	117.1	112.5	114.4	123.6	127.0
Canada	76.6	72.6	71.6	69.5	65.0	69.7	82.8	85.7



(Note) FY2010 budget is not reflected in the above data.
 (Source) OECD "Economic Outlook 86" (December, 2009)

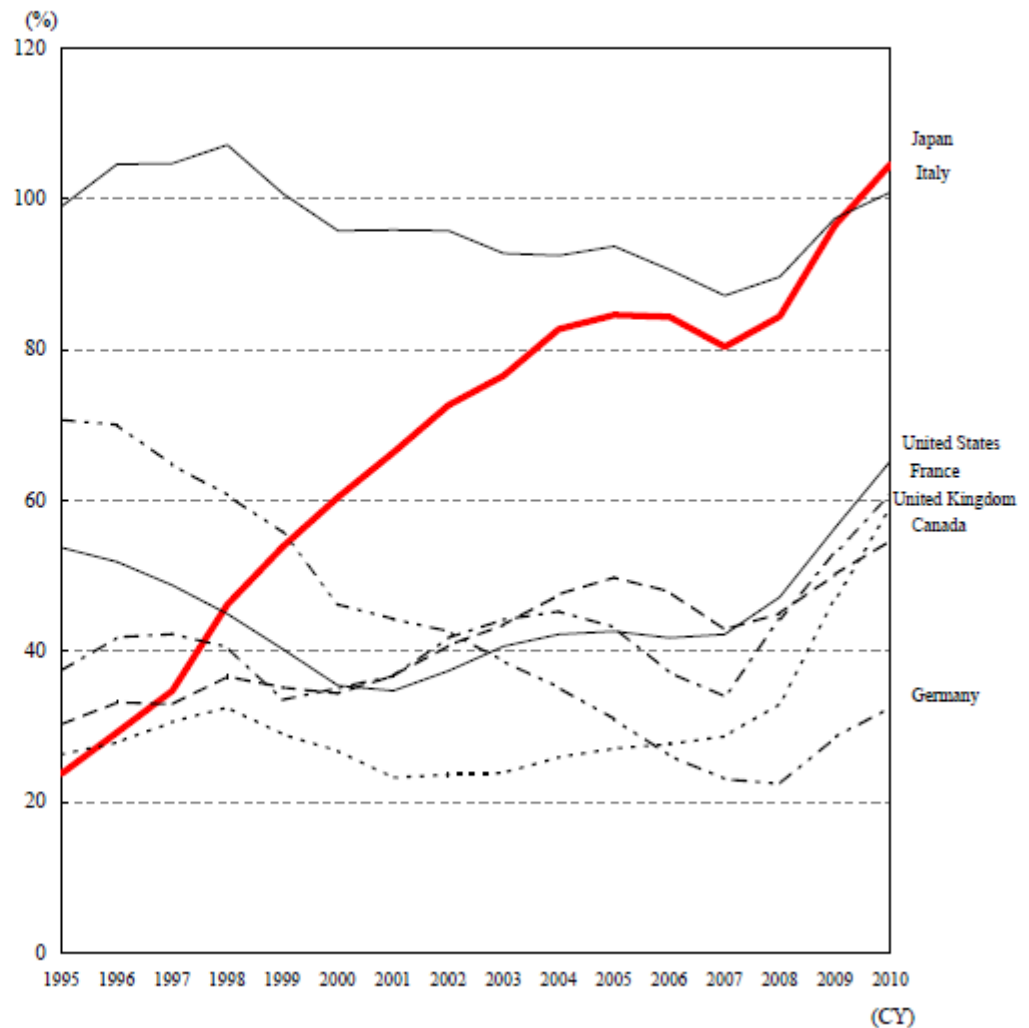
International Comparison 2 (Net)

(Reference 3) General Government Net Debt (International Comparison)

(As a percentage of GDP)

CY	1995	1996	1997	1998	1999	2000	2001	2002
Japan	23.8	29.2	34.8	46.2	53.8	60.4	66.3	72.6
U.S.	53.7	51.8	48.8	45.0	40.3	35.5	34.8	37.4
U.K.	26.3	27.9	30.6	32.6	29.0	26.8	23.2	23.7
Germany	30.3	33.2	33.0	36.7	35.2	34.4	36.7	40.8
France	37.5	41.8	42.3	40.6	33.5	35.1	36.7	41.8
Italy	99.0	104.5	104.7	107.1	100.7	95.7	95.8	95.7
Canada	70.7	70.0	64.7	60.8	55.8	46.2	44.3	42.6

CY	2003	2004	2005	2006	2007	2008	2009	2010
Japan	76.5	82.7	84.6	84.3	80.4	84.4	96.5	104.6
U.S.	40.7	42.3	42.7	41.8	42.3	47.2	56.4	65.2
U.K.	23.9	25.9	27.1	27.7	28.8	33.1	46.9	59.0
Germany	43.5	47.5	49.8	47.9	42.9	45.0	50.2	54.7
France	44.2	45.3	43.2	37.2	34.0	44.3	53.1	60.7
Italy	92.7	92.5	93.7	90.6	87.1	89.6	97.4	100.8
Canada	38.7	35.2	31.0	26.2	23.1	22.4	28.6	32.6



(Note) FY2010 budget is not reflected in the above data.
 (Source) OECD "Economic Outlook 86" (December, 2009)

Pressure on the regional government for effective management



● Jigyo-Shiwake (Project Screening, Project Review)

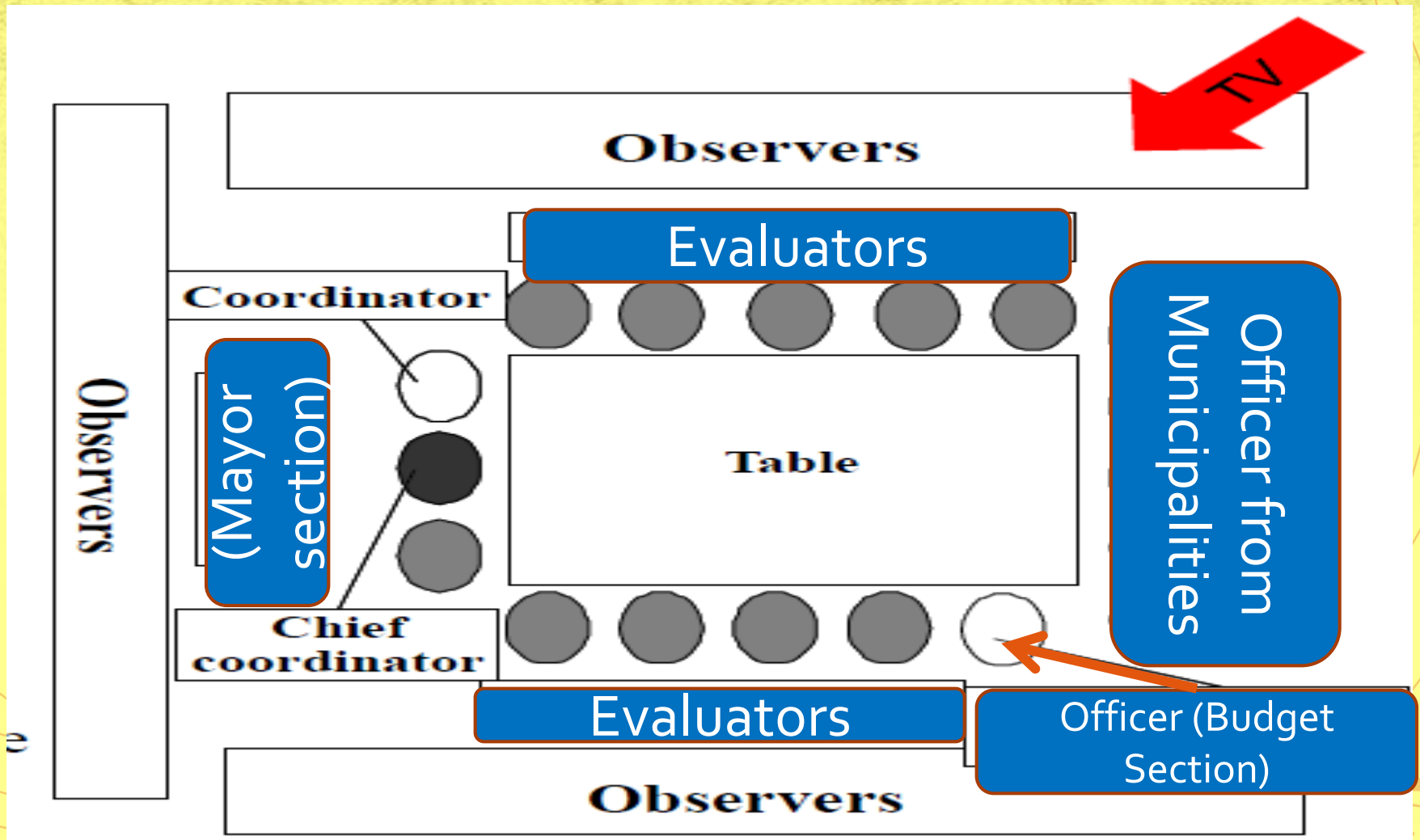
1. Started in 2002, GIFU Prefecture by JAPAN INITIATIVE (NGO)
2. Number of times has increased each year, reaching 142 times in 91 municipalities for ten years (2002-2011)

Key Points

- Reevaluation in the first place
- Reevaluation from the view points of outside
- Open discussion in front of residents
(**TRANSPARENCY and RESPONSIBILITY**)
- Evaluated by volunteer experts and residents
=> (**Citizens are involved!**)
- Discussion at the level of the program, not policy
- Clear results including abolishment



Seating chart for the meeting



Schedule of open discussion for each program

One day or two days for reviewing 10-20 programs

30-60 minutes round for each program

1: Briefing on program (5 minutes)

2: Q and As and discussion between evaluators and officers (20-50 minutes)

3: Evaluators fill out the evaluation sheet. (5 minutes)

How do we evaluate the efficiency and the effectiveness of the program?

Step 1: Basic concept and data

- How does this project contribute toward the goal?
- Enough data provided?
- Enough research analysis done?

Step 2: Evaluation of Efficiency and Effectiveness

- Most Efficient and Effective Project than others, given resources?

- Most suitable section than others?

<The Central Government is the most suitable agent for this project in terms of information and technology?>

- If not, local government?

- If not, private? => no project by public body (Govt)



Average Judgments for Shiwake

- 10% : Program is unnecessary program
- 30% : Program should be done by other levels of the governments (national level or other government institutions)
- 60%: Program should be done by the same government section but the drastic reforms are needed

Project in the central government since 2009

This trial at the national level made
the word “*Jigyou Shiwake*” popular



Some Pictures from the open discussion



Source: Tanaka (2011)

First Round of the Budget Screening of Projects (Nov 2009, National government)

Outline

- Held for nine days in Nov. 2009
- Conducted to review annual expenditures during the formulation of the 2010 budget
- 217 items (449 projects) screened by three different working groups
- Discussion held in a “public place” open to general audience (with simultaneous reporting on the broadcast and internet)

First Round of the Budget Screening of Projects (Nov 2009, National Government)

Reactions and Effects

- Visited by over 14,000 people in nine days; over 20,000 people watched the internet reporting at peak hour
- A public poll has revealed that the majority of people support the budget screening



Percentage of positive response to the Screening of National Projects in the poll

- Sankei Shimbun/FNN: 89%, Kyodo News: 77%, Mainichi Newspaper: 74%, Nippon Television Network: 72%

Reactions and Effects

Evaluation results as a percentage

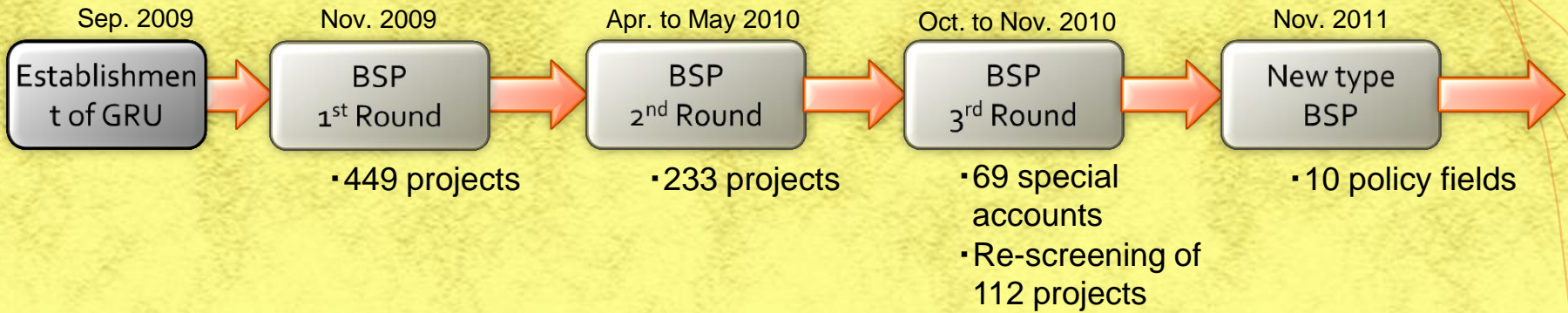
Termination, suspension of request for budget funds:
About 25%

Reduction of requested budget amount: About 40%

Review or implementation of projects left to local governments: About 30%

- Projects not subject to screening are reviewed in a cross-sectional manner based on the result of the screening of similar projects.
- Drastic review of the proposed budget for 2010 in terms of annual expenditures and revenue, based on the results of evaluation through the screening.

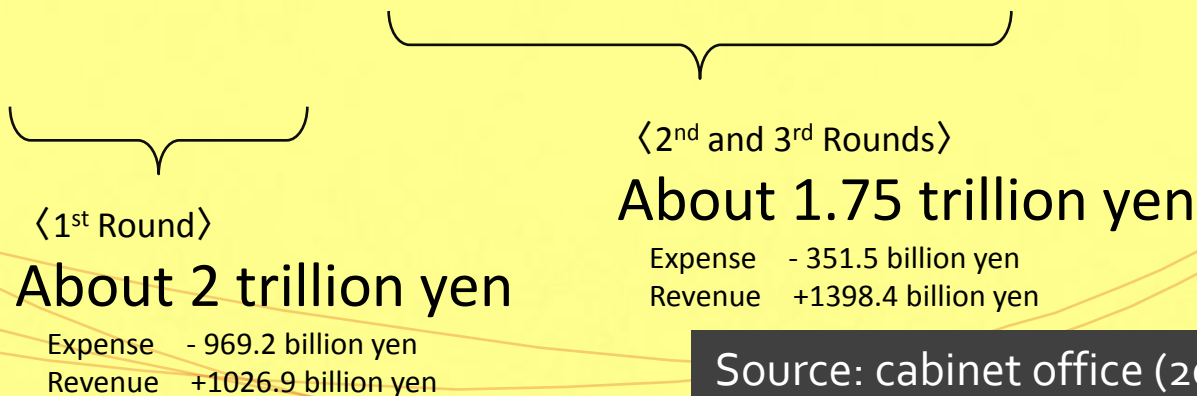
Achievement of the Budget Screening of Projects²³



The total number of audience

- Visitors to conference rooms : about 43,400
- Webcast audience : about 8.9 million

Reflection to budget bills (Amounts of cutting expenses and raising revenues)



Source: cabinet office (2012) <modified>

Conclusion: Achievement in Jigyo-Shiwake continues in the future

This promotes changes in the consciousness of

1: Officers

RESPONSIBILITY for explaining the importance of programs proposed

2: Residents

Chance to consider how the tax revenue from us should be used. Has it been used in the most efficient way?

This makes the self-creation of Efficient and Effective policy inside regional governments possible

