

Some Reflections on Library and Bibliographic Service in Japan and Britain

日英両国における図書館・書誌サービスに対する感想

Ronald Staveley

ロナルド・ステイヴリー

要 旨

日英両国は、過去10年間教育面において、様々な似かよった社会的変動を経験した。両国政府のこのような社会問題に対処する仕方にもかなりの類似点がみられる。一方、政府がとりうる施策には両国間に大きな、かつ重要な制度上の差が存在するため、異なった結果を生み出している。新しいスタイルの高等教育の特質・性質は、大学等の図書館・情報サービスに当然反映され、また間接的にその他の教育機関およびそれに付随する図書館サービスにも影響を与える。

本稿は、日英両国における最近の教育面での動きを背景に、日英両国における図書館活動の事情を対比的にとりあげる。

英国では、学校教育と卒業以後に直面する就職難の社会における適応訓練との結びつきが重要視され、ばらばらであった多くの教育活動が互いに関連を持つようになった。特に高校卒業年次での教育形態・方法に多くの関心がよせられ、16才以上の生徒を受け入れる“sixth-form college”，あるいは“tertiary college”の導入が試みられている。

英国政府は職業教育に関して大学およびポリテクニクに影響を与える様々な施策をとってきた。教育・科学省ではなく雇用省の管轄下にある Manpower Services Commission (MSC) は、職業の選択、職業訓練、求職、雇用が円滑に行えるように、種々の教育・訓練計画を実施している。さらに地方レベルで教育と産業との結びつきをはかる Regional Advisory Councils もその例である。同様の活動を行う独立団体としては、Royal Society of Arts, City and Guilds of London Institute があり、新しい知識や実践の知識の提供につとめた。また、Technical Education Council と Business Education Council は、MSC 計画の延長線上で、より高度の学術レベルでの教育を可能にしている。このような国家的・社会的見地から広範囲にわたって職業教育を相互関連的に行う中で、図書館・情報サービスの必要性がとらえられている。

労働組合、専門職団体も職業教育に強い関心を持っている。もちろん労働団体、専門職団体は、正規の教育・訓練は教育機関に委譲しているが、職業の基準・質に対する影響力は依然として強い。これは

Ronald Staveley, Director of Library Studies, School of Library, Archive and Information Studies, University College London.

ロナルド・ステイヴリー：ロンドン大学ユニヴァーシティ・カレッジ，図書館・文書館・情報学科図書館学主任教授。

社会に広く分布し、他の専門職に属する同僚とその仕事ぶりや能力が比較される図書館員・情報専門家にとっては、非常に重要なことである。英国の教育界では、図書館員は教員と同等の待遇をうけているが、それは雇用当局との交渉の前に、Library Association と種々の教員組合との間ですでに同等性が確立されていたからである。公共図書館の場合でも、National Association of Local Government Officers は、図書館員の地位を地方公務員の中で正当に認め、専門職の地位は L A に登録された図書館員で充当されることになっている。

一方、日本では専門職団体に対する認識はまだ確立されていないが、これは以下に示す互いに関連する二つの社会的要因によると思われる。

英国では大衆教育において、図書館が歴史的に重要な役割を果たし、最初の教育法の成立よりも20年早く 1850 年に公共図書館法が成立したように、公共図書館が重要な教育サービスとして決して無視されることはなかった。さらに、英国の公共図書館は個人教育に根をおいていたため、レファレンスおよび情報サービスは、まず個人個人を対象にして行われた。そのうえ、大公共図書館は戦前の大学図書館よりも効果的なレファレンス・サービスを学生達に行っていた。これは日本の公共図書館にはかつてなかった現象である。また、英国の公共図書館のレファレンス部門は、郷土史および郷土資料に関心を示し、かなりの郷土資料を有し、地方の公文書館としての役割を長い間努めてきた。

日本で図書館に対する認識が低い2番目の要因は、職業教育・訓練の計画・実践に、学会、専門職団体が表面上小さな役割しか演じていないことである。日本では主要な専門職の資格は、国家試験により与えられているにもかかわらず、図書館・情報学分野では、国立大学の図書館員以外には国家試験が存在しない。一方、文部省、図書館専門職団体は図書館員の過剰供給を制御するすべを持たない。また、図書館が資格のない人間に夏期研修で資格をとらせ正規職員にする場合があるが、これは有能な図書館員の雇用の道をとざし、過剰供給と共に図書館サービスの基準や質を低下させることになる。なお、図書館・情報学を教養科目としてとらえるのも、もちろん意義があり有用であるが、図書館専門職教育との区別は厳密につけねばならない。このような問題を解決するためには、より強力な専門職団体が必要であるが、若い図書館員間での鋭い専門職論議・論争が欠如している。この種の行為が英国の図書館界ではごく当たり前であるため、非常に目につくのである。

日英両国の大学図書館を政府の政策から比較してみると、日本では文部省が学生数を国立大学図書館の職員数を計算する基礎にしているのに対し、英国では University Grants Committee が大学図書館を直接管理し、蔵書の認めうる最大値を計算する基礎として学生数を使用しており、その他資料の85%を開架とすること、協同廃棄計画を含む図書館相互協力活動の実施などを求めている。

英国における図書館相互協力は多岐にわたり、LASER (公共図書館と専門図書館)、BLCMP (大学図書館と公共図書館) のように館種を越えた協力活動が行われている。さらに、地域社会との協力では公共図書館が大きな役割を果たしており、その好例が、カレッジ、学校、病院、図書館、娯楽施設が一緒になったマンチェスターの Abraham Moss Centre である。

一方、日本では過去の公共図書館サービスの不適切さが尾をひいて、現在でも地域社会の財産としての価値は高くない。日本の公共図書館の活路は、公共図書館間だけでなく館種を越えた協力活動にある。

British Library Research and Development Division は、図書館・情報学の研究を振興する責任を荷っており、全ての図書館および図書館学科は、直接あるいは間接に、その恩恵にあずかっている。研究を行う中心的機関がきめられており、図書館経営に関しては、初めは Cambridge 大学、現在は Loughborough 大学が受持っている。利用者研究は Sheffield 大学、プライマリー・コミュニケーション

ン研究は Leicester 大学が中心となっている。また、BL は LA その他の専門職団体への研究資金の提供、セミナー・会議・プログラムの手配、図書館相互協力機械化プロジェクト（例えば、BLCMP、スコットランドにおける書誌データのオンライン・ネットワーク）や、LASER への資金援助、他の団体との研究の調整、LA の *RADIALS Bulletin* (Research and Development - Information and Library Science) の出版補助、図書館学教育者・研究者に対する研究資金の提供を行っている。

ところが、日本では、研究を振興する体制が非常に不備であり、また研究を遂行できる能力・体制を持つ図書館・情報学関係の教育機関はわずかである。

日本で図書館・情報学教育がどのように行われているかを十分理解することができなかったが、これは日本の多くの図書館員にとっても同様であるように思われる。図書館・情報学を副専攻として開講している教育機関が氾濫しているため、重要な専門職の資格を与えるものとして図書館・情報学教育を綿密に考えることが欠如しているようである。カリキュラムも図書館・情報活動の様々なトピックを集めたものが多く、勉強の仕方・教授法についてほとんどふれていない。英国には図書館・情報学教育者間で種々な問題を討議し、意見・経験の交換を行う場を提供する Association of British Library and Information Studies Schools が存在するが、日本でも同様な機能を持つ場の確立が、図書館現場と様々な問題について討議する公式の場の確立と共に必要であろう。(K. H.)

Honoured by a Research Fellowship of the Japan Society for the Promotion of Science, I visited Japan in March 1978 for a six weeks study of the general development of library and bibliographical services. A shorter visit five years earlier had provided much material for reflection - the likenesses and contrasts in Japanese and British library and information practices and in the societies that nurtured them. In recent years it has become almost as natural to broaden one's comparisons by taking account of *multi-national* or global requirements of information and bibliographical service. Insofar as that involves Japanese and British computer-based information service from data-bases of international value, the Hakone Seminar that coincided with the last week of my visit will have provided authoritative Japanese and British views incomparably superior to mine. I understand that translated British contributions to the seminar will appear in *Gakujutsu Geppo* shortly.

I learned quickly that Japan's information network has drawn rapid benefit from the remarkable success of linguist/computer specialists in overcoming obdurate language problems that hindered computerisation. I was enabled to get on reasonable terms with the story of recent fundamental research, and

the current state of special, specific and general research on data retrieval and data-base operation, through the publications of Gakujutsu Shingikai, the advisory body to the Minister of Education, Science and Culture. I welcomed especially the English translation, Basic Policies for the Immediate Future regarding Promotion of Academic Science, and am greatly indebted to my host-professor Yutaka Kobayashi, for explanations of the general field and of the current state of JICST activity and JOIS service to which he has contributed so much personally. Brief visits to Tokyo, Kyoto Sangyo and Osaka university libraries also enabled me to appreciate the current state of computer-application in library management. A visit to the National Institute for Japanese Literature provided a reminder that humanistic studies have already much to gain from enterprising employment of computer capabilities. I must own, however, that I gave most of my limited and precious time to other aspects of bibliography. Though the information network and the library network are inter-dependent, it was in the latter that I tried hardest to understand and compare. An interest in profession and social history provided my usual standpoints.

My reading of Japanese social commentary

of the last decade showed surprising similarity with British experience, and press cuttings could have come from either country. Among shared educational topics—student unrest and its consequences, startling illiteracy and innumeracy, in higher education as well as lower under-achievers, student suicides, social and physical casualties, the TV dominated world of children, hopes and fears about Open University or University of the Air, neglect of fundamental research in favour of practical application, or vice-versa, research candidates overmuch obsessed with preparing theses, too little concerned with their usefulness, the general background of violence in society at all levels, and inadequate research into courses. Government administrative reactions to such social changes also showed numerous parallels. This surprised me the more, given the contrast between inflation-ridden Britain in economic decline, and ascendent Japan. Clearly however, Japanese alarm about stagnation can produce much the same decisions as does British fear of worsening unemployment. There are considerable and important differences in the institutional services available to the governments of the two countries, so the implementation of decisions is different, with differing consequences. My evidence comes from a hasty study of recent educational developments in Japan and Britain, aimed at throwing light on the library situation in that field. It would be well to summarise that next.

Both countries have had commissions and committees examining and reporting on all levels of educational provision and performance, and each country has had to involve more departments and ministries than the strictly educational ones. Professor Isao Amagi's survey, *Higher education in Japan—problems and prospects* (1977) was a specially appropriate introduction for me, because of his former directorship of JSPS and his prime interest in the practical implications of the social and educational changes he chronicles. The character and quality of new-style higher education must obviously be reflected in the library

and information services in the universities and colleges concerned. Implicitly too, all lower levels of education and of library support are equally affected, and the interrelations between learners, teachers, and providers of library and information resources are seen to require re-definition.

In Britain the re-appraisal of learning and teaching methods and materials worked upwards from the primary school level. An overlapping interest was in the problems of the many kinds of 'under-achievers', and extra urgency was imparted by recognition of the strong links between education and training services and national performance in commerce and industry. Again, the undeniable links between individual performance and personal development demanded explicit recognition at all levels of learning, training, employment and re-employment. Many formerly unrelated threads of educational activity and study came together, recognised as inter-dependent and inter-active, with profound implications for all social and economic thinking. Many countries have undergone the same experiences, of course, and one important professional aspect of this may be illustrated from a well-known Unesco manual by N. MacKenzie, *Teaching and learning ; an introduction to new methods in higher education* (1970), 'From the standpoint of the learner, what matters most is not the formal instruction he is given but the kind of learning resources to which he has access, and also the range of competencies he acquires which will enable him to make good use of these resources to achieve his aims'.

Education at the crucial school-leaving age has received much special attention in Britain, the more so because the date on which the school-leaving age was raised by a year coincided with the start of severe unemployment, which affects young school-leavers at once. Uncertainty as to whether the final year of school work should be spent in the same secondary school or department, or in a new kind of school or a college, resulted in a variety of experimental practices. New 'sixth-form colleges' have been the answer preferred by

most local authorities. About 90 have appeared so far, catering for students over 16, suiting their courses to requirements for either higher education or further education colleges. There are a few examples of 'tertiary colleges' which replace existing sixth-form and further education provision in an area, so catering for all students at all levels over the age of 16.

Courses are both academic and vocational, covering a wide range very flexibly. This kind of college may well become more popular with local authorities, but the present preference is for bridging arrangements between school and existing further education and higher education, with some courses contributed to jointly by school and college teachers. It has now been established beyond doubt that most students prefer to change to the more open and adult learning environment of a college, rather than to stay in a school environment that is restrictive and somewhat irrelevant to young people with eyes on the future. The Department of Education and Science has favoured change partly for financial reasons, because small sixth forms in secondary schools cannot justify the quite extensive basic range of subjects that must be offered. A figure of 120 students has been set as the minimum for a viable teaching operation at this age.

Quite considerable rearrangement and restructuring of colleges in the further education field has happened for the same reason—the more favourable economics of larger units. Small colleges, notably in the teacher-training field and similar specialisations, have been combined into large units of wider scope. Polytechnics in the higher education field have been similarly enlarged by enforced mergers with small colleges. There are of course attendant problems of divided location, loss of identity, management difficulties and (notably in libraries) uneconomic multiplicity of service points. Limitations on capital expenditure commonly prohibit remedies in Britain for the time being.

I noticed that similar lines of thinking in Japan resulted in the establishment in 1976 of the nineteen hundred or so Special Training

Schools, as a third type of post-secondary education. The result has again been a considerable increase in the volume and range of activity in the further education field, with some sharpening of distinction between colleges in this field and institutions of higher education. In Britain, however, both polytechnics and universities (which together form its present binary system of higher education) are certainly affected by the activities of a government body that has stimulated many of the recent changes. Named the Manpower Services Commission, it was set up under an Employment and Training Act of 1973, responsible not to the Department of Education and Science but to the Department of Employment, and required to 'help people to select, train for, obtain and retain, employment, and assist employers to obtain suitable employees'. It has two executive branches, the Employment Service Agency and the Training Services Agency. It also has a very large budget, increasing to £781 million in its current five year programme to 1982, and a staff that may number almost thirty thousand by then. It can promote or buy programmes or schemes of education or training at any educational level, it has partners in the Industrial Training Boards, and it liaises with bodies like the Confederation of British Industry and the Trades Union Congress. It has planned for job creation and job training, and programmes for young unemployed are coordinated to give national coverage. A recent publication, the 'Holland Report', *Young people and work* (1977), describes a comprehensive new scheme of 'youth opportunities', including preparatory courses and industry-based work experience of many kinds. Courses range from two weeks to twelve months for the most part, but two years or more may be thought necessary. Special categories of learners are catered for at all relevant levels; they include the handicapped and disabled, under-achievers of whatever age, and the increasing immigrant groups. Most courses therefore, long or short, include basic social and word skills and training in numeracy, alongside the work prepara-

tion component. All young people are eligible, and they receive financial support. Large numbers of new 'opportunities' are envisaged and funded for each year. Its latest annual report, (July 1978), says that it has helped nearly one million people into jobs through its Job Centres, nearly 100,000 under the Training Opportunities Programme and over 100,000 by means of its job creation programmes. Another 53,000 have been given work experience and 40,000 training places were provided in industry. Yet notwithstanding this, the overall situation had deteriorated, though this did not surprise one, for the Holland Report had itself predicted a rise in the number of young unemployed to 300,000 by 1981.

The undoubted success of some of the more measurable activities of the Commission has reduced but not silenced two main criticisms—failure to make fullest use of existing resources in the education field, and duplication of effort between the two major government departments. A call was made for a new Department of Education, Training and Science, without success. Yet cooperation between the departments has certainly improved. They established a joint national forum, a Training and Further Education Consultative Group, which has quickly proved effective. Joint conferences with wide and imaginative representation can also be put to the credit of the two government departments, with useful publications appearing frequently.

In the foregoing there are, I know, many points of resemblance with Japanese experience and practice in recent years. There are probably many more of which I am unaware. I am uncertain on other matters; for example, whether the British post-war (1947) expedient of Regional Advisory Councils, established to bring education and industry together, has a Japanese counterpart. Between them, these councils cover the U.K., and their value is in the close continuing attention they can give to regional and local needs. They have accepted advisory responsibility for advanced courses that the Department of Education and Science may wish to see introduced. They also offer

continuing guidance to teachers and students in fields such as chemistry, building, electrical engineering, textile manufacture. This direct connection with the teaching and training process (and by implication with standards, specifications and materials—including library and resource services—in institutions) is in the general tradition of British government response to craft, technical and industrial training. Two older independent bodies with a long history of similar service are the Royal Society of Arts (its fuller name is more descriptive—Royal Society for the Encouragement of Arts, Manufactures and Commerce) established in 1754, and the younger City and Guilds of London Institute, incorporated by Royal Charter in 1878. The RSA (the third oldest learned society in Britain, after the Royal Society and the Society of Antiquaries) includes among its very wide interests the objective of promoting useful practical applications in all departments of science. It assists in this by disseminating new scientific knowledge as widely as possible, and pursues its objectives through its strong links with teaching and examining in many technical and applied science fields. The City and Guilds of London Institute, following a modern form of ancient craft and guild activity, offers examinations on its published syllabuses and regulations, and awards certificates at operative, craft and technician levels in a wide range of technical subjects. Technical colleges and colleges of further education, in the U.K. and abroad, teach to its syllabuses by arrangement. The Institute is insistent that courses should be neither narrowly technical nor narrowly academic, but concerned with the 'total' development of the student in relation to his personal, and to national, needs. It also provides the administrative services to three other bodies formed as a result of a government committee report of 1969 (the Haslegrave Committee). These are the Technical Education Council (TEC) of 1973, the Business Education Council (BEC) of 1974, and a National Examinations Board in Supervisory Studies. The first two are particularly relevant to my theme.

They have the responsibility (with duplicate bodies for Scotland) of reorganising, rationalising and making adequate, the certificate and diploma courses required for the Training Opportunities Scheme of the Manpower Services Commission. The connection with M. S.C. guarantees that progression of study to higher academic levels is made possible, with central government funds taking over from local government awards for the advanced courses. All the bodies concerned in this large exercise in cooperation have stressed the importance of making courses broad in base and in reach, to satisfy individual and social needs. The need for cooperative attention to library, information and resource provision has also been made explicit, and this is becoming part of the general working atmosphere of libraries at all levels of the educational system. The increasing provision, in courses and materials, for the needs of less academic students, has proved to be well worth while. Some of the City and Guilds courses are particularly well tailored to such students' requirements. In a pilot scheme that started in 1974/5, five special 'foundation courses' are offered on a full-time basis. They provide a broad educational base, specialist vocational and technical elements of satisfactory quality, and careers guidance. They relate to broad employing areas such as the food and science industries, construction engineering, and community care.

There are many other bodies doing work comparable with that of the RSA and the City and Guilds Institute. They are usually concerned with narrower fields of education and employment and they complement the work of local authorities in this general area. Trade unions also have a strong interest in vocational training and are naturally represented at all levels of education. One must always take account too of the importance of professional associations, for they exercise more direct and exclusive control of their membership, and employing areas, than is the case in many other countries. In general, the long and unbroken British tradition of

control of employment areas by craft guilds, unions, societies and associations representative of employees, has resulted in central government control in the education field being incomplete, indirect, mediated, and concerned with policy rather than practice. Trade and professional bodies have of course relinquished most formal training and education to educational institutions, but their influence on standards and quality of work remains strong. This is a matter of great importance for librarians and information officers, not merely because of their own professional bodies but also because, by their wide distribution in society, librarians' work and worth must often be correlated with those of other professionals who are their colleagues. In the British educational field, for example, where librarians enjoy equal professional status and salary with teaching staff (e. g. the teacher and the librarian in a primary school, the professor and the university librarian), the equivalences were established in negotiations that included the Library Association and the National Union of Teachers, the National Association of Teachers in Further and Higher Education, and the Association of University Teachers, before negotiations with the appropriate employing authorities. In the case of public libraries, the National Association of Local Government Officers approved equivalences with appropriate grades of other local government officers, and in this instance professional posts must be filled by librarians on the Library Association's professional register. In some recent concern about possible slight over-production of qualified librarians, it was to the Library Association that the Ministry of Education and Science turned for negotiations, for this aspect of control of recruitment to the profession has traditionally been the responsibility of the professional body. The comparison between Japan and Britain in such respects is particularly interesting, at present, because both systems are clearly capable of improvement. Late among British professions in achieving full professional status, librarianship was also late in relation to the transfer of educational

responsibilities from the Library Association to institutions containing the full-time schools of library, information and (in one case) archive studies. These institutions themselves regulate student admissions, with general or faculty policies, with which schools and departments are required to conform. The other main determinant on admissions is the availability of local authority or central government awards to would-be students. At the postgraduate level, Ministry of Education bursaries are the normal form of award for professional training, and these are strictly limited by the ministry, and related to forecast manpower requirements of the profession.

Some awards for special categories, such as the disabled and handicapped, and re-trainees, are made by other government bodies, but numbers are not high. Undergraduate awards, commonly now for bachelor's degrees in library and information studies, are made by local authorities and are mandatory in most cases, with careers advice in schools and selection procedures in library schools as the adequate regulators. The Library Association has thus, quite recently, lost its direct control of recruitment and admission to the profession, save where chartered status in the L. A. is a condition of professional employment. As I have indicated, the Ministry of Education continues to seek the advice and assistance of the Association in such relevant matters, just as it seeks advice from the more specialist associations, Aslib and the Institute of Information Scientists, which have overlapping interests with the L. A. and each other. In its present centenary year, the Library Association's leaders have mixed with their proud reflections some rueful comment on the lack of flexibility or foresight that occasioned the sectional separation. Yet this is a relatively small blemish on a long history of good professional activity, discussion and debate, that has helped to win very wide recognition of the social, educational and personal enrichment that libraries represent.

The same degree of professional recognition has evidently not yet been achieved in Japan,

and in view of the high regard for books, reading, information and education that is impressively evident to the visitor, the reasons must be interesting. Two lines of thought attracted me, and they are not unrelated, for they concern the two countries' social history.

In Britain, before and through the 19th century, radical and reforming activity was gathering great strength at several levels of society, often involving education and needing the support of libraries. At the working class level, self-betterment through learning and reading was ardently championed, involving Mechanics' Institutes, prototype Workers Education Association activity, political education and special cheap publication ventures such as those of the S. D. U. K. (Society for the Diffusion of Useful Knowledge). High and middle class reformers such as Lord Brougham, Jeremy Bentham and George Birkbeck were instrumental in the promotion of both popular education and emancipated university education. Circulating boxes of books for workers' evening classes and private study, or founding a London university free from religious tests or social exclusiveness, reflected the same reforming zeal. Hard though it had to be worked for, the Public Library Act of 1850 seems not only unsurprising but natural, with so much dedicated social commitment being exhibited and deployed. What Mechanics' Institute libraries could not afford to sustain, rate-supported public libraries could be expected to maintain and improve. One of our best historians of British public library development, Thomas Kelly, is no librarian but an academic social and educational historian whose curiosity in library history was aroused by the discovery that the first Public Library Act *preceded* the first Education Act of 1870 by twenty years. It ought, he thought, to have been the other way round. Yet if you have to distribute boxes of books before self education can begin...?

The National Central Library, established in 1931 and to become the hub of regional inter-loan schemes of library materials in Britain, was before that the Central Library

for Students, the more formal development of the system of depositing and circulating boxes of books for evening school students, and posting books to individual students, that was rooted in the earlier century.

Given this kind of history, public libraries as an educational service of prime importance could never be disregarded, and they dominated much of the British library scene—and certainly the Library Association—until the middle of the post-war period. They produced a number of remarkable chief librarians, whose personal stature and vision influenced British librarianship profoundly.

There is a further relevant point about British public library history. With its beginnings so firmly rooted in personal education, it was natural and inevitable that the public library should develop its reference and information service, first for the private learner, then progressively for students of all kinds, and any other local seekers of information.

Larger public reference libraries provided students with much more effective service, and better accommodation, than most pre-war universities. This clearly did not happen in the early Japanese public library, which I understand was very slow indeed in providing any kind of reference service. There is a further consequence. In Britain the reference department of the public library took a natural interest in local history and its records, leading to substantial collections of local material of all kinds, including all forms of non-book materials and often museum materials, and certainly local archives. Public libraries acted as the repositories of local archives long before legislation made local provision of repositories mandatory. The public library was usually the recipient of notable family papers, and larger public libraries had perforce to employ competent archivists, or to train suitable staff for the work. Professor Kobayashi told me that public librarians in Japan are at present thinking of ways of linking reference service and archive work effectively. The two certainly have natural affinities.

Manuscript studies are a useful professional

and academic subject connecting archive studies with both public and university libraries.

My second line of thought about slower recognition of library values in Japan was to correlate this with the seemingly smaller part played by learned, scientific and professional associations in the planning and practice of vocational and professional education and training. A guess that craft and trade guilds and professional societies had formerly flourished but declined after 1867 proved naively near to the opposite of the truth—though my reading could only be *very* shallow. One inclines now to the view that a preference for centralised as against local or regionalised government administration has traditionally been shown, and by its nature such government delegates less, in decision making or administering. Seen thus, the Meiji period led to the opening up of other alternatives for considerations rather than to restriction. I would welcome correction but, whatever the reason for the current situation, the English visitor is surprised to find entry to some major professions being determined largely by national examinations set by an appropriate government ministry, and simply administered at local level by universities and colleges.

I am aware that this does not apply in library and information studies, save in respect of the annual examination for specialist posts in national university libraries, set by the Personnel Division of the government service. Indeed, the lack of authoritative central control of professional recruitment in the field could reflect a praiseworthy liberal disinclination for the dictatorial attitude or semblance—and my guess is that this is nearer the truth of the matter. However, with neither Monbusho nor professional association effectively controlling recruitment, the way to overproduction of librarians seems wide open. I understand that 180-200 universities and colleges offer courses of sufficient range to yield the 19 units needed for appointment to professional posts in public libraries, and that eight universities are invited annually to put on two-month summer schools which also satisfy

the requirements. If public and other libraries (including university libraries) can also recruit unqualified candidates to junior posts as temporary staff, and then 'qualify' them on the summer school course system and make their appointment permanent, then standards and quality of service are certainly at risk, by the exclusion of better prepared candidates as well as by overproduction. An alternative way to qualification via correspondence courses offered by Bukkyo, Kinki and Tamagawa private universities, supplemented by summer school practice, could well be a needed response to a genuine social need – but there are of course well-known disadvantages and deficiencies in that form of study.

I do not know the true extent of overproduction. I read of the 'Nineteen Credit Institute for Public Librarians' as bestowing over 1,000 certificates annually, but verbal estimates multiplied that many times, and one spoke of 'up to ten thousand'. It is of course good to know that library and information studies are available as liberal studies, useful in their own right to students, and relevant in some non-library employments, but a distinction between these and the strictly professionally motivated and oriented studies would have to be made. There does seem to be serious loss of professional enrichment in the present situation. Yet viable means of improving it require the judgement and perspectives of the native professional rather than the ill-informed visitor. A few later comments specifically on education might not be inappropriate, however. I have here been concerned mainly to find explanations in social history for the seemingly rather lower status of Japan's professional associations in librarianship, compared with their counterparts in some other countries. Several groups of librarians seemed in special need of a stronger professional body. School librarians without teaching qualifications were mentioned to me as one specially apprehensive group. For me, a more general and unwelcome symptom was an apparent lack of keen professional discussion and debate among younger professionals. This was most

noticeable to me because this kind of strenuous, mind-stretching activity, in meetings and writings, has been continuous and urgently prominent in British librarianship, at least since I first encountered it in 1930—and the journals take the themes back much further. My functional illiteracy in Japan makes me suspicious of my own impressions from Japanese journals, but conversations that I had did confirm my feeling.

Yet I was greatly heartened by my visit to the Japanese Library Association. Its new President, Professor Hamada, new Secretary General Mr. Kurihara, and the senior staff with whom I had a most agreeable and interesting discussion, were clearly aware of new opportunities for making up professional leeway and stimulating corporate life. Young librarians must have a considerable part to play in this. A growing number now have experience in other countries to draw on, and they should help to give professional debate its needed depth, range and urgency.

My visits to libraries were limited to universities and colleges, and too few to encourage generalisation, so in this area too I owe much to the literature and to conversations. Comparison between Japanese and British universities seems at first to be ruled out by the staggering numerical inequality—four hundred universities against forty, a large category of private universities against one emergent private university college, and public universities provided by local authorities, a kind unknown in Britain. Then one remembers the many individual colleges of university character within the federated University of London, and smaller-scale peculiarities in Wales and elsewhere. One remembers to add to these the thirty two polytechnics in the present British system of higher education, and the handful of regional institutes of higher education, and a figure of 95-100 university-type institutions begins to seem quite congruous with the Japanese situation—if one accepts as accurate the informal grading of Japan's universities which suggests that about one hundred are first-grade institutions.

Comparisons therefore are possible, and useful, though there are of course pitfalls for the unwary or uninformed. One thing almost all university-level institutions need is some degree of central government assistance. In Japan, Monbusho influences national universities directly and completely, private universities indirectly through the Association of Private Universities and partially via part-payment of academic salaries and two-thirds funding of approved research projects.

Similarly the municipal authorities receive government contributions in partial support of the universities they maintain. British universities are largely dependent on government funds provided through the University Grants Committee, the body which assesses their annual and quinquennial proposals and estimates. Now heavily weighted with representatives of government interests, the UGC is the channel for government influence on universities, and often the source of the government's information and advice. Polytechnics receive government direction through the Council for National Academic Awards (CNAA), the body that confers the degrees their students gain, and which validates all courses and reviews them for revalidation every five years.

It also requires that all research degree proposals submitted to colleges by individual applicants must receive its own approval. Central government and local authority funds support the polytechnics.

I had little time for fact-finding to make telling comparisons between Japanese and British university libraries, as reflecting government policies. As one example, I noticed that Monbusho uses student numbers as the basis for calculating the number of professional staff permitted in national university libraries, and that it controls senior staff and rotates them—though I wondered whether the two year period of service I heard described as normal was not too short to encourage a man to give of his best in each library. In Britain the most direct control of university libraries so far practiced by UGC is also the most recent. It uses student numbers as the basis for com-

puting the maximum permitted size of the library stock. A UGC Working Party on Capital Provision for University Libraries, under the chairmanship of Professor Atkinson, reported in 1976, recommending a completely new attitude to university libraries, based on a theory that a library can be 'self-renewing' within a maximum size. The report is being acted upon by UGC, despite objections being made directly to a House of Commons subcommittee by SCONUL (Standing Conference of National and University Libraries), and despite similar objections offered to the Minister for the Arts by the Library Association, within an argument for a comprehensive government plan for libraries as a whole. The UGC scheme calculates the maximum permitted size of a library on the basis of 3.8 square metres of shelving per 'fulltime equivalent' (FTE) student. To this is added provision for special collections, and provision for future growth is made at a rate of 0.2 square metres per FTE student, applied to forecast numbers ten years ahead. There is a final adjustment for special circumstances, and the permitted maximum can thus be stated. Other requirements are that 85% of material should be on open access, that greater inter-library cooperation must be practiced, including cooperative withdrawal schemes to keep copies of works available quickly in each area, that surplus stock should be transferred to the British Library Lending Division, where material remains available for loan in the usual way. A final requirement is the reporting to UGC of donations which exceed 5,000 items, so that the financial implications can be considered. The scheme is monitored for review after three years.

Though there were librarians on the UGC Atkinson Committee, it is a little ironic to find a mainly non-professional body stressing the merits of inter-library cooperation and the national inter-lending system, in its negotiations with the professionals. Yet this was not without point, for there has been perhaps too much residual independent thinking in the university library field, and too ready an assumption that a university's research re-

sponsibilités necessitate independence of all kinds. Of course, these very responsibilities have impelled university librarians to make great use of regional bureaux inter-lending schemes and the national network and international inter-lending schemes with which they are connected. University and specialist libraries have also created cooperative acquisition schemes, subject based or relating to geographical areas, and they have joined in wider schemes with public and other kinds of libraries. Administratively, they may also share in cooperative storage schemes or agreed withdrawals policies, and they are certainly outward-looking in relation to computer-assisted management and the development of information networks. The well-known Birmingham scheme (BLCMP) already involves many non-university and some non-British libraries in its joint cataloguing service, and there are similar potential implications in the West Country and Scottish schemes. When one thinks also of the related computerised services, existing and developing in the regional bureaux following LASER (London) research and reorganisation, and the dominating developments in the British Library services, the introverted attitudes of the past could scarcely be maintained in any sector of British librarianship—least of all, perhaps, in university libraries. A good aid to reflection by British librarians, and to speedier understanding of the current inter-lending pattern in Britain by others, is the April 1978 issue of *Interlending Review* (formerly *BLL Review*) which carries a summary report of a recent national survey, plus related features, from the British Library Lending Division.

Though I know far too little about them, I am aware of many schemes of cooperation and beneficial inter-lending in the Japanese scene. I know of the outstanding success of the JMLA in the medical field, and of the JSLA district-based scheme providing access to research materials in government and private institutions, with the National Diet Library and its branch libraries providing central direction and pervasive benefits. I know of

the important schemes in agriculture and in transportation, and of the Science and Technology Materials Utilization Promotion Association, the Shunan Materials and Information Liaison Association, the Kanagawa Prefecture Libraries Research Association, and the Regional Special Library Liaison Organisation. I know too that computer-based attention is also being directed to some if not all the subject fields involved. This in due course brings libraries of differing character together into profitable cooperation, and union cataloguing and listing and other bibliographical services are provided, grow and make further and wider connections, with yet more implications for library management and service. It would be surprising if there did not also emerge a fuller awareness than exists at present of the necessary inter-relatedness of all parts of the library and information field. Some considerable re-structuring of library service and of professional organisation in Japan, with enrichment of both, must surely follow.

When librarians see themselves as part of a national service they think more imaginatively and fruitfully about new social issues. One has seen this in Britain in their response to government pleas for the improvement of local community life. Japanese administrators have also taken this kind of initiative, producing a Social Education Law of 1949 that expressed very well what was needed. Direct comparison of response is not possible, for the British plea was addressed mainly to educationalists, who were urged to bring formal education itself into the activities needing integration with the local community. Public library involvement was taken for granted, as merely needing to be re-considered and fitted in differently. So far, the best example of such cooperation is provided by the Abraham Moss Centre in Manchester, where a college, school, clinic, library, and recreational facilities have been combined. Current Department of Education thinking favours the provision from the start of dual purpose buildings for combined educational and recreational use. Libraries in such

centres are multi-purpose, and in practice some conflict has arisen between the requirements of the school and the demands of public library users. The wide-ranging demands for resource materials in the education field may well make it too difficult to combine the library services efficiently; but it is not undervaluation that is involved; it is excess of demand. In some areas, smaller lending library units than normal have been provided—lacking reference collections—to fit in better with the small community unit. In others, experiments have been made with collections of books specially chosen for adolescents, placed in a communal room, not a library—but with young professional librarians sometimes available to receive suggestions or assist inquirers. With a touch of imaginative opportunism, public libraries in several areas have cooperated in providing a sort of regular bibliographic current-awareness service, which brings to local authorities' attention current material bearing on community affairs or community relations; in other words, they are servicing bibliographically the executive and administrative staffs in local government who are involved in the development.

Reading about Japanese experience in this field (though again, perforce inadequately) I could not avoid the conclusion that past inadequacies of public library service have caused them to be under-valued as community assets in the present. I was surprised to learn that the special kind of Japanese 'community libraries' and 'home libraries' still have a part to play in modern community planning. Whether or not unmerited, the idea seems to live that public librarians are not interested in serving the very small community, unless it can be fitted into mobile library or normal branch library service, or provision for the house-bound.

The concept of a coherent, flexible, resourceful national library service cannot I think be assisted—must indeed be hindered—by the sharing of attention and responsibility for libraries between government departments. I can vouch for the transformation of British

librarianship that followed when responsibility for government planning and spending in the library and information fields was concentrated in the Department of Education and Science. It is true that other important factors were at work, and that the timely coincidence of professional and social changes was most fortunate, but the advantages in having one ministry collecting information and advice routinely, with well-chosen Library Advisory Councils tendering advice regularly and impartially, and with professional library advisers appointed to the ministry's staff, are self-evident. I certainly wish wholeheartedly that Japanese libraries and librarians were not divided into those who are the responsibility of one or other bureau of the Department of Education and Science, and those that are the concern of the Department of Social Education.

Labels notwithstanding, it was cheering to learn from Professor Kobayashi that the newest prefectural library, Kobe, is not only cooperating closely with the local authority public library but is likely to practice cooperation with local colleges too. Public libraries in Japan surely stand to gain much from schemes of cooperation practiced among themselves and with others. If few city libraries, for example, have much in the way of pre-war material, cooperation in inter-loan and maybe acquisition would seem to be especially attractive.

It may not be irrelevant to add that polytechnics and universities in Britain are being urged to participate in local community life as much as possible. A recent D.E.S. committee under the minister, Gordon Oakes, ('Report of the Working Group on the Management of Higher Education in the Maintained Sector' 1977) has made it quite clear that present government thinking is that local authorities should maintain their share of responsibility for the direction of polytechnics. To my knowledge, a significant number of polytechnic and university librarians are exploring ways in which community life—and research needed in the local environment—can be promoted or assisted: Practising colleagues have

demonstrated to me that, once listing of possibilities starts, the problem becomes one of *limiting* rather than discovering opportune ideas. It is clearly a refreshing experience, which I think some Japanese colleagues would probably also enjoy.

I would like to conclude these reflections on my visit with a few comments on professional research and professional education. So far as I could discover, there is very little systematic research attention to Japanese library and information service. There are obvious spin-off benefits from the generously funded basic science and applied science research programmes in which the work of universities is of prime importance. Insofar as information and communication studies are included in these, there is direct gain for librarians and information workers, and improvements in methods and systems follow directly too, along with a growing body of expertise on which library researchers may draw. This rather resembles the situation in British librarianship when the only substantial source of research funds and opportunities was the government body OSTI (Office of Scientific and Technical Information) which only partly and latterly assisted the library field other than incidentally or accidentally. A comparison with the present shows how much we then lacked, and also shows something of the kind of research support and leadership that I hope my friends and colleagues in Japan may soon acquire.

The promoting of professional research was made an explicit responsibility of the British Library, and much has been achieved in a relatively short time through the B.L. Research and Development Division. It has acknowledged responsibility to all kinds of library and information work, and to professional education and study. To these ends it has sought advice widely and wisely. All libraries, and all library schools, have benefited directly or indirectly. Research units have been set up. One dates from OSTI days — the Library Management Research Unit, at Cambridge first and presently at Loughborough University. A centre for User Studies was established at

Sheffield University, and Leicester University received funds for a Centre for the Study of Primary Communications. The BL has given grants to the Library Association and other professional bodies — a typical example was support for a study of management training in library and information fields. Seminars and conferences have been arranged to stimulate interest with a view to research — an early one was a 'Research forum on the theoretical basis of information science'; another was on 'Research on humanities information'. 'The design of information systems in the social sciences' was a major programme that yielded eleven reports. More substantial still was the funding of the cooperative library computer projects in Birmingham, the South-West, and Scotland. In the last of these, for example, the National Library of Scotland, university libraries at Dundee, Glasgow and Stirling, Edinburgh City Library and the Mitchell Library of Glasgow, have been enabled to pursue the aim to 'examine the alternatives for an on-line network for bibliographic processing in Scotland and to implement the chosen alternative on an experimental basis. Other projects look further into the future, for example a 'study of prospects for facsimile transmission in the U.K.' The important and successful research into the computerisation of regional library bureaux union catalogues and interloan procedures was undertaken at London and South Eastern Region bureau (LASER) in Bloomsbury and funded by the B.L. Great gains in speed and efficiency have resulted, with direct inter-lending by libraries within and between bureaux replacing clearing house activity, and retrospective computerisation of union catalogues has the beginning of the century as its target.

The B.L. readily coordinates its research efforts with other bodies. An example near home for me is the work being done in the coordination of practices, activities and plans in the many colleges, institutes and schools of the University of London. The University's Library Resources Coordinating Committee (LRCC) is presently contracting with the Bri-

tish Library for the use of BLAISE/LOCAS facilities in the University of London Shared Cataloguing System. The B. L. also supports specific studies within many of the main colleges of the University. One is of particular interest to me in recognising the vital importance in much research of the quality of the individual librarian or information officer. The two and a half years experiment and assessment is of a clinical librarianship service at Guy's Hospital Medical School. In this, medical librarians are assigned to two teams, to help identify information needs arising from specific patient problems, and to initiate literature searches at once to meet those needs. Files can then be built up to provide a range of current awareness materials and other publications, providing information which can be disseminated to clinical personnel. There is also the opportunity, of course, to show team members where their own searching techniques can be improved. The kind of thinking that produced and pervades this project, particularly in respect of the timeliness of information provision, could lead to improvements in bibliographic service in many other subjects and for most kinds of users.

Another example of beneficial B. L. cooperation is its grant-aid to the Library Association to assist publication of the most important current record of British research in the field, the twice-yearly *RADIALS Bulletin* (*Research and Development—Information and Library Science*). One should also pay tribute for the valuable (often statistical) research data published by the Department of Education and Science itself. Currently reminding me of this is the eighth number of its Library Information Series *Maintaining library services: a study in six counties* (1978). Prepared by the Library Advisers of the Department—who are professional librarians—it is intended to 'throw light on some of the problems of maintaining viable library services in times of financial stringency' and will be welcomed by no few hardpressed librarians and library committees.

Research of some kind goes on in all the seventeen full-time schools of library and in-

formation studies in Britain. Some of it is funded by British Library or other awards, some is individual research by staff or senior students, including of course research degree candidates. In the last category, some are working in polytechnic schools, on research topics approved by CNAAB, the remainder are in university schools as either full time or part time candidates, or (in the case of some University of London students) they may be External candidates, possibly working full time in posts in other countries. A significant proportion of library school staff have undertaken research degrees in their own or other institutions, not infrequently in faculties such as history, business or management studies, literature, or in a science faculty. The acceptability of library, bibliographical, information science or archive research studies in other faculties is enhancing the status of both professional studies and the professionals themselves in the higher education and research fields. It has happened on a larger scale than could have been foreseen, in part because of the more flexible administrative arrangements and more liberal regulations in universities, and partly because employing authorities have taken sympathetic attitudes towards librarians and other employees seeking to improve their professional value and prospects by means of part-time research degree studies—though financial stringency has restricted generosity noticeably of late.

I do not know how far Japanese universities go, or could go, along similar lines, but there are real advantages to be gained in this way by professionals whose work may prepare them quite well for serious academic activity, and there are advantages for a profession that is struggling to set, reach and maintain high standards of personal service in the education field. I imagine that, if the University of the Air were to become a reality in Japan, library staff would give as much thought and attention to its possibilities for them, as British staff have given to the Open University.

The only relevant research degree opportunities I am aware of in Japan are at Tokyo,

Kyoto and Keio universities, in the faculties of Education and Letters. Research cannot of course prosper fully without good quality first-professional study, higher study, and intermediate research level opportunities.

There is clearly a lack of these in Japan.

The only school offering three levels of study regularly seems to be Keio, where Bachelor's and Master's studies are available and a small but highly important break was made into the Ph. D. field some years ago. I was sorry but not surprised to hear that Keio students have been ignoring progressively the public library employment field, with the number for last session finally reaching zero. It was a very rewarding experience to join the Keio school staff for the first weeks of their new session, and I enjoyed and was reassured by the seminars with students that I attended by courtesy of Professor Kobayashi, Professor Tsuda and Professor Sawamoto. I am greatly indebted to all the staff of Keio (including Emeritus Professor Nakamura) for their patient attention to my many questions, their anticipation of many more, and for the great pleasure of their company. I also welcomed the opportunity of a visit to the National Junior College of Library Science, but it was of necessity too short to enable me to get on proper terms with the new opportunities opening up for the school under its new President, Professor Matsuda, and the many important matters of curriculum content and teaching and study method that are involved. It was very agreeable to meet old acquaintances like Professors Ono, Kuroki and Sugimura.

It was not possible for me to achieve anything like a satisfactory understanding of the professional study and teaching going on in Japan, but I suspect that many Japanese librarians are equally uninformed. A fuller study would be most valuable, for it seems clear to me that improved standards in library practice, particularly in personal performance and the general quality of service, can only be achieved through good professional education and better in-service training. I have the impression that the profusion of facilities

for taking library and information studies as a minor study component, has discouraged close attention to library and information studies as a serious professional qualification. I found little or no evidence of separate, careful examination of the *forms* of study required in a truly professional school, as distinct from the *subjects* to be *taught*. I saw curricula that were aggregations of topics in librarianship and information work, divided only on a unit value basis and described as compulsory or elective, but in no way presented in study terms. I came across little acknowledgment of the importance of individualisation of study on the basis of the student's academic and personal history, or of exploratory study designed to help define career objectives; and I saw nothing to suggest that, for many students at least, a personal study in some depth inside a subject, would yield a far better appreciation of its character than extensive and necessarily shallow exposition. I found small evidence of concern with the learning process itself.

Needless to say, I am aware that I may have overlooked much that is well-known to Japanese teachers or librarians, which would controvert my impressions; but the literature at least must be deficient, for I do not think I could have missed material so close to my personal interests. If my judgment is anything like correct, the implications for the Japan Library Association, the Japan Society for Library Science and similar responsible professional bodies, are I think important. I would like to mention two desiderata. The first is that lecturers in schools should be meeting and sharing experiences with their counterparts in other schools, regularly and systematically. The second is that these professional lecturers should be meeting and having discussions with professional practitioners in the library and information fields just as systematically and often; and in this case meetings should be handled quite formally, so that a wide range of matters can be kept under careful review, with the detail and statistical support that permits impersonal

appraisal. A few words about how things chanced to happen in Britain might indicate a better way for Japan.

The new post-war British schools that were established by the midfifties formed, with the University College London school, a Schools of Librarianship Committee that issued its first newsletter in May 1957. In 1962 this changed into the Association of British Library Schools (ABLS), constituted by personal membership of staff of full-time schools. This allowed schools to take agreed positions on many important management matters, but I want to stress a perhaps more important advantage. The sharing of teaching experiences in general, and in particular subjects and groups of subjects, and cumulating shared experience of students' needs, preferences, problems and capabilities, brought reality and exciting richness into the Association's life, and greatly fortified individual teachers in their genuinely pioneering work (so far as Britain was concerned) in shaping sensible theory and practice in this new field of academic professional study. Schools' lecturers enjoyed a memorable dozen or so years of discovery and most valuable discussion, in residential study conferences and subject groups as well as in formal regular meetings. The Library Association and the Association of Assistant Librarians were also continuously concerned with education and examinations and their relation with members' professional status and qualifications. So too was Aslib, and later the Ministry of Education. The problems of liaison, communication, explanation, discussion, definitions of responsibilities, simultaneous attention to topics of current importance needing declared policies, and effective representation of each body on all other bodies' relevant committees, grew progressively. With ABLS resources of money and officers' time over-stretched, a majority of its members decided that its future lay in representing schools and their parent institutions in their formal relations with the professional associations and the Department of Education and Science. Its membership therefore became

institutional, not personal, and it remains thus under its newer name of ABLISS (Association of British Library and Information Studies Schools). This decision of the membership, taken in 1969, was followed quickly by another, favouring the establishment of a Library Education Group (LEG) inside the Library Association, against the alternative of an Association of Teachers in Schools of Librarianship. LEG was formed and has prospered, satisfying many sectional interests of L. A. members, and with library school staff heavily outnumbered it has ranged the more widely in interests and activities. It has not I think succeeded in reproducing the fruitful, systematic, direct exchange of ideas and experiences between lecturing staffs of schools, that ABLS had made possible. Short series of meetings of specialist lecturers have been held elsewhere from time to time, at the instigation of particular individuals or particular schools. They are symptomatic of the weakened intercollegiate life of British schools at present. Maybe an Association of Teachers in Schools of Librarianship could have been justified in addition to the Library Education Group? Or perhaps inter-collegiate life and experience is no longer needed so much — for the time being at any rate? I am not too sure.

Japanese librarians and lecturers would doubtless settle wisely for different alternatives, but I think I would be happier to see them starting a little further back, with a general inquiry into the state of present professional education in library and information studies. I feel sure that Japanese professionals could gain a great deal, in new motivation and new direction, from a well-prepared conference on this subject, which is so important in every part of the library and information field. If this could be organised by a non-partisan body with an overall general interest in the field, the gain would undoubtedly be greater. The somewhat presumptuous visitor speculates about JSPS and Monbusho in this role.

I welcome the opportunity to express my gratitude to the President and the Director

Some Reflections on Library and Bibliographic Service in Japan and Britain

General of the Japan Society for the Promotion of Science, for my so happy and memorable visit to Japan, and to the Director of the Science Information and University Library

Division of Monbusho for the great help that she and her senior staff so generously gave me.