

University Libraries in Japan: A Report

日本の大学図書館について (報告)

K. W. Humphreys

K. W. ハンフリーズ

要 旨

筆者は、文部省の招請により、日本の大学図書館を研究する目的で1973年6月に2週間滞日した。東京で数大学を訪問し、大阪および京都に短期間の旅行をしたが、この間、大学図書館員、学者、国立図書館員、図書館学教授、文部省行政官等と多く討論する機会を得た。

本報告では、前半において日本の大学図書館の諸問題について論じ、後半で大学図書館問題の背景について考究した。

大学図書館の問題点としては、まず、学部学生に対するサービス上の問題を取り上げ、学生用参考書、閲覧室、開館時間、図書館利用指導等の問題について論じ、次に、大学院学生および学究者に対するサービス上の問題点として、学部学科図書館、レファレンス・ライブラリアン、外国語専門家、主題専門家、情報サービス、翻訳サービスの諸問題について論議している。大学図書館の経営管理上の問題としては、予算、図書選択、学部学科の図書館組織、図書館職員、相互協力、開架方式、年次報告、機械化等の問題について論議している。

大学図書館の諸問題の背景をなす問題として、全国的組織である文部省、国立国会図書館、日本図書館協会、医学図書館協会、日本科学技術情報センター、日本学術振興会、国際医学情報センター等について論じ、図書館学教育の問題にも言及している。

総合的調整と文部省の役割について、全国的図書館ドキュメンテーションシステムの必要性、外国雑誌を十分確保し全国的貸出図書館としての機能を有するような図書館の必要性、科学技術情報サービス

Dr. Kenneth William Humphreys: M. A., Ph. D., Litt. D. (Hon.), FLA (Hon.); Librarian, University of Birmingham, and Lecturer (Hon.), Birmingham University Graduate Library School; President, University Library Section, IFLA; Chairman, British Standing Conference of National and University Librarians; Chairman, Standing Conference on British Library Cooperation.

His visits to Japan in June 1973 and April 1974 as consultant to the Ministry of Education were sponsored by the British Council. This report followed his 1973 visit, and the Ministry of Education kindly permitted us to edit and publish the report.

ケネス・W・ハンフリーズ博士：バーミンガム大学図書館長，同大学大学院図書館学研究科名誉講師；IFLA 大学図書館部会長；英国国立・大学図書館長会議常任議長；英国図書館協力会議常任議長。

ハンフリーズ博士は1973年6月と1974年4月の2回にわたり訪日した。この報告書の原稿は1973年の訪日後に作られ文部省に提出されたが、原報告に若干編集の手を加えた上で、文部省の承認を得てここに印刷発表するものである。

University Libraries in Japan: A Report

のトータルシステム設定の必要性、図書館情報学教育の急速な向上等について総括的に論じ、文部省がこれらの実現に積極的な責任をとるべきことを示唆している。

以上の論議をまとめて、報告書の末尾に 29 項目の勧告がなされている。

(T. S.)

Foreword

I. University Libraries

- A. Undergraduates
- B. Research Students and Academic Staff
- C. Administration
- D. Automation

II. National Organizations

- A. Libraries
- B. Information Services

III. Education

IV. Co-ordination and the Ministry of Education

V. Recommendations

Foreword

I visited Japan for two weeks in June 1973 at the invitation of the Ministry of Education, with a view to studying university libraries in Japan. At my first meeting with Mr Kidda, Director-General, Higher Education and Science Bureau at the Ministry, he indicated that he would like me to make comments of all kinds on the situation in university libraries and to suggest methods by which improvements could be made in services to the student and to the researcher. This would include a study of the national organisation for university libraries and for scientific and technical information. I should also consider the national library system in relation to the National Diet Library and the role of the Ministry of Education in the system.

I visited universities in Tokyo and made a brief trip to Osaka and Kyoto. I had a number of discussions with university librarians, with academics, with national librarians, library school teachers and with Ministry officials.

I have treated the subject in the Report by

discussing university libraries separately—services for students, services for the researcher, general organisation and automation. I have a chapter on national organisations, on education, the role of the Ministry of Education, and conclude with my recommendations.

I. University Libraries

The problems of university libraries seem to me to be very acute. I did not get the impression that there was an inadequacy of funding but rather a lack of confidence in the library and its ability to provide a satisfactory service. This stems from a combination of factors which seem to me to derive from the status of librarians, the powers of the professors and from a lack of attention to the needs of students as a result of the emphasis on the demands of the professors and the research staff.

A. Undergraduates

1. General

It has been stated in a number of articles

on Japanese university librarianship that too little attention is paid to the needs of the undergraduate. In my visits to some libraries I had the impression that the problem was known to librarians and that attempts were being made to rectify the omissions. I note some of the more evident difficulties:

2. Textbooks

The need for a full provision of multiple copies of text books is a very pressing one, especially in universities with a large student body. The University of Tokyo has a collection of some 30,000 volumes in a special area and the arrangements for their use seem satisfactory. I would suggest that all main libraries in universities should be given a special allowance for the purchase of a collection of duplicate copies of text-books and a recurrent grant to maintain it. The size of the collection must depend on the number of potential users and the subjects covered, but I would think that a basic collection representing 4 or 5 items per student would be an adequate beginning. The volumes should be available on loan for very limited periods, e.g. four hours plus overnight and week-ends. The items to go into the collections must be related obviously to teaching in each department and it would therefore be helpful if each department nominated a library representative who would include among his duties responsibility for ensuring that the collection in his department's subject was up-to-date at the beginning of each term or at least each year. Library staff should be allocated to look after the collection and to see that the right books and the correct number of copies are always available. To my mind this is a very important aspect of undergraduate provision and should be treated as a matter of urgency.

3. Reading Rooms

It would seem that as a matter of normal policy a university provides for research libraries in Faculties or Departments and for

general teaching requirements in the Central or Main Library. An undergraduate is usually therefore confined to the latter library and dependent on the reading accommodation as well as the books in it. I noted however that there were several points which were disturbing. Firstly the number of seats provided in the main libraries was totally inadequate for the student body. At Osaka there were 150 seats, at Kyoto 500 and at Keio 538. In the U.K. and the U.S.A. the usual proportion is one seat for four or five students, and although this may be too high for Japanese universities, it should be seen as a norm to be aimed at. The second point which I found surprising was the lack of books in the reading rooms—in some there were not even reference books. Collections of text books at least should be in each reading room, as well as basic dictionaries and encyclopedias. Finally, there was no sign of any staff in or attached to student reading rooms. I shall return to the question of staff later, but I had the impression that generally speaking staff were in no way concerned with students.

4. Opening Hours

Another symptom of the neglect of student needs was the restricted period of opening of the libraries. I was told in various places that it was usual for Faculty and Departmental libraries to close at 5 p.m., and for the Main Library to close at 7 p.m. in term. This does not conform favourably with normal practice in British or American libraries, which may be open until 10 p.m. or even midnight during the week and often also at weekends. There seemed to be no provision for weekend opening in Japanese libraries, except perhaps for Saturday morning. I suggest that some attention should be paid to extending the opening hours of at least one reading room for undergraduates in term.

5. Instruction in Use

I have already mentioned the fact that I

could not see that library staff were engaged in assisting undergraduate users as they were not in reading rooms. It is not surprising therefore that there was little evidence that attention was paid to catering for students needs. One of the most important ways of encouraging the use of libraries is the provision of classes and even short courses on the library and its methods or on the literature of a subject and how it may be found in the library. The organisation of such courses will depend on the library staff being available and capable of undertaking the task, and above all the co-operation of the academic staff in entrusting their students to the library for instruction. All this pre-suggests a confidence in library staff which does not, I regret to say, exist so far, and to which I return later.

B. Research Students and Academic Staff

1. Departmental/Faculty Librarians

It has been noted above that the Main Library is for the undergraduate, while the purpose of the Departmental or Faculty library is to provide for research needs. The full implications of this dichotomy are considered later, but the practical problems for research may be dealt with here. In the first place library purchases are obtained from the Faculty and administered by the Dean or a Head of Department. The tendency, I am told, in a milieu of individualists, is for the research interests of the Professor to be fully met at the expense of other aspects of the subject which may therefore not be dealt with anywhere on the campus. Secondly, the dispersal of these libraries results in considerable journeys being necessary to go from one to another in search in items not in a particular Department. Thirdly, as there are often no union catalogues of holdings of all the university libraries, it is very difficult for researchers to know whether an item is in the university. (I refer to this again later.) There is therefore no co-ordination of the university's resources.

2. Reference Libraries

Although some of the librarians in Faculty or Departmental libraries are specialists in the subject of that library, there is a great dearth of competent reference librarians, especially in central libraries. The argument for this may be circular: that is, that there are no reference librarians because researchers go to the Faculty libraries, or researchers go to the Faculty Library because there are no reference librarians in the central library. Or alternatively there is no need for reference librarians because academic staff have no confidence in library staff. Another cause undoubtedly has to do with the problem of library education.

Every effort however must be made to build up a cadre of reference librarians, for in my opinion a university library cannot fulfill its functions without them. They are critical to the concept of a library as a collection of material to be exploited by and for the users.

3. Language Specialists

On several occasions I was told that there were too few cataloguers, classifiers and other staff with a knowledge of foreign languages. Again this may be a matter which reflects the poor image of a librarian, so that library posts are not attractive to those with language qualifications. It is obviously imperative that such experts should be recruited to deal with libraries' intakes in European languages.

4. Subject Specialists

In some senses this is similar to the problem of reference librarians and language specialists. It is probably true that in many parts of the world it is difficult to obtain engineers, medically qualified librarians or linguists for work in libraries. The status and salary scales of librarians however are crucial to the solution of the problem and the attitude of academics to the role of the librarian.

5. Information Services

The provision of information services is allied to the employment of reference librarians

and subject specialists. Such services cannot and will not be available to researchers in libraries unless such experts can act as the middle men between the distribution of information packages like Chemical Abstracts or Medlars in order to interpret the wishes of the researcher in terms of correct profiles.

The whole question of information services is treated from a national point of view later.

6. Translation Services

In view of the lack of language specialists in libraries and need to be able to refer to publications in even the major European languages, it is very important that libraries should have some method of providing such translations in addition to those available at a national level. The establishment in a Reader Service Department of the library or an equivalent Reference Division of a panel of translators using academic staff as well as library staff would be a considerable assistance to scientific, technological and medical research.

C. Administration

1. Budget

The amount of money allocated for university library purposes by the Ministry does not, to my mind, seem niggardly, although it is not, also, by any means over-generous. I was told that the library expenditure within a university amounts on average to about 4.5 per cent of the total university expenditure, which would compare favourably with the U. K. figure of 4 per cent.

One of the problems however is the fact that library expenditure is of two distinct kinds—that routed through a Faculty and that allocated to the Central Library. There is no doubt that this has led to an uneconomical use of funds and an unnecessary lack of co-operation.

During my visits to libraries I was under the impression that there were reasonable numbers of staff. I note however that in 1970 the average number of full members of staff

in national universities was 33 (including all types of staff); in municipal universities there were 11 and in private universities 11. This apparently low figure seems to be borne out by the expenditure figures for the same year, when the average expenditure on books, periodicals, etc. for 75 national universities was 71,249,000 yen.

Unfortunately it was not possible to derive figures for staff costs as there are a number of factors, including the problem of part-time staff, which cannot be interpreted in the figures quoted. Nonetheless, my impression is that considerable attention must be paid to the provision of library staff and the relationship between expenditure on books, periodicals and binding, and on full-time and part-time staff.

2. Book Selection

The problems of decentralisation of financing of Faculty libraries and the importance of the role of the Head of Department therefore in the selection of material are surprisingly paralleled in the choosing of books for the central libraries. It is interesting to note that in national universities 35.3 per cent of the book selection is carried out by individual academics, 22.3 per cent by book selection committees, 1.9 per cent by library staffs and 40.5 by 'others'. In all university libraries the figures are 30.8 per cent, 25.4 per cent, 2.8 per cent and 41 per cent respectively.

I understand that there are many complaints about the slowness with which books are ordered and processed. The delay between the date of publication of a book and its appearance on the shelves can be considerable even if it can be purchased immediately in Japan. In my view one of the important contributory factors in this delay is the almost complete dependence on the academic staff individually or in book-selection committees for suggestions for purchase. Book-selection committees meet normally once a month, and suggestions are received often months after publication of books. I suggest that as more subject specialists are available the responsibility for acqui-

sitions should be transferred gradually to the Library staff. A great deal of material will evidently be needed by the library, and can be ordered immediately, but when there are doubtful cases they can be referred to the book-selection committees for their decisions.

I mentioned above the possibility of academic staff being given the duty of acting as liaison officers with the library in connection with the provision of text books. Such staff could also serve as co-ordinators for the collection of suggestions for purchase from a Department and so obviate the need for time-consuming book-selection committees which I regard as out-dated.

3. Departmental/Faculty Organisation

I have already made some observations on this subject. It has generated an immense amount of ill-will in many countries of the world, depending often on the character of the Dean or Professor and the University Librarian. The relationship between the central library and the Faculties can be of a number of types from the completely autonomous collection under full control of the Faculty to the situation where the University Librarian is responsible for all Departmental/Faculty libraries, including budgets and staff, and all libraries are considered to be part of the University Library. I consider that the last is to be preferred. Firstly I believe that all money for library expenditure should be under the control of the Librarian/Library Committee and the running of all libraries should be in accordance with the policy of the Main library. Secondly, all library staff should be members of the University Library staff wherever they may be employed by the University and appointed by the Librarian/Library Committee. Thirdly, all methods employed in library processes should be the same in every library and it may be most economic for them to be undertaken centrally.

I suggested earlier that the establishment of Faculty or Departmental libraries may well be uneconomic. I realise that it is not possible

to point to cost-benefits of having or not having these decentralised collections. They can however result in a quite intolerable amount of duplication. At Kyoto University for example there are 12 copies of Chemical Abstracts, which, at a cost of \$2,200 each per annum this year must represent too high a proportion of the Library grant for this kind of purpose.

Another problem concerns staff. As I understand it, normally librarians are appointed to Faculty libraries with the involvement of the University Librarian, but that lower levels of staff in Faculty libraries are appointed by and paid for by the Faculty. I cannot believe that this situation can be conducive to the smooth administration of the Library with each type of staff having dual loyalties of different kinds. Certainly all staff members in Faculty libraries should be part of the University library staff, however their appointments are financed.

4. Library Staff

The status of the library staff is especially affected in my view by the National School Establishment Law Enforcement Regulations 1949, Articles 12 and 13. Article 12 states that the chief librarian of the university-attached library 'should be a professor of the university. However, if the case so requires, an administrative appointee may become the chief librarian'. In Article 13 a branch of the university-attached library is permitted, but the branch supervisor 'should be a professor or assistant professor of the university. However, if the case so requires, an administrative appointee may become the branch supervisor'.¹⁾ This refers only to national universities, and does not affect private and public universities.

I had the good fortune to meet several professors who were librarians and generally had a fine impression of their work as librarians. It is not a question therefore of individuals but the principle. If capable professionally trained and experienced librarians cannot hope eventually to be appointed to the post of university librarian, prospective entrants will properly consider that the profession is insuf-

ficiently rewarding. This is, I think, one of the most significant aspects of university librarianship which needs urgent attention by the Ministry of Education.

The fact too that librarians should be either professors or, if they are not available, administrators, is again some indication of the fact that librarianship apparently has no standing in university affairs.

I should like to see chief librarians in universities or libraries of Faculties being appointed only from the library profession. These librarians should be senior officers of the university, of full professorial status (with equal emoluments) and with equal rights and privileges as professors within the government of the University. They should be *ex officio* members of the highest policy-making bodies in the university and of the Senatus or its equivalent.

The rest of the library staff must also have greatly improved status and salary scales. Again, so long as this does not mean any diminution in their salaries, they should be equated as far as possible with the academic staff and be fully integrated into the university organisation, able to participate in the government of the university on an equal basis with the academic staff.

With greatly improved conditions of service and with the possibility of promotion to the rank of university librarian, there should be more opportunities for able and highly qualified entrants to the profession. It should then be possible to attract specialists of all kinds—in subjects and languages—which are uncommon at present.

I am convinced that many of the problems which face university libraries stem from this basic factor. Because the profession of librarianship is depressed it does not attract the best candidates; because there are therefore few librarians of the ability (and perhaps also the scholarship) of the academic staff and none are considered to be equal to a professor and because library services are not as efficient as they should be, there is a tendency to dismiss all attempts at improving services in favour of

a development of information services as though they were alternatives instead of complementary to one another.

5. Co-operation

In some senses I have referred to this problem already in dealing with faculty libraries and with staff. In some universities there are many contacts between the main library and the decentralised libraries on a variety of levels, but I was led to believe that very little co-operation was generally possible. Clearly each university is spending large sums of money on the acquisition of books and the payment of staff, but there is no attempt to co-ordinate this expenditure for the benefit of the university as a whole. Such co-ordination is, in my view, vital and every effort should be made to ensure that the money spent on library services of all kinds shows the proper cost-benefits.

There are a number of difficulties which result from the fact that Faculty/Departmental libraries are autonomous, some of which I have mentioned, but which I also include here :

a. Availability

(1) The decentralised libraries are not available to all members of the university, but usually only to the academic staff and research students of the Faculty/Department concerned.

(2) In many cases the books or periodicals purchased by Faculties/Departments are housed in inaccessible places like professors' and lecturers' rooms.

(3) The hours of opening are usually very restricted.

b. Methods

There is no standardisation of processing methods so that, for example, catalogue entries are different from library to library; classification schemes (if any) are also different.

c. Staff

I have already pointed out the problems which arise when staff may have dual loyalties.

d. Co-operation

In general there is not normally any co-ordination of accessions policies, union catalogues of books or periodicals or inter-library lending or the provision of technical services like photocopying, binding and translations.

It is particularly in this field that improvements must be made. The wastage of resources by duplication of material and of effort could be reduced by a rationalisation of policy, especially in relation to accessions and to the sharing of services. It is also essential that each university should have a policy of standardisation of cataloguing and, where possible, of classification since without an accepted standard it is very difficult to compile union catalogues of holdings. Such union lists cannot be used to their full potential unless they are accompanied by the availability of material recorded in them to everyone in the university, whether for consultation or for inter-lending.

6. Open access

I noticed in several libraries I visited, and I have read in various articles, that it is generally true that only a small proportion of the books in university central libraries are on open access. I would suggest that attention should be paid to the possibility of increasing the number of books on open access in university libraries. It may be necessary in many cases to restrict access to academic staff only or to staff and research students.

7. Annual Reports

I understand that few librarians prepare annual reports on the use of the library. It is therefore very difficult to know what developments are planned or have been accomplished by libraries. From the point of view of public relations it would be very useful if members of the university could be informed of the library's activities. I have no doubt, too, that the Ministry would find such reports helpful in assessing the efficiency of the libraries under their control.

D. Automation

In the very short time I had in Japan it was impossible for me to make a through study of the application of computers to the work of university libraries. I discussed the question of automation at Osaka and at Keio Universities, where some work has already been undertaken on cataloguing and on serials control.

My special concern however is that there seemed to be little opportunity for co-operation in this field at present. Some university libraries have been given facilities for experimental work, but a policy for the country as a whole is very necessary.

II. National Organisations

A. Libraries

1. Ministry of Education

At the time of my visit the university libraries were the concern of the Science Information and University Libraries Division of one of the six Bureaux within the Ministry of Education—the Higher Education and Science Bureau. I understand that it was proposed however that this Division would, under a reorganisation of the Ministry, be placed in the Bureau of Science and International Affairs. It is not for me, of course, to comment on this proposal, which may now be a reality, but it is difficult to assess whether this will be advantageous for university libraries or the opposite.

It will be evident though that in financing university libraries the Ministry has divorced such funding from that of universities generally, which are in other divisions of one Bureau. Under the new proposals they would not even be in the same Bureau. This may make it very difficult to bring together the different facets of library provision which I have advocated elsewhere.

I am not sure that the exact responsibilities and powers of the Ministry of Education in relation to libraries have ever been defined. The autonomy of universities would obviously militate against any interference with the

internal organisation, with the teaching of librarianship and perhaps even salaries of staff. Nonetheless, as I shall try to show later, it may be that only the Ministry can take the lead in the recommendation of standards, the co-ordination of resources and the initiation of co-operation in library fields—especially in universities.

2. National Diet Library

This is obviously not the place to discuss the history and development of the Library, but rather to consider its rôle in relation to other libraries in Japan. In the pamphlet describing its organisation, functions and activities it is said that its functions are as follows:

“The National Diet Library, with a privilege accorded to it by the legal deposit system, endeavours to build up a comprehensive collection, for preservation in perpetuity, of the records of the nation’s cultural achievements, and also to collect as extensively as possible foreign publications that may be helpful to Japan’s progress in culture and science. The large resources thus cumulated constitute the background for the multifarious services rendered by the Library.

a. Service to the Diet

In the first place, the National Diet Library is the library for the Diet. The service to the Diet is chiefly attended to by the Research and Legislative Reference Department, where experts and specialists on different problems work to answer the needs of Diet members.

b. Service to government agencies

In the second place, the National Diet Library gives library service to the executive and judicial government agencies through the thirty branch libraries organised in them. There exist between the Main Library and the branch libraries close co-operative relations such as mutual loan of materials and mutual assistance in research activities.

c. Service to the general public

Thirdly, the National Diet Library offers its collection for the free use of the general pub-

lic. It gives specialised reference service to researchers and provides extensive bibliographical information.

The library functions as the central library of Japan, compiling the Japanese national bibliography and other bibliographies, union catalogues and periodical indexes, preparing and distributing printed catalogue cards, and co-operating with other libraries through inter-library loan of materials and assistance to reference services.

d. International services

Fourthly, as the representative library of Japan, the National Diet Library maintains co-operation with libraries in foreign countries in such activities as exchange of publications, international loan of books, and exchange of scientific information.”

Chapter VIII of the National Diet Library Law ‘Services to other libraries and to the Public’, article 21, reads:

“The services and collections of the National Diet Library shall be available to the people of Japan either directly or through prefectural or other libraries to the fullest extent consistent with the requirement of the Diet, its committees and members and of the other branches of the government. To this end the Chief Librarian is authorised as follows:

- (1) To make the collections of the Library available for public use and study either in the National Diet Library Building, or by interlibrary loan, or through copying services or by exhibition, under rules and regulations to be made by him; and to provide such other services as he may, according to circumstances, find to be necessary for the improvement of the library services of Japan.
- (2) To assist, by every appropriate means, prefectural and other local assemblies, government officials and librarians in the organisation of libraries and in the development of library services.
- (3) To make available, to other libraries and individuals desiring to purchase them, copies of the printed catalogue cards and other publications of the Library, and to charge

for the same a price to be determined by the Chief Librarian.

- (4) To take measures toward the establishment of a union catalogue of the library resources of Japan and of such other catalogues and lists as may be necessary to effect co-ordinated usefulness of the library resources of the country."

To my mind the most significant point in these statements is the order of functions which, I am informed, represents the order of priority. It follows therefore that the provision of national services is not the prime function of the library, and this is particularly disturbing since there is no other national library. In fact this lack of a national library, or at least its subordination to other needs, is one of the most important aspects of the Japanese library system. We may say with the writers of the Parry Report on University Libraries that the system needs an apex and in many ways a driving force. I shall come to this later.

The policies of the Library are decided by the Sub-Committee on the library in the Diet Steering Committee in both Houses. We therefore have a situation where the national library has no control from outside the Diet. No libraries have any say in the systems which are devised or implemented except to execute the policies laid down. It was not surprising to hear that there was no contact with university libraries.

This is particularly disturbing when the National Diet Library acts as the centre for international relations in inter-library lending, in exchanges, etc. and when it is responsible for various national services like a cataloguing card production unit and the development of an automated cataloguing project based on MARC II.

3. Japanese Library Association

I had discussions with the officers of the Association about the work of the Association in connection with university libraries. It is however clear that the majority of members

are from public libraries which absorb much of the attention of the Association. Some study has been made of standards, but so far the Association has not organised any movement for co-ordinated action in the many areas in which such action is needed—on cataloguing and classification, automation, staff problems, education for university librarians, interlibrary lending, union catalogues, etc.

4. Medical Library Association

A considerable amount of progress in co-operation has on the other hand been achieved by medical librarians, so that there is an effective inter-library loan scheme and there are very successful arrangements for the interchange of information. Any plans for developing an administrative association of libraries with a view to co-operation should bear this body and its policies in mind.

B. Information Services

1. Japanese Information Centre of Science and Technology

The Japanese Information Centre of Science and Technology was founded in 1957 as 'a central organisation in the country for scientific and technical information'. It is controlled by the Prime Minister through the Science and Technology Agency of the Japanese government. Its function is defined as follows:

- a. To collect both domestic and foreign information in the field of science and technology;
- b. To classify, organise and retain that information;
- c. To disseminate that information to its clientele quickly;
- d. To solve problems of information handling that individual institutions or enterprises are not able to manage.

It is a non-profit-making institution funded by the government and by industry. It charges for all its services. It publishes the abstracts

ting journal *Current Bibliography on Science and Technology*, now divided into ten series covering more than 8,000 foreign current journals. It offers also photocopying services, current tables of content and translation services.

It has developed mechanisation processes for compiling *Current Bibliography* and for the retrieval of information for literature searches.

So far as I am aware there is no administrative arrangement for co-operation with universities, and no means by which university librarians can have any say in the policies of the Centre.

2. Japan Society for the Promotion of Science

The activities of the Society are funded by the government and supervised by the Ministry of Education. Its function is to provide information requested by Japanese as well as foreign scientists. It has a major publicity programme, which includes *Japanese Scientific Monthly* and a wide variety of directories and other guides to institutes and to the source of information. It is particularly active in promoting scientific co-operation between industries and universities, although there is little evidence of librarians being closely associated in this work.

3. International Medical Information Centre, Inc.

This Centre was developed from the Medical Library and Information Centre of Keio University. It is a non-profit-making legal foundation, approved jointly by the Ministry of Education and the Ministry of Health and Welfare. It is intended to be the central organisation of medical information in Japan. It offers the following:

- a. Literature searches and current awareness services on a specific subject;
- b. A referral service for medical research enquiries;
- c. Compilation of index and abstract journals;

- d. Translation services;
- e. Copying services.

The Centre is run by a Board of Directors and includes Mr Tsuda, the Professor of Library and Information Science at Keio University and Mr Takatori, the Director of the Library and Information Centre, Keio University. It is a pity that more librarians—especially from other universities, are not on the Board.

4. Others

It must not be thought that the above are the only information centres, as there are many institutions concerned with specialist information of all kinds. These are not restricted to science, technology and medicine. The National Institute of Japanese Literature, for example, has a responsibility for bibliography and information services on Japanese literature and is planning a system using computers. Its funds however are more limited than those centres for technical subjects.

III. Education

It was not my task to study library education on my tour, especially as my colleague Mr Ron Staveley had earlier made a report on this subject. However, I had some discussions on this topic, and it was clear to me that the present situation in library education is related to that of the profession generally, particularly as it effects university libraries.

As Mr Staveley reports, there is an excessive number of inadequate courses in library and information studies; he quotes from *Books for All*, published by the Japan Library Association, which states that “three full-time professional courses of repute produce some 200 students annually, whilst 1,300 other students emerge from short courses provided by 115 colleges and universities.”²⁾ This excludes summer schools. Of the students on such courses it is likely that only 15 per cent obtain posts in libraries. I cannot do better than reiterate Mr Staveley’s comment that “the

combination of overproduction of recruits, haphazard employing practices, and general low level of professional studies, is clearly a serious matter, economically wasteful and likely to depress both educational standards and standards of library service."³) I have no doubt that the very low standing of the library profession and especially of libraries in universities is in a large part due to the use of library studies as a softoption for students with no intention of entering the profession. If I had full dictatorial powers I would close all institutions teaching librarianship except the three approved centres, and then start building up other centres in the provinces of comparable standards as the three. Professional studies must be maintained at a very high academic level if they are to attract the best candidates, dedicated to library and information work.

I am sure the recent emphasis in library education on information services to the exclusion of the teaching of normal library techniques has resulted from the poverty of the older system of training. The Sub-Committee on Science Information of the Ministry of Education under the chairmanship of Professor Kotani suggests that librarianship has two distinct types—traditional library practices and the library system of the future. It is envisaged that the education of those dealing with the latter, or information specialists, should have a better status and salary expectation than the traditional librarian. What perhaps is particularly disturbing about this concept is the proposal that graduate courses in information science should be given in Faculties of Engineering, so that computer sciences can be given their appropriate emphasis.

It will be evident from this that scientists see librarianship as a dead duck, and a new *science* must replace it. A stage of crisis appears to have been reached in education for the library profession, and only a radical change will save it from being eclipsed by information science, which after all is only a well-developed but fragmentary area of librarianship itself.

IV. Co-ordination and the Ministry of Education

The gaps in my knowledge of Japanese libraries and librarianship are like the holes in a large net, held together by the strands of my superficial understanding of the current situation. This meagre understanding is based on a brief visit to the country and reading all the information I could find on the subject. Unfortunately much of the information was considerably out of date. I must therefore introduce this subject with the caveat that my views may well at times be based on this inadequacy of understanding.

Some of the problems for the Ministry seem to me to be as follows:

- (1) The need for a national library and documentation system;
- (2) The need for a National Library with the following duties:
 - (a) To offer a full-scale inter-library lending scheme;
 - (b) To ensure adequate coverage of foreign books and periodicals;
 - (c) To provide a focus for national policy for library and information scientists;
- (3) The need for a total system for scientific, technological and medical information services, either within or outside (a);
- (4) Co-operation between university libraries on a continuing basis;
- (5) The radical reorganisation of library/information science education;
- (6) Networks.

1. A national library and documentation system

The first question to be answered is whether there should be one total national system concerned with all libraries and with all information services, or whether there should be more than one. I deal with this under (3) below.

The greatest problem facing the Ministry is that libraries are not all under its control, and it could not impose an organisation on them.

What is required is some type of National Library Services Board to prepare forward plans and budgets for national services and to lay down a policy framework within which each section of the library community would work. Decisions must be reached if possible with willing consent of all librarians and their authorities. A number of countries have found it possible without State direction to accept such an organisation, e.g. Norway, Denmark, Finland, Austria, to name only a few.

I suggest that the Ministry should establish such a Board, consisting of representatives of a National Library (or the National Libraries), university libraries (national, private and public), public libraries, special libraries, JICST, and perhaps such bodies as the National Institute of Japanese Literature and the International Medical Information Centre. These should be mainly librarians. There should also be a number, not exceeding that of librarians, of scholars and scientists representing the users' point of view. The Ministry should be responsible for convening meetings and preparing agenda, documents and minutes. The reports of the Board should be submitted for action by the Ministry of Education.

2. The need for a National Library

It will immediately be objected that a National Library already exists in the National Diet Library, but to my mind it would seem that that Library does not fulfill the many functions which a country's National Library should undertake. It is unfortunate that it is primarily a library for the Diet and that its national role is almost incidental. This is of course not in any way to decry the services provided by the National Diet Library in the publication of the National Bibliography, the provision of catalogue cards, etc. This function of a national library should remain with the National Diet Library. There are however other aspects which require action:

a. Inter-library lending

There are a number of independent schemes for inter-library lending in the country, but

not one co-ordinated system. It is necessary firstly to persuade all large research libraries to agree to participate in a national scheme for recording their holdings centrally and for making them available (with normal safeguards) for loan to other libraries. Obviously there must be a central organisation with adequate finances to compile finding lists and to arrange loans. I would suggest that the Ministry should look very carefully at the method adopted in Britain by the foundation of the National Lending Library for Science and Technology, which is now amalgamated with the National Central Library in the British Library Lending Division. This library provides a large stock of material for loan throughout the country (and, in fact, with photocopies, all over the world). In Japan for science and technology a start could be made at JICST, but it is of vital importance for the country that material in all subjects should eventually be accessible to users. The policy of the Centre for Research Libraries in Chicago, which has been influenced by the National Lending Library for Science and Technology, should also be examined. The creation of a National Libraries Board should initiate discussions on co-operation in relation to the most feasible total system.

b. Coverage of Foreign Literature

It was pointed out to me by librarians and academics that the coverage of foreign literature in the country was inadequate. Surveys show considerable duplication resulting in poor coverage in book and journal acquisitions.

Some method must therefore be found to give a wider coverage. If a new library (possibly in an existing centre) were established as an inter-library lending collection of the NLL type, then one central collecting agency might be sufficient. If this is not practicable, a Farmington Plan type of organisation will be needed. Again, the co-operation of many institutions will be required, through the National Libraries Board.

c. A National Policy

One of the first tasks of a National Libraries Board should be to formulate a national policy

and to designate the National Library or other libraries to undertake the tasks appropriate to them. Certainly a National Library for Lending together with the bibliographical section of the National Diet Library should be capable of coping with most of the responsibilities connected with national policy. The policy statement should include research and training in librarianship and information science.

3. Scientific Technical and Medical Information Service

The Sub-Committee on Science Information of the Ministry has produced a draft report on the improvement of scientific information services, and many of its recommendations will, I hope, be adopted. It is however, I think, very important that its proposals should be implemented in relation to the total national library and information services. It would be very unfortunate if there were a complete schism between libraries and information centres since one depends so much on the other. The sources of information must be collected (in libraries) before they can be exploited for items of information and then that information must be available, preferably through libraries, to the users. In this connection I would suggest that university libraries should be funded to pay for information services obtained on behalf of their academic staff and researchers from outside sources. This could have the effect of stimulating the use of such services by members of universities and lead to an improvement in the image of the librarians.

I would like therefore to see the National Library Board to be also a National Documentation Board and to deal equally with information services (on all subjects) and libraries. This would be made easier if there were a National Committee on Documentation whose activities were subsumed under and financed by the National Library and Documentation Board.

4. Co-operation

Something has already been mentioned about co-operation so far as lending is concerned, and also the possibility of a plan for co-operation in acquisition. I am sure however that a great deal needs to be done to achieve improvement in the status and salaries of librarians, to standardise cataloguing rules and classification schemes, to consider library building standards and above all to co-ordinate automated processing. It has been my understanding that the various developments in computer work for libraries have been embarked upon as a one-off operation—with the exception of course of some of the basic work at the National Diet Library. A great deal of research is required into the requirements of librarians and library users, feasibility studies, machine problems and costing before any kind of national policy can be evolved. Again the Board (or of course the Sub-Committee) should investigate all or some of these aspects of automation.

5. Library Education

As I have indicated earlier, I believe that no great improvement in the library situation will be possible until the education system has been radically altered. It is essential that standards of good practice should be laid down in co-operation with the Library Association of Japan, and institutions should be able to offer courses only if they accept such standards. It would again be a matter for the Board to recommend standards to the Ministry, which would need to act as an Inspectorate for library/information science courses.

6. Networks

It will be clear that some of my proposals will take a long time to come to fruition, even if they should be generally acceptable. I would propose therefore that in the meantime attempts should be made to bring all national university libraries together for discussions of co-operative measures of interest to them. Similar regular meetings should be arranged

for the other university libraries. Secondly the feasibility of local or regional co-operation should be investigated for inter-library lending, the supply of photocopies and even of computer services. It may be easier to build up a national system relying on various existing co-operating bodies than to start with a central organisation only. Whichever method is adopted, the question of local and regional co-operation will arise. The British and American experience in this field is very relevant (c.f., for example, my article⁴⁾ in *LIBER Bulletin*. Other networks which spring to mind are those in information science for particular subjects, like medicine.

V. Recommendations

1. All main libraries in universities should be given a special allowance for the purchase of a collection of duplicate copies of textbooks and a recurrent grant to maintain it. A norm of 4 or 5 items per student should be adequate (I. A. 2)
2. A representative should be nominated in each academic department to have responsibility for ensuring that the text-book collection is up-to-date for that department and also to co-ordinate the suggestions for purchase by the staff of the department. (I. A. 2 and I. C. 2)
3. A study should be made of the adequacy of provision of readers' seats in main libraries. Reference books, dictionaries, etc. at least should be provided in reading rooms. Library staff should be evidently available in reading rooms to provide reader service (I. A. 3)
4. The opening hours of main libraries and departments probably need to be extended in many universities both during the week and at week-ends. (I. A. 4)
5. Arrangements should be made for the provision of courses for undergraduates on the use of the library and the literature of a subject, as well as the publication of guides to the library, including literature guides. (I. A. 5)
6. Every effort should be made to build up a cadre of reference librarians. (I. B. 2)
7. Every effort should be made to recruit language specialists to university librarianship. (I. B. 3)
8. Subject specialists should be appointed to university libraries wherever this is possible. (I. B. 4)
9. Information officers for all subjects should be appointed to university libraries. (I. B. 5)
10. A panel of translators should be maintained by the Library for the benefit of users. (I. B. 6)
11. Attention should be paid to the advisability of combining the library fund from Faculties with funds directly allocated by the University. (I. C. 1) See also 14 below.
12. As the proportion of expenditure on library services suggests that too little is spent on staff, a review of staff needs should be undertaken. (I. C. 1)
13. In order to speed up the acquisition of books the Librarian should be given responsibility for some book-selection and as subject specialists are appointed they should take over this task. (I. C. 2)
14. The University Librarian should be responsible for all Departmental/Faculty libraries, including budgets and staff, and all such libraries should be considered part of the University Library. (I. C. 3)
15. Chief Librarians of Universities or librarians of Faculties should be appointed only from professional librarians. They should be senior officers of the university, of full professorial status and with equal rights and privileges as professors within the government of the University. They should be *ex officio* members of the highest policy-making bodies of the University and of the Senatus or its equivalent.
The rest of the Library staff should be equated in status and salaries with the academic staff and participate in the administration of the university on an equal basis with academic staff. (I. C. 4)
16. There should be as much standardisation of practice between Faculty and Main Uni-

versity Libraries as possible, especially with regard to cataloguing rules and the use of classification schemes. There should be rationalisation of accession policies, inter-library lending, and sharing of services. (I. C. 5)

17. Attention should be paid to the most efficient division of library stock between open and closed access. (I. C. 6)
18. University librarians should be encouraged to prepare annual reports. (I. C. 7)
19. Co-operation in the planning policy of automating library processes is essential. (I. D)
20. The Ministry of Education should take the lead in the recommendation of standards, the co-ordination of resources and the initiation of co-operation in library fields. (II. A. 1)
21. Some administrative arrangement should be made for the involvement in the policies of the National Diet Library of other libraries, especially university libraries. (II. A. 2)
22. A National Library Services Board should be set up, consisting of representatives of a National Library (or the National Libraries), university libraries (national, private and public), public libraries, special libraries, JICST and perhaps such bodies as the International Medical Information Centre and the National Institute of Japanese Literature. The Ministry should be responsible for convening meetings. The reports of the Board should be submitted to the Minister of Education. (IV. 1)
23. There should be a central organisation with adequate finances to compile union catalogues and to arrange loans. Considera-

tion should be given to the establishment of an institution comparable with the British Library Lending Division. JICST might be the centre in the first instance. (IV. 2. a)

24. Some method must be found to give a wider coverage in Japan of foreign material, either through a BLL type system or by co-operation in acquisitions. (IV. 2. b)
25. A national policy on libraries and documentation must be formulated. (IV. 2. c)
26. University libraries should be funded to pay for information services on behalf of their users. (IV. 3)
27. Standards of good practice in library education should be laid down by the Ministry of Education (through the Broad), with the Library Association of Japan, and institutions should be able to offer courses only if they accept such standards. (IV. 5)
28. Attempts should be made to bring all national university librarians together for discussions on co-operative measures of interest to them. (IV. 6)
29. The feasibility of local and regional co-operation between libraries should be investigated for inter-library loans, supply of photocopies and computer services. (IV. 6)

- 1) Buckman, T. R. *et al.* *University and research libraries in Japan and the United States*. Chicago, ALA, 1972, p. 91.
- 2) *Books for all* [Toshokan Hakusho]. Tokyo, Japan Library Association. 1972, p. 40-41.
- 3) Staveley, R. "Impressions of library and information studies in Japan: 1973," *Library and information science*, no. 12, 1974, p. 11-4.
- 4) Humphreys, K. W. "Local cooperation among libraries in Birmingham," *LIBER bulletin*, no. 2, 1973, p. 34-57.