

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

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Abstract

The educational system in Japan was largely modified after WW2, and the Fundamental Law of Education was set in 1947. For that, each municipality had to found new educational institutions to respond to the new system. However, it was difficult for most municipalities to secure the junior high school building. So, the improvement of junior high school was advanced with the old municipality as a unit by policies of Japan or school union mainly due to small-municipalities. Especially, Okayama prefecture led the promotion of junior high school improvement mainly of school union.

In this study, we focus on public educational institutions foundation process in the time of the establishment of a junior high school in Japan after the WW2. And we try to study Okayama prefecture as a case example. Therefore, we understand the educational institutions improvement process in Japan and we will clarify the influence of response by each local government at the time of setting new school junior high school on the subsequent operation of the school.

Keywords: Public Junior High School; School Foundation; Merger of Town and Village; Amalgamation and Reorganization; Okayama Prefecture

1. Introduction

The educational system in Japan was largely modified after WW2, and the Fundamental Law of Education was set as the new fundamental law for education in 1947. Therefore, the period of compulsory education was extended to nine years by this law, and attendance at new junior high school was required not only elementary school. However, regarding securing the junior high school building, since the establishment of the new school was soon after the WW2, most municipalities were financial difficulties, so ingenuity was made according to the situation of each local government. There are differences in each prefecture. For example, the improvement of junior high school was advanced with the old municipality as a unit (Yamaguchi prefecture) or school union mainly due to small municipality. It is necessary to inspect situations of the maintenance and reorganization. Since the rapid economic growth period of the 1960s, population movement from the rural areas to the big city areas progressed rapidly. Therefore, the reorganization of schools in depopulated areas based on a nationwide uniform standard produced various problems depending on the region.

First in this study, we will take Okayama

prefecture, which has the most union junior high school in the time of the establishment of a junior high school in Japan, as a case study. Then we conduct a quantitative analysis on the relationship between the reorganization time of the administrative area and the reorganization of junior high school based on the analysis of the public document. Then we verify the role played by past facility development and administrative area reorganization. Finally, we will gain the knowledge to build future regional planning.

2. Transition in the number of students and schools of Public J.H.S in Okayama pref.

2.1. Comparison of Municipalities (Chugoku region)

Table 1 shows the Area, Population and Number of Municipalities of 5 prefecture of Chugoku region. First, I compare before (1888) and after (1889) of the Meiji merger. This merger was conducted in accordance with the “municipal merger standard presentation”. Each of the mergers of 5 prefecture advanced almost smoothly, especially Okayama prefecture has decreased to 1388 which is large. Then, I compare before (1947) and after (1960) of the Showa merger. This merger decreased the number of the municipalities in about 1/3 based on “Municipal merger promotion basic plan”. Therefore, I assume that Okayama prefecture was

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able to perform a merger smoothly among the five prefectures in
 Table 1 Area, Population and Number of Municipalities

	1888						1889					
	Area	Populatio	Number of Municipalities	City	Town	Village	Populatio	Number of Municipalities	City	Town	Village	
Hiroshima Pref.	8479.45	1,309,839	1,173	-	-	-	1,324,371	465	1	13	451	
Okayama Pref.	7114.05	1,043,213	1,843	-	-	-	1,068,086	455	1	3	451	
Yamaguchi Pref.	6112.30	914,083	722	-	-	-	922,497	229	1	4	224	
Tottori Pref.	3507.05	393,772	1,249	-	-	-	399,366	238	1	4	223	
Shimane Pref.	6708.24	659,690	1,028	-	-	-	698,155	278	1	8	269	

	1947						1960					
	Populatio	Number of Municipalities	City	Town	Village	Populatio	Number of Municipalities	City	Town	Village		
	1,309,839	347	5	55	287	1,309,839	1,173	12	87	11		
		25%										
	1,043,213	369	4	62	303	1,043,213	1,843	10	74	16		
		19%										
	914,083	170	10	26	134	914,083	722	13	36	9		
		26%										
	393,772	170	2	21	147	393,772	1,249	4	32	5		
		29%										
	659,690	249	3	28	218	659,690	1,028	8	34	22		
		10%										

※The red letters show the rate of change.

(Chugoku region)

Chugoku region.

2.2. Comparison of number of Public J.H.S (Chugoku region)

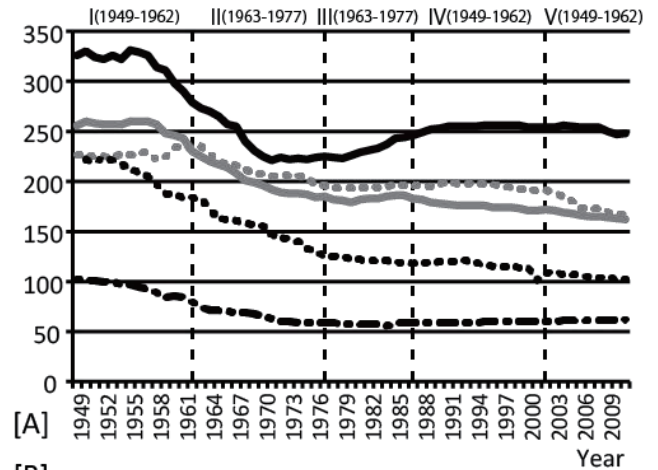
Fig.1 shows comparison of public junior high school of 5 prefecture of Chugoku region, and Table 2 shows the rate of change of public junior high school. The number of the junior high school foundation of Okayama prefecture in 1949 is approximately 250. In Okayama prefecture, the number of junior high schools tends to be decreasing from 1949 to 2011, and the rate of change is close to average with the five prefectures in Chugoku region.

2.3. Comparison of number of Public J.H.S and students in Okayama prefecture

Fig.2 shows the number of junior high school, students and reorganization of Okayama prefecture. Period I (1948-1962) was the postwar confusion period. The number of students increases and decreases due to the temporary decrease in the number of births and the increase in the number of births of the first baby boom. In Period II (1963-1979), the number of students decreased from 125,000 to 73,000 because of the depopulation and declining birthrate. However, the number of students decreases again in Period IV (1988-2002).

3. New junior high school foundation in Okayama prefecture

3.1 Area, Population and Number of Number of School



	I	II	III	IV	V	Total
Hiroshima	-22.7	-11.1	9.8	2.0	-2.4	-23.9
Okayama	-20.6	-15.2	1.1	-3.4	-4.7	-40.4
Yamaguchi	-19.6	-13.6	1.6	-2.6	-11.4	-40.7
Tottori	-24.8	-20.3	0.0	1.7	0.0	-40.6
Shimane	-32.3	-30.2	-5.6	-10.1	-6.5	-62.4
Chugoku Region	-23.8	-17	2.6	-2.1	-5.4	-40.9

INDEX: — Hiroshima — Okayama - - - Yamaguchi
 - - - Tottori - - - Shimane

Municipalities of the foundation period
 Though the number of Municipalities of Okayama
 Fig.1 [A] Comparison of J.H.S (Chugoku region)
 [B] Rate of change of J.H.S (Chugoku region)

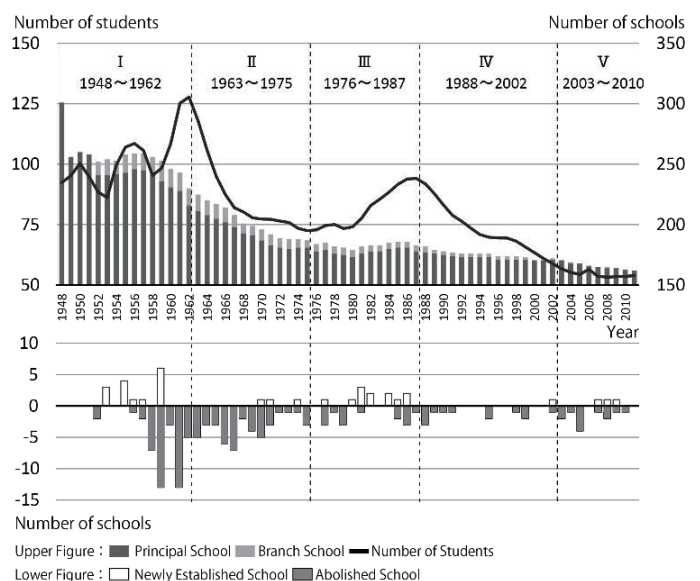


Fig.2 Number of J.H.S, students and reorganization

pref. decreased 19% for almost 50 years (1889 to 1947), there were much number of Municipalities, and merger in this period has not proceeded smoothly. As of 1947, the municipality area of Okayama prefecture is 19 km² on average and the population is 4,400 on average. Therefore Okayama pref. had many small municipalities. It was necessary for Okayama pref. to establish junior high school in much small municipalities. So, Okayama prefecture will face various difficulty, including recommendation of junior high school union foundation by the plural small municipalities.

3.2. Junior high school foundation

In Okayama Pref., “Basic Policy on Establishment of New Junior High School” was decided for the enforcement of the new junior high school system in 1947 by the prefecture Board of Education. Thereby junior high schools established in the prefecture avoided small branch school and recommended junior high school union. As a result, the number of junior high schools of Okayama pref. becomes 254 schools at time in 1950, the breakdown of that school established by municipalities becomes 168 schools, junior high school union school becomes 86 schools. Junior high schools by school union are almost 34% of the total number of schools.

3.3. Number of schools and students of the foundation period

Fig.3 shows distribution of elementary school and junior high school. Municipalities that established association junior high school has feature such as small area. In municipalities with large area, Okayama Pref. established branch schools. However, there are only 14 cases. This would have been in accordance with “Establish the branch school only when you are unavoidable truly.” set for “Basic Policy on Establishment of New Junior High School”.

Fig.4 shows number of junior high schools by number of students during the foundation period. Most of the school established by municipalities have a small number of students and the average number of students is 313. There are schools of the scale of more than 800 students, but most are less than 400 people. But most of the union schools have a large number of students and the average number of students is 521. Okayama prefecture was according to the policy of the prefecture, number of students 300 or more the number of students in union schools was 71 in 89 schools in 1950. It turns out that the union school that was founded is generally in line with the policy.

4. Municipalities reorganization by municipal merger in the Showa period

4.1. Municipal merger recommendation

After the war, the responsibility of the local authority became bigger, and measures were required for each municipality to be able to carry out various

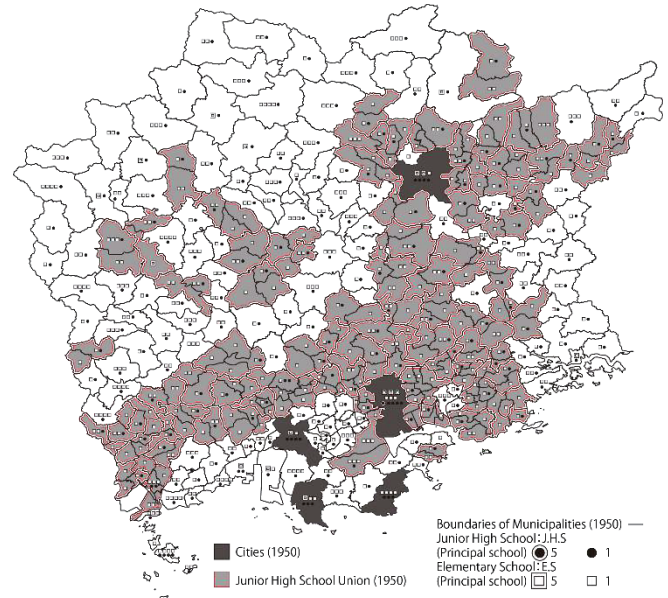


Fig.3 Distribution of E.S. and J.H.S (1950)

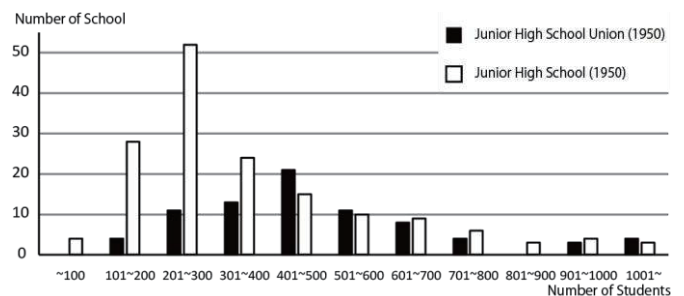


Fig.4 Number of J.H.S by number of students (1950)

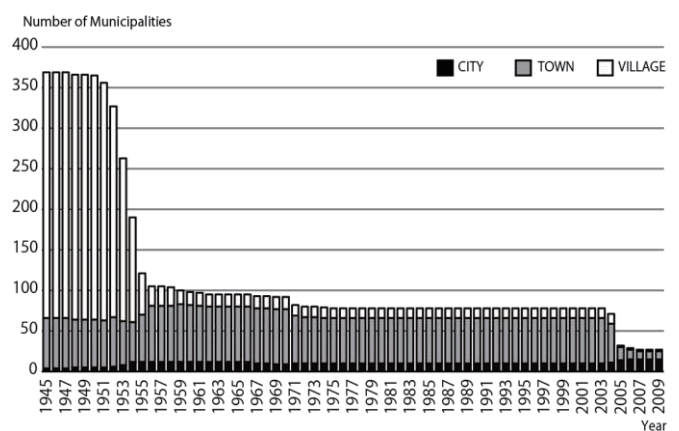


Fig.5 Transition of number of local governments (1945-2010)

tasks such as management of new junior high school

efficiently. Therefore, the municipal merger promotion law was enacted and enforced in 1953. This is the merger for municipalities with a population of less than 8,000. The new municipal construction promotion law was enacted and enforced in 1956, and municipalities that do not meet the appropriate scale promoted the merger by making a recommendation of the merger before the municipal merger promotion law expires. As a result, large-scale municipal merger was conducted nationwide. In Okayama pref., the number of municipalities decreased from 365 municipalities to 82 municipalities due to the merger.

4.2. Development of municipal merger

Fig.5 shows the transition of number of local governments in Okayama pref.. Depending on various measures, the number of municipalities in 1950 was 365, but it decreased to 263 in 1953, and it merged to 105 municipalities in 1956. After that it became 97 municipalities as of 1961. As such, there is a peak of merger between 1953 and 1955 of the enforcement period of the municipal merger promotion law, mergers are focused on promotion before the establishment of the new municipal construction promotion law in 1956.

4.3. Result of municipal merger

Fig.6 shows the number of local governments by population size before and after merger. Before the merger, municipalities with a population of 3,000 or less occupied 202 and 56%, and municipalities with 5000 people or less became over 80% in total. After the merger, the number of municipalities with 5000 people or less has drastically decreased to 20%, and more than 8000 municipalities increased from 27 to 42. From the above, in Okayama pref., it can be seen that the notification of the proper scale of municipal merger promotion law had a big influence.

4.4. Relationship between municipal merger area and J.H.S union area

Okayama pref. is recommending municipal merger by prefectural governor to municipal mayor in the previous year (1952.7) when the municipal merger promotion law was enforced. Fig.7 shows relationship between municipal merger area and border of junior high school union area. There are 10.1% cases where the range of merge line and union formation are perfectly consistent, and there are also 64% cases that partially match. There are only 25.8% of cases where a new municipality is established by dividing the scope of union local governments. Therefore, it turns out that there are many cases where Okayama pref. is merging on the basis of junior high school union.

5. Junior high school integration and abolition by municipal merger in the Showa period

5.1. Background of junior high school integration

In Okayama pref., new administrative junior high schools were established in each municipality as a

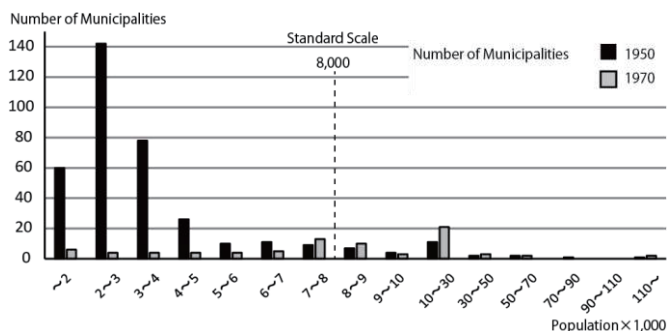
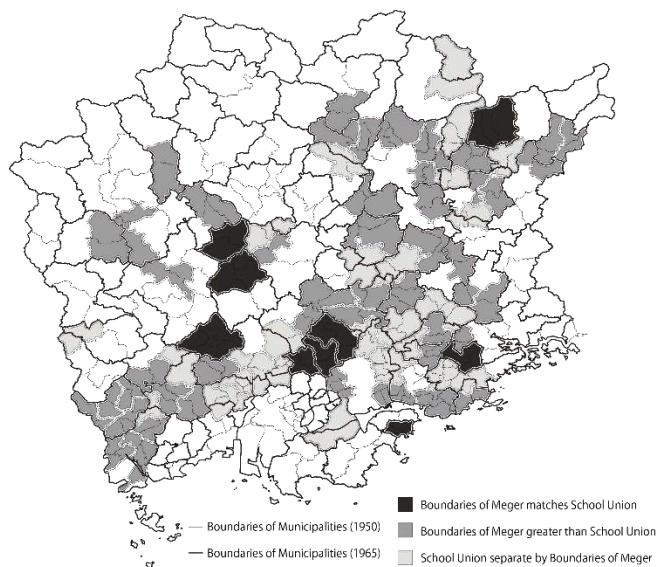


Fig.6 Number of local governments by population size (Before and After Merger)



Type Name	Partial Match				Mismatch	Total
	Exact Match	Exact Inclusion School Union	Inclusion School Union (Over 50%)	Inclusion School Union (Under 50%)		
Number of School Union	9 [10.1]	6 [6.7]	41 [46.1]	10 [11.2]	23 [25.8]	89
Model Diagram						<ul style="list-style-type: none"> ○ Municipalities (Before Merger) ◻ J.H.S Union Area ◻ Municipalities (After Merger)

※Numbers in [] indicate the percentage (%) of the total number of J.H.S union.

Fig.7 Relationship between municipal merger and J.H.S union

result of implementing the new academic system. However, the school foundation in Okayama pref. was the use of school buildings of the youth school, the elementary school and the old junior high school, the teacher organization and the contents of teaching were insufficient. Prior to the new junior high school foundation by the School Education Act enforced in 1947, the Ministry of Education sent an "Information on preparation for implementation of

the new school system” to the prefectural governor in February of the same year, and it immediately instructed to set the new junior high school foundation. Following this, Okayama pref. set “Basic Policy on Establishment of New Junior High School” and tried to completely enforcement the new school system. Okayama pref. also attempted to junior high school foundation in accordance with these policies and recommendations after 1951.

5.2. Development of junior high school integration and abolition

Fig.8 shows distribution of junior high school until 1970. Municipalities that had established union junior high school at the time of 1950 also are integrating according to the municipality area after the merger. Looking at 66 abolished schools, 47 schools established by municipalities and 19 schools by school union at the time of 1950 became abolished by 1970. There was almost no integration or abolition in areas where the municipality area was relatively large. Then, Fig.9 shows number of junior high schools by number of students during 1950 and 1970. In 1950, schools established by municipalities had many small-scale schools, while union schools were close to the appropriate scale. About 60 schools in junior high school decreased in 20 years from 1950 to 1970, and with merger of municipalities since 1953, union school became 8 schools in 1970. Therefore, in junior high schools at the time of 1970, those with more than 301 students were 40% (88 schools) of the total, half of junior high schools were integrated into the size close to the former union, and schools with fewer than 300 students as of 1950 decreased sharply.

However, after municipal merger and school integration, there are 57 small schools with fewer than 200 students, and it can be inferred that further miniaturization will follow.

6. Results

The knowledge gained from this study.

- 1) In Okayama prefecture, junior high schools tend to be decreasing from 1949 to 2011, and the rate of change close to average with the five prefectures in Chugoku.
- 2) Creating a junior high school, regarding the junior high school, "Basic Policy on Establishment of New Junior High School" was set up. As a result, the number of union junior school founded was 86 in 254. It can be seen that the establishment of union junior high school was worked.
- 3) The merger of Showa was promoted merger of municipalities nationwide by the municipal merger promotion law and the new municipal construction promotion law. Okayama prefecture decreased from 366 municipalities to

82 municipalities. After the merger the number of municipalities with 3,000 or less was 10, the number of municipalities exceeding 10,000 was 42 and about 3 fold increase. From this, it can be said that a merger was conducted in accordance with the municipal merger promotion law. And relationship between the merger lines and the union junior school (border) lines is seen. From

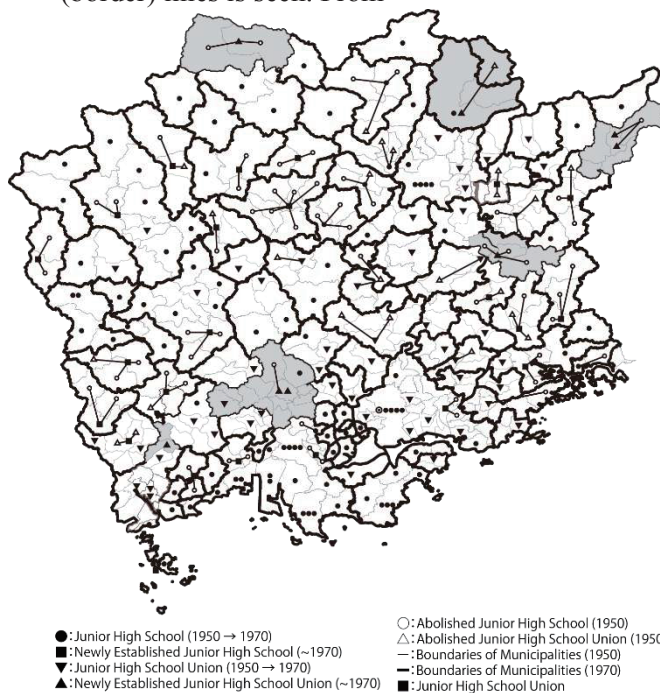


Fig.8 Distribution of J.H.S until 1970

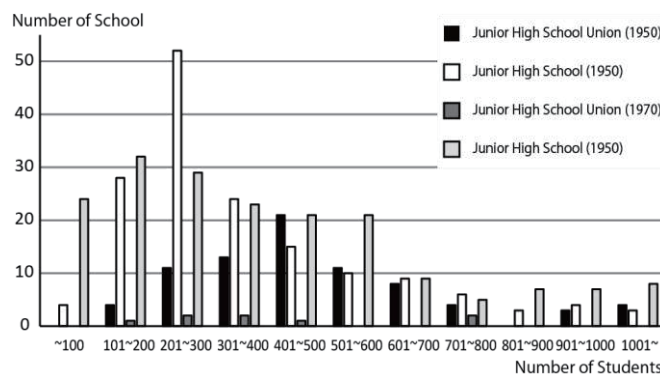


Fig.9 Number of J.H.S by number of students (1950/1970)

this, Okayama prefecture is understood that many municipal mergers were done based on union junior school.

- 4) From 1950 onwards, integration was also promoted based on the "Basic Policy on Establishment of New Junior High School". 47 independent junior high schools and 19 union schools as of 1947 were closed school by 1970 and many single schools in the establishment

period are integrated.

However, there are 90 small secondary junior high schools of 200 or fewer students after the merger of municipalities and municipalities, which will result in further consolidation.

7. References

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