RE-EXAMINATION OF "ONE WARD, ONE LIBRARY PROJECT" IN THE CITY OF NAGOYA

HARUMI YAKUSHIIN

Department of Japanese Culture, College of Humanities, Kinjo Gakuin University,
2-1723, Omori, Moriya,a-ku, Nagoya 463-8521 Japan
E-mail: yakusiin@kinjo-u.ac.jp

The purpose of this paper is to re-examine the effect of "One ward, one library project" in the city of Nagoya. The aim of this project was to establish one branch of municipal library for each ward. The project was attracted a great deal of attention in the Japanese library world, for only a small number of cities had branches in those days.

In 1972, the city of Nagoya declared the accomplishment of "One ward, one library project". Not all of them related to the Nagoya municipal library, however, accepted the declaration and came to think that they needed more branches to offer the library service throughout the city. In those days there were many bunko libraries in Japan and mothers who managed them often started to conduct campaigns to found public libraries. There were about 20 bunko libraries in Nagoya, and some of them conduct the campaign to improve or establish more branches in their community. They did not regard that "One ward, one library" as the system to serve the entire community. But the city of Nagoya did not exceed the limit of "One ward, one library" at that time.

Nowadays there are five wards that have two municipal libraries. All of them, however, have founded in the area of the branch of the each ward office. That is to say the city of Nagoya still continue the "One ward, one library planning" even now. There is no disagreement that the planning played an important role as the good examples to other cities. The planning, however have become old-fashioned nowadays. And it must be very important for today's Nagoya to take a step forward on the next stage.

1. Introduction

"One ward, one library project" was started by the city of Nagoya in 1964 when there was no city in Japan where every ward had the branch of municipal library except Kitakyusyu. It was introduced as the pioneering work in publications related to the library such as white paper on Japanese library and attracted a great deal of attention in Japanese library world. But little attention has been given to the effect of this project on today's library system in Nagoya.

In this paper, we try to reexamine those effects of "One ward, one library project". Therefore, firstly, we plan to sketch out general characteristics of the city of Nagoya. Secondly we present a brief outline of the history of municipal library in Nagoya, especially the period before 1964 when the project started. Thirdly, we describe the movement to library making and focus on the campaign conducted by residents' groups after "accomplishment" of the project. Finally we will point out that those campaign groups could not overcome the limit of "One ward, one library" system.

2. Nagoya city and its library project

Nagoya is the capital city of Aichi Prefecture and is the third largest city in Japan after Tokyo and Osaka. As of 2008, the population of Nagoya-city is about 2.2 million and that have exceed 2 million since 1969.

Nagoya-city is located on the Pacific coast in the Chubu region on central Honshu. And the port of Nagoya, which is situated at the innermost part of Ise Bay, is one of Japanese major ports along with those of Tokyo, Osaka, Kobe, Yokohama, Chiba, and Hakata. It is now commonly acknowledged as the center of the greater Nagoya Industrial Zone and the heartland of culture and education in Central Japan.

It is one of the major cities called "Seirei shitei toshi" that have a population of 500,000 or more and that is designated and is granted special rights by government ordinance under Article 252, Section

19 of the Local Autonomy Law. One of the peculiarities of those cities is subdividing into wards, each of which has a ward office conducting various administrative functions for the city government.

Nagoya-city was first divided into 4 administrative wards in 1908, those are Naka-ku, Nishi-ku, Higashi-ku and Minami-ku, and is made up of 16 wards nowadays, those are Nakamura-ku, Chikusa-ku, Kita-ku, Nakagawa-ku, Minato-ku, Showa-ku, Atsuta-ku, Mizuho-ku, Moriyama-ku, Midori-ku, Meito-ku and Tempaku-ku besides the four wards mentioned above. It was divided into 14 administrative wards in 1964 when the city's library project called "One ward, one library project" started, for Meito-ku and Tenpaku-ku had not be divided from Chikusa-ku and Showa-ku respectively then.

The aim of the "One ward, one library project" was to extend the reach of the public library service throughout the city by establishing one branch of municipal library for each ward. The project was attracted a great deal of attention in the Japanese library world, for there was no city designated by government ordinance in Japan where every ward had the branch of municipal library until about the first half of the 1980's except Nagoya and Kitakyusyu. The city of Kitakyūshū founded on 1963 resulted from the amalgamation of five cities each of which had already municipal library.

The "One ward, one library project" in Nagoya was introduced as the pioneering works about library's administration in the white paper on Japanese library 1980 published by Japanese Library Association. According to the white paper, the project was regarded as the driving force that improved library services in the big city in Japan. The established personnel system of Nagoya municipal library was also considered to be one of the good examples to other cities in those days.

3. Before "One Ward, One Library Project" had Started

Before "One ward, one library project" had started, the city of Nagoya had three municipal libraries, those are Tsuruma, Sakae and Atsuta.

Tsuruma Library is the first municipal library in Nagoya and was founded in October 1923 under the name of Municipal Nagoya Library that originated from the private library of Nagoya Educational Association. It was renamed Tsuruma Library in August 1952 and then to the present name of Tsuruma Central Library in April 1964 when the project started. Since then, it became the central of Nagoya municipal libraries and the others became branches that were under the control of the Tsuruma Central Library.

Sakae Library started as a private library under the name of Nagoya Kosyu Tosyokan (Nagoya Public Library). It was built with the contribution of Seki Yata who was a local businessman and opened in April 1925. It was transferred to Nagoya city and placed under the authority of the city in September 1939, and was renamed Sakae Library in August 1952 when Municipal Nagoya Library was also renamed as mentioned above. And then, it was rebuilt at the present location in November 1965 and renamed to the present name of Nishi Library.

It was in September 1960 that Atsuta library was opened as the third municipal library in the precinct of Atsuta Jingu Shrine. The library was built with the donation of Toho Gas Company that is located at Atsuta ward. It has moved to the complex facility near Atsuta Station since October 2001.

By the way, the establishment of Atsuta Library was not only the creation of the third municipal library but also the forerunner of the transformation into the next library system in Nagoya city. Akagi who was the director of Tsuruma Library tried to affiliate the Atsuta Library with Tsuruma Library for he had a strong ambition to create the network system of Nagoya Municipal Libraries whose center was Tsuruma Library. He thought that the establishment of Atsuta Library became a foothold to create the network.

Meanwhile, creating the library network system meant to be deprived of the independence for Sakae Library. Tsuruma Library and Sakae library had been managed independently for a long time, and each of them had played an own role.

For example, Tsuruma Library has housed a lot of old documents of local folklore and a large collection of valuable books including the posthumous works of local predecessor. It was designated as the Center for the Publication Board Report, and in the science and technique reference room is housed

information obtained from the United States and Great Britain. In short, Tsuruma Library was often considered to be an academic rather than public oriented library.

On the other hand, the traveling library featured the service of Sakae Library. It was instrumental in bringing library services to communities where are remote from the library. The main target of the Sakae Library was general public. And the main purpose of the library was to spread reading among the general public.

The construction of Atsuta library did not become a direct opportunity to create the network system of Nagoya Municipal Libraries. And Atsuta Library did not to be affiliated to Tsuruma Library then. However, there were some events to change the situation. Nagoya Library Bulletin had published with the cooperation of three libraries in 1962. In the next year, it was decided that the fourth municipal library was built in Minami ward for Kinichiro Tanaka Who was the president of Taihei Machinery Works made a donation. And in 1964, "One ward, one library project" had started at last.

4. "Accomplishment" of the Project

It is often said that one of the main factors from which "One ward, one library project" had translated into action was the result from the public opinion research. Nagoya city has carried out the public opinion research once a year since 1961. And the fourth research carried out in August 1964 showed that a lot of inhabitants in Nagoya city hoped the library rather than any other facilities. But as mentioned above, it was before April 1964 that the project had decided to be carried out. And it is concluded that the public opinion research in 1964 did not related to the project.

Anyway, Minami Library has founded in May 1964 when the project had already officially announced. So it has opened as a branch of Tsuruma Central Library from the beginning. Minami ward is situated in the southern industrial district of the city. So Minami Library was established mainly for the young working people, for that was the request from the donator.

After establishment of the Minami Library, Nagoya city founded the library one by one in order to accomplish the project. In July of the following year, Nakamura and Higashi Library were opened. Nakamura Library was set up in the water tower that had ceased to be used and was considered to be architectural landmark and important monument.

Higashi Library is often regarded as the starter of the city's library project for it is the first library, ever built under the project. It was built in the famous Japanese garden named Tokugawaen, and the municipal Hosa library was set up on the second floor of the building. Hosa library is an open archive stocked with valuable classical literatures owned by the Owari Tokugawa family and was the branch of Tsuruma Central Library at that time. Higashi Library has moved to the complex facility north of Nagoya Dome since October 2001 when Atsuta Library has moved to the present location.

Minato Library is situated near Nagoya Port and was opened in April 1967. And in June of the same year, Kita Library was opened. Kita Library is situated in the northern industrial district of the city and was built mainly for the young working people like Minami Library. After that, Chikusa Library was founded in October 1968, Mizuho Library in August 1969, and Nakagawa Library in June 1970.

In August 1972, Moriyama and Midori Library were founded and the city of Nagoya had a total of 13 municipal libraries, one for each ward except Naka ward. But the city of Nagoya declared the accomplishment of "One ward, one library project" for there was Aichi Prefectural Library in Naka ward and the city took it as a substitute of municipal library in the ward. The Chunichi Shimbun that is one of the major local newspapers published in mostly Aichi Prefecture said that the city of Nagoya became the Kingdom of the library. Nagoya Times that is the local evening paper also admired for the accomplishment of the project.

However, many people related to the Nagoya municipal libraries were not necessarily satisfied with the "accomplishment" of the project. They came to think that they needed more branches to offer the library service throughout the city and did not regard Aichi Prefectural Library as the substitute of municipal library in Naka ward. In addition, they had come to think that public libraries should be established by local residents' campaign and real public opinion.

5. Movement to Library-Making

In February 1975, Meito ward and Tenpaku ward have been divided from Chikusa ward and Showa ward respectively. Nagoya City has become the present system of 16 wards since then. It was at municipal assembly in December 1973 that the city of Nagoya decided to establish two more wards. It is no wonder that the city decided to construct a library in both new wards according to "One ward, one library project," in fact it began to prepare for the construction immediately.

For example, a site designated for the construction of a library was bought by the city in Meto ward in July 1974. And the meeting was held to discuss new two libraries at Tsuruma Central Library in September 1974, and at Mizuho Library in December of the same year. Establishment of a library in new two wards was just a fixed policy.

But the establishment of Meito Library and Tenpaku Library was often given the special meaning by people related to libraries in Nagoya. Many citizens who managed bunko library and were concerned in children's culture and books in those wards started to conduct a local residents' campaigns to make new libraries their ideal.

Bunko was a private library for children and was started mainly by mothers who hoped to improve their children's reading environment. It was typically run by volunteers and they opened rooms of their houses or somewhere, such as community center, to offer reading rooms and to lend books mainly for children. Bunko movement is quite characteristic of Japan and played an important role in improving the reading environment of children and the library service for children.

It is said that there were 3,000 and over bunko libraries in Japan in 1970s and that bunko associations were formed in many places. And mothers who related to bunko libraries often started to conduct a local residents' campaigns to found public libraries in their neighborhoods. They often contributed toward establishing of new public libraries in those days for bunko movement tended to develop a movement for establishment of local public library.

The same was true in the city of Nagoya. There were many bunko libraries in Nagoya in 1970s and it is said that there were about 20 bunko libraries in Nagoya in 1974. There were at least two bunko associations in Nagoya and mothers who were related to bunko libraries in Nagoya and some librarians who worked at Nagoya municipal libraries got into action to make new two libraries comfortable for them and all of local residents.

The city decided to begin constructing Meito Library first. And some mothers most of whom related to bunko in Meito ward and municipal librarians formed "Campaign Group that thinks about Meito Library" to offer their opinions about the construction and to make the library better. When the city set about constructing Tenpaku Library, "Campaign Group that make Tenpaku Library better" was formed.

Members of those groups had a meeting once a month. At the meeting, they read some textbooks like *Shimin-no-Toshokan*（The Citizens' Library） (1970) that is said to change the concept of the public library in Japan and learned about the ideal of local public library. In addition, they collected signatures and sent in petitions that included considerations for handicapped people and mothers with their children to the city authorities. And the city made a plan for constructing new libraries referring to opinions and ideas proposed by those groups.

Their activities were regarded to be good examples in Japanese library world and often reported in the books such as *Guide to Movement to Library-Making* (Tosyokan Zukuri Undo Nyumon) or journals related to the library in Japan. Indeed, it was the first case that residents participated in the library-making in Nagoya. But those activities did not contribute toward establishing of new public libraries but improving them.

6. The limit of "One ward, one library"

At the meeting of "Campaign Group that thinks about Meito Library", some member made a complaint repeatedly about the planned location of the Meito Library. It was decided that the Library would be constructed at the northern part of the ward. But the ward is separated into two parts by an arterial road, and for inhabitants who live in the southern part it is inconvenient and quite a long way to the library.

They insisted that they needed bookmobile stations or the means for public transportation, such as the city bus route, to the library. They also insisted that it was more desirable to construct a subdivision of Meito Library at the southern part of the ward, if possible. They never thought that "One ward, one library" system was sufficient to reach of the public library service throughout the city.

In those days there were many other people in Nagoya, who thought that "One ward, one library" system was insufficient and that some more branches or subdivisions of Nagoya municipal library were needed. As mentioned above, the Japan Library Association published The Citizens' Library in l970 that was said to bring about a revolution in public libraries in Japan. This book emphasizes three areas of library services and one of them was the service for the entire community. And many people related to the Nagoya municipal libraries did not regard "One ward, one library" as the system to serve the entire community. They had come to think that locations of public libraries should be decided by investigations for the planning of the library system to local community.

Some of them formed groups and started campaign to found the branch or the subdivision of the municipal library in their community. Most of them in cooperation with librarians at Nagoya municipal library collected signatures and petitioned mayors or other responsible officials to establish libraries. There were many groups who demanded branches or subdivisions and appropriate public library services around 1980s.

For example, there was residents' campaign group that demanded the establishment of subdivision of the branch library in Midori ward. In the southwest part of the Midori ward where is a long way from Midori Library, some residents formed the group and started the campaign to establish the subdivision of the Midori Library. They had regular meetings for at least several times and learned the function of the local public library. They visited Tempaku Library and tried to follow the example of the campaign conducted by "Campaign Group that make Tenpaku Library better" for they regarded it as their ideal.

The object of the campaign conducted in Midori ward, however, was to establish the library, whereas the one conducted in Tenpaku ward was to make the library better. And the request in Midori ward was not realized, for the city of Nagoya regarded the accomplishment of "One ward, one library project" as the end of the planning of the library system in the city. In those days, there was residents' campaign group that demanded the establishment of subdivision of the branch library in Moriyama ward too. Though the details of the campaign did not become clear, the subdivision did not establish in the ward.

In the first half of 1980s, some librarians who were members of a labor union started the campaign to establish the branch of Nagoya municipal library in Naka ward. As mentioned above, there is no municipal library in Naka ward, for there was Prefectural Library in the ward and the city took it as a substitute of municipal library, whereas they argued that they could not take it as a substitute. The city of Nagoya did not respond to them, but reconstructed Tsuruma Central Library.

On the other hand, campaigns conducted in Nakagawa ward and Minami ward were said to be gone well. When the city of Nagoya decided to reconstruct Nakagawa Library and Minami Library for both of them became too old, some of residents in those wards got together and formed the campaign groups to make those libraries better respectively.

In short, the city of Nagoya did not exceed the limit of "One ward, one library" in those days. And residents' campaigns could not overcome the limit.

7. Conclusion: Today's planning of the library system in Nagoya

It might be thought that the planning of the library system today in Nagoya have no relation to the "One ward, one library". In July 1997, Tomita Library and Kusunoki Library have established in Nakagawa ward and in Kita ward respectively. Both of them were opened as the second municipal library in each ward. Nowadays there are five ward including Nakagawa ward and Kita ward, which have two municipal libraries. And The City of Nagoya is currently planning to construct new branch library in Midori ward.

All of them, however, have founded in the area of the branch of the each ward office. And the city did not decide locations of libraries by investigations for the planning of the library system. That is based

on quite the same approach as before. It would be better to say that the city of Nagoya still continue the "One ward, one library planning" even now.

There is no disagreement that "One ward, one library planning" started by the city of Nagoya should be appreciated as the pioneering work about library administration, for when the planning started not all of cities had public libraries, and only a small number of these cities had branches. Under these conditions, "One ward, one library planning" played an important role as the good examples to other cities. The planning, however have become old-fashioned nowadays. And it must be very important for today's Nagoya to take a step forward on the next stage.

References

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About the Authors

Harumi Yakushiin earned an Master of Pedagogy from Kyoto University. She is currently an associate professor of Library and Information Science at Kinjo Gakuin University, teaching Introduction to Libraries, Library Service, Organization of Library Materials, etc.