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Public Junior High School Foundation and Reorganization by Municipal Merger in the Showa Period in Shimane Prefecture

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Abstract
The aim of this study is to make clear the integration and abolition process of public junior high schools in Shimane prefecture. Recently local governments are progressing with reorganization of public facilities rapidly for efficient management in Japan. Especially the reorganization of public education facilities in rural area based on depopulation has great effect on local communities. Therefore the location planning of public facilities is desired to meet the actual condition of local communities.

However the reorganization process of public junior high schools in Shimane prefecture isn’t concretely examined by the fine area. Accordingly in this study we attempt to clarify the actual condition of integration and abolition process of public junior high schools in Tottori prefecture after the enactment of the postwar secondary education system based on the analysis of historical background of foundation, location character and transition of the number of students in the unit of schools.

Using each municipality history as a research method, to build the database.

As a result we reveal the regional differences of the construction and reorganization process of public junior high schools in Shimane prefecture, and currently these differences are causing many problems for each areas.
1. **Background**

After World War II, the period of compulsory education was extended to nine years under the order from the General Headquarters of the Allied Powers in Japan. Accordingly, the three-year secondary education had been prohibited.

Thereby, new junior high schools were established in many municipalities by the reform of the school education system. Later, at the time of implementing the municipal merger of Showa, many of these new junior high schools were consolidated.

In addition, after the high economic growth period in 1960s, social problems such as decreasing birthrate and aging population are getting up speed in Japanese rural community for agriculture, forestry and fishers. In particular, these problems are serious in mountainous areas and island areas of Chugoku Region. Owing to the aging and depopulation, more and more junior high schools are being closed down. Particularly, the junior high school required newly after WW2 held various problems from a stage of the securing of school building.

It is necessary to inspect a process of the maintenance and reorganization.

Figure 1 shows the distribution of elementary and junior high school in 1949, and Table 1 shows the number of municipalities by school number. Figure 2 shows the number of junior high schools by number of students.
Figure.1 Elementary and Junior school distribution map (1949)

Table.1: Number of municipalities by number of primary school and junior high school (1949)

<table>
<thead>
<tr>
<th>Primary school</th>
<th>School</th>
<th>Junior school(Union Js)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1</td>
<td>128(61)</td>
<td>128(61)</td>
</tr>
<tr>
<td></td>
<td>2</td>
<td>30(4)</td>
<td>32(4)</td>
</tr>
<tr>
<td></td>
<td>3</td>
<td>9(1)</td>
<td>9(1)</td>
</tr>
<tr>
<td></td>
<td>4</td>
<td>4(1)</td>
<td>5(1)</td>
</tr>
<tr>
<td></td>
<td>5</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>171(67)</td>
<td>2</td>
<td>174(67)</td>
</tr>
</tbody>
</table>

*(1)Indicates the number of union junior school
*Number of single junior schools dose not union junior school numbers
9. Methods

This paper addresses the reorganization process of public junior high schools in the Shimane Prefecture where extreme aging and depopulation in Japan. This paper considers the effects of municipal merger on the integration and abolition of Junior high schools up to 2011. This paper aims to clarify the relationship between the policy municipal merger and the consolidation of Junior high schools in Showa and Heisei.

Because of that, we attempt to analyze statistical data on public junior high schools and municipalities in Shimane prefecture. Thereby, we will make clear the trend of reorganization process of public junior high schools by municipalities after the foundation of junior high school under the new system.

Therefore, we will organize the situation of middle school development in each local government of Shimane prefecture during the establishment period of new school middle school in 1947. The status of reorganization of new school junior high school by merger of municipalities of Showa era since 1950 is classified into season.

For the analysis data, the documents of a Shimane prefecture staff of a school record (1949-1970), the magazines of each municipality, the history of education of Shimane prefecture, the merger of municipalities of Shimane prefecture municipalities, etc. are used.

10. Results

a. Merger of municipalities in Showa

After the war, the responsibility of the local administration became bigger, and measures were required for each municipality to be able to carry out various tasks such as management of new
administrative junior high school efficiently.

In Shimane prefecture, before the enforcement of the Merger Promotion Law (1950), the first draft proposal of the municipal merger of Shimane prefecture was proposed and also published in the publicity of Shimane prefecture. In Shimane prefecture, before the enforcement of the Merger Promotion Law (1950), the first draft proposal of the municipal merger of Shimane prefecture was proposed and also published in the publicity of Shimane prefecture. As an important measure after the war, it was requested to optimize the municipality size of Shimane prefecture where the area of each local government is small. It is trying to establish the local finance and soundness by increasing the scale of municipalities.

Table 2 shows excerpts from the first draft municipal merger, and Figure 3 shows the plan lines of the first draft of mergers of municipalities in Shimane prefecture. However, this merger draft plan has ended with the promulgation of the municipal merger promotion law in 1953.

A municipal merger plan was newly issued at about the same time as the municipal merger promotion law. Table 3 shows an excerpt of Shimane prefecture municipality scale optimization outline (1953), and Figure 5 shows the municipal merger plan area line. In 1956, the New Municipality Construction Promotion Act was enacted and enforced, promoting the merger by merging with municipalities that do not meet the appropriate scale prior to expiration of the municipal merger promotion law, etc. to promote the merger of large municipalities. As a result Shimane prefecture has decreased the number of municipalities from 249 municipalities before merger to 64 municipalities by 1960.

The merger of Shimane prefecture decreased to 202 municipalities in November 1953 in 245 municipalities (including 3 cities) as of 1950, and decreased from 202 municipalities to 85 municipalities (including 8 cities) in September 1956. After that it was 61 municipalities (including 8 cities) as of 1961. In this way, there is a peak of the merger between 1953 and 1955 of the municipal merger promotion law's enforcement period (1953.10.1 to 1956.9.31), and the merger is prioritized before the establishment of the new municipal construction promotion law in 1956.

Figure 6 shows the number of municipalities by population before and after municipal merger (1950, 1970). Before the merger, there are 161/249 municipalities with less than 3000 people, accounting for 65% of the total. After the merger, the number of municipalities with less than 5,000 people declined sharply, and the number of municipalities with a population size of over 6,000 increased. Especially more than 10,000 municipalities increased from 6 municipalities to 15 municipalities.

From the above, it can be seen that the notification of the appropriate scale of the municipal merger promotion law had a major influence. In addition, one municipality with a population size of 1000 or less and a population size of 2000 or less is the two municipalities of Fuse-cho, Tibu village and Oki-gun of the island department respectively. Since the establishment of junior high school, the population of Shimane prefecture has almost declined, and as of 1960 there were as many as 26 municipalities with population size exceeding 10001 people. Because of this,
I assume that there were many municipalities with a population size exceeding 8000 from the time of 70 years at the beginning promulgating the municipal merger promotion law and the new municipal construction law.

Table.2: Excerpt of first proposal of merger of municipalities of Shimane prefecture (1950)

<table>
<thead>
<tr>
<th>Municipality classification</th>
<th>First Merger Planning Area</th>
</tr>
</thead>
</table>

1. Mergers of cities, towns and villages are completely free according to the spirit of the current local autonomy system and the law, the prefecture has no mandatory right, no command right.
2. The merger plan created by the prefecture is a recommendation plan for municipalities and is reference material. In order for the prefecture to recommend mergers, as long as the prefecture does not have a specific plan it will not. By doing this, municipalities should decide that they will leave as their own research.
3. The reasons for advocating and advocating a proposed merger, which is a recommendation plan, are approximately as follows.
   I. Many municipalities tend to hesitate to advocate mergers themselves or to clearly indicate the counterparty of the merger, so it is a means of prefecture's main revolution.
   II. In some municipalities there is something indifferent to the merger, so give it a stab at it.
   III. Some municipalities suffer from the judgment of which municipalities should merge with admitting the necessity of merger, so criticize against it. Prepare the material.

Figure.3: Municipality category (1950) and First Merger Planning Area
Table.3: Excerpt of Shimane prefecture municipality size optimization outline (1953)

<table>
<thead>
<tr>
<th>Effect</th>
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<tbody>
<tr>
<td>(It should be noted) In order to realize this, it is necessary to promptly rationalize properly after reexamining the size of the current weak municipality. Once this is promoted and promoted smoothly, the foundation of municipal autonomy will be strengthened, and in turn, a sound decentralization system that follows the principle of local autonomy. This is why it is established and defended. (Abbreviation) In this section, we will forget to take a look at previous drafts, and further reconsider the prefecture’s prefecture towns and villages under the investigation and examination, formulate a truly convincing and reasonably comprehensive merger merger plan under careful procedure and realize it within the next one and a half period. We will promote cooperation by raising the full function of each department of prefectural office.</td>
</tr>
</tbody>
</table>

Basic policy
(Somewhat)

(2) Appropriate scale 1. Population
Class 1 Suitable Scale Population of more than 15,000 people in the flat area, population density, transportation period has been improved, convenience is high, economic power is enriched and strong in the future. Must be a powerful city or what you ought to be or a transition scale to enforce municipal control.  
Scale celebrating things:
Type II Appropriate Scale Population Seven, eight thousand or more Regular administrative inquiry committee meeting standard size and its prerequisite requirements are similar. Third qualification scale As a rule, population 3000 or more in mountainous remote areas, population density is low, convenience is low without maintenance of traffic communication etc, people of the second kind appropriate scale it is necessary to specifically admit the provinces where there is a possibility of bringing the vicinity of the administrative district to the mouth to lower the efficiency of the administrative department.  
It is a low limit.
(Somewhat)
(3) Other:
1. As a general rule, the merger should be more than three municipalities.
2. Merger with the former town and village area as a unit, and if it is unavoidable and it is necessary to divide, in principle, make it a division of the capital.

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Figure.4: Municipal merger planning area (1953) and municipality classification(1953)
3.2 Foundation Process of the Public Junior High School

In Shimane prefecture, although the new junior high school was established in each municipality within the prefecture, the use of the school building of the youth school and the adjoined to the elementary school, the staff organization and guidance contents were insufficient. The prefectural Board of Education, which was established in 1948, decided on the "Basic Policy on Establishing a New Junior High School" the following year, and established the "Recommendation for Establishment of Union Junior High School" in 1950. The contents of the "basic policy of establishing a new junior high school" are as follows: "1. Maintain equality of opportunities for education, promote improvement and expansion of new system of junior high school education, and thoroughly implement new education. 2. Complete coeducation between males and females. 3. The number of classes for schools is standardized with classes from 6 to 20 with classes taken into account considering the distinctiveness of localities. 4. Enhancement of buildings / facilities in independent schools · reduction in expenses · proper placement of teachers. In principle, the establishment of an union junior high school should be established in order to develop the educational effect by the formation and streamlining. 5. The number of students in the class is expected to realize 50 students. "Was mentioned.

In addition, Shimane prefecture set "recommendation for establishment of union junior high school" with the intention of equal scale of education, independent school building of appropriate scale to improve and improve junior high school education. As a key point, "1. City and Village who thinks unionized establishment is necessary is pointed out and it proposes in each recommendation attitude to each town and village chapter association of each island gun city. 2. Candidate municipalities will set up 'association middle and middle school installation council' by voluntary method. 3. Let the "union junior school establishment council" be set up
by representatives of candidate municipalities. 4. Abridgement 5. The base of the recommendation is according to one of the following three methods. "A. Without thinking about school building construction in advance, we concentrate on raising education by exchanging teachers exactly as it is. B. Building a school building at an appropriate position and integrating it into a name. C. Accommodate all the students in one of the school buildings. "We strove to improve and improve. Regarding the establishment of the union junior school, it was not easy as there was a conflict of residents' feelings over the place of the school building.

Since then, since the implementation of the "municipal merger promotion law" in 1953, the merger of towns and villages progressed in all prefectures and the subsequent population depopulation phenomenon overlapped, and the merger of middle schools in the area was promoted in each municipality.

Figure 7 shows the distribution chart of junior high school including the circumstances of consolidation until 1970. Municipalities that had established union junior high school as of 1947 are integrating according to the municipality classification after the merger. In the eastern part of Shimane Prefecture where many single schools were established, many junior high schools had integrated until 1970, but consolidation cannot be conspicuous in relatively large areas of the western municipality area.

Next, Figure 8 shows the number of schools by number of students in 1950 before merger of municipalities and 1970 after merger. As of 1950 there was a relationship between a single school with many small schools and a union junior school with the number of students roughly close to the appropriate scale. However, in the 20 years from 1950 to 1970, about 60 schools declined, with the merger of municipalities after 1953 the transition from unionism between old municipalities to New Town and Village Single School was promoted and as of 1970, only one union junior school became. As a result, the number of students in junior high school in 1970 is over 301, accounting for 40% (64 schools) of the total. However, there are 90 small schools with fewer than 200 students after town / village merger and school integration, and it can be inferred that further smaller scale will be made after that.
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