

A Comparative Study of School Library Administration and Management Systems

—England, the United States and Japan—

学校図書館管理運営組織の比較研究

Mieko Nagakura

長倉美恵子

要 旨

学校図書館は現代の学校の不可欠な一部であって、その管理運営組織は教育行政と学校経営の在り方によって大きく影響されると思われる。この研究は、教育行政と学校経営がそれぞれ異なる英国、米国、日本の学校図書館を対象とし、その管理運営組織を比較、検討したものである。調査票により各国の調査を行い、かつ専門文献から情報を収集した。そして、学校組織における図書館の位置と、正式な学校職員組織上での図書館員の地位を総合、分析した。対象学校数は英国 20、米国 20、日本 308（東京都を除く関東六県）である。調査票の質問事項は各国事情により多少変えたが、いずれも学校図書館員の資格、地位、責務をたづねた。この他に各校から学校組織図（日本は校務分掌表）を収集した。各国を調査、比較研究した結果の要約は次の通りである。

英国では学校経営の全責任は校長にあり、各校が強い自律性を持つという伝統がある。学校図書館の管理運営も各校長の方針に左右され、司書教諭任命権も校長にある。大規模な総合中等学校 (comprehensive school) を除き、専任で学校図書館経営に従事する職員はいない。普通、校長が教師の一人を司書教諭に任命し、兼任で図書館経営に当らせる。司書教諭免許は必ずしも任命の前提とはしない。小学校では校長が直接に事務助手の助力を得て図書館経営に当る所もある。英国の大部分の学校では図書館、教育は国語科の一部と考えられている。歴史的に学校図書館の運営は、スポーツや音楽指導と同じく、課外教育に関連する教師の奉仕業務の一つと考えられている。

米国では教育行政と学校経営が責任段階で判然と区別されることがない。各学区を代表する教育委員会は教育行政機関であると同時に管轄内全学校の経営機関でもある。各教師の自律性、独立性は強く、各教師間の調整をはかり、管理を行なうのは教育委員会の執行機関である教育長および校長である。この制度は学級経営および授業以外の教育活動を司る専門職の発達を促した。カウンセラーや学校看護婦と同様、学校図書館専門職員 (school librarian) も専門職と考えられている。専門職としての確立には、一般社会における図書館員の専門職としての容認に負う所も大きい。学校教育が各学校単位でなく学区単位として管理運営されている特色として、学校図書館管理運営も学区単位で考慮される。各学校の図書館員は校長の管理下にあると同時に、学区の図書館指導主事の監督下にある。学区図書館課は全学校のための資料の集中購入、整理、専門職員の巡回奉仕などを行なう。

Mieko Nagakura, Researcher & Librarian, National Institute for Educational Research.

長倉美恵子： 国立教育研究所図書館司書。

我国では教育行政と学校経営が責任段階により判然と分離されている。各校の経営は校長と教頭に委ねられ、全教職員は各校単位に極めてよく組織化されている。教育活動から施設管理まで、全ての校務は全職員により分掌せられる。教師は教育活動に関連する全校務に平等に従事するという校務分掌制度は、専門職制の発展を阻止する一面を持つ。学校図書館運営を校務の一部とする伝統と、図書館経営は専門知識を必要とするという教育者間の観念的常識との対立が我国の学校図書館の管理運営に様々な矛盾をもたらしている。視聴覚教育も教育相談も、我国では校務分掌によって実施されている。殆んどの高校で学校図書館は図書部として管理運営せられている。小、中校では図書館教育と図書館経営が学校組織上で分離されて分掌される例が多いのが我国の特色である。

三カ国を通じて、学校図書館専門職員には教師または教師と同等の者が任ぜられている。歴史的背景は互いに異なっているが、英国と我国は司書教諭制をとっており、米国は学校図書館員制を支持している。各国とも中等教育段階では図書館は学校組織内で確立した位置をもち、図書館教育と管理運営が一主任者の下に統括して実施せられている。学校図書館管理運営上問題があるのは、各国とも初等教育段階である。

1. Introduction

School library is an essential part of modern schools, and its administration and management should be closely integrated to all phases of educational program in a school. The purpose of this study is to survey the position of library in the fabric of whole school organization and to review the status of librarian or teacher-librarian in a formally organized staff structure in a school. The survey was made for school libraries in England, the United States and Japan respectively, and the situations in these countries were compared each other from the view points of educational administration and school management.

The informations of each country were mainly acquired from the survey especially planned for this study. To acquire the standardized information, private schools were excluded from the samples. The questionnaires were planned to investigate qualifications, status, and duties of school librarians and teacher-librarians.¹⁾ For Japan, the questions to show the sex and age of teacher-librarian were added. Principals' opinions for the selection of teacher-librarian were also asked on the survey sheets. Organization diagrams were collected from every sampled school in order to review the patterns of school library administration in the light of whole school

organization. The items asked on the survey sheets were slightly different from country to country because each country has different educational administration and management systems. For the U.S. the questionnaires were distributed among 25 school librarians who visited Japan in July 1970 on the "Librarians' Around the World" project. The librarians were from various parts of the U.S., and their positions and levels of responsibilities were different. 20 questionnaires (80%) were returned with appropriate answers. In December 1970, 30 questionnaires were sent to state and county schools in England and Wales through the Executive Secretary of the School Library Association in London. The replies came back from 20 schools in England (62%) by the end of March 1971. For Japan, 429 schools were sampled from 6 prefectures of Kanto district. The samples were drawn at random at the ratio of one primary and one middle school out of each municipality, and 12 high schools out of each prefecture. The questionnaires were mailed in February 1971 to the principals. 308 questionnaires (72%) were returned.

The survey results, with some information acquired from literatures, will be described in the following two chapters. The relationship between school administration systems and the library administration in a school will be dis-

cussed in Chapter 2. The typical organization patterns of school library administration and management will be reviewed in Chapter 3 with some comments.

2. School Administration Systems and the Library Administration and Management

School administration systems in each country are affected largely by the socio-economic conditions, the national principles for public education, the government organization and the cultural traditions. The school administration systems in England, the U.S. and Japan are all different. In this chapter, library administration and management will be reviewed in the light of school administration and management.

2.1. England

In England, each local education authority appoints managers and governors for each school. Though each school is governed by the managers and governors, there is a very strong tradition to take for granted "what goes on at a school is the business of the head teacher."²⁾ There is no legal regulation which refers to the duties of head teacher, but it is generally considered that the head teacher would control the internal organization, management, and discipline of the staff. Under such condition, it is natural that the appointments of teacher-librarians in all schools sampled for this study were made by head teachers or by the governors through the recommendation of head masters (head teachers).

All schools responded to this survey reported no appointment of full-time librarian. Those who are responsible for library administration are all classroom teachers who have teaching duties. The time allotted to the teacher-librarian for library administration varies from 1.45 hours (8% of working hours) to 30 hours (91% of working hours) per week. About two decades ago, C. A. Stott³⁾ predicted this situation in one of his articles. He wrote that the principle of the teacher-librarian is

most congenial to English school library setup, and the educational advantage of the principle seems so solid that there seems little likelihood of radical alternation in the policy. Stott further explained this policy as a result of the past experience, i.e., the school library movement in England did not arise out of the public library system, but out of the educational system itself and among teachers.

Teacher-librarian's certificate or other qualification in library field is not required for the appointment of teacher-librarian within a school. All school, but one technical college, reported that any teacher may be assigned to library work whether he or she has teacher-librarian's certificate or not. The interest in library work and experiences in library field are regarded as the factors to be taken into consideration for the teacher-librarian's appointment. Some showed the preference for the teacher with the certificate, but at the same time they mentioned the shortage of fund to hire such qualified personnel.

It seems most common practice to appoint an English teacher as a teacher-librarian in secondary school. 11 schools out of 14 secondary schools reviewed for this study appoint English teachers as the library specialists. The rest of schools appoint teachers of geography and history for this post. This practice to appoint language teachers for library duties is also common both in the U.S. and Japan.

2.2. The United States

Without mentioning the unique feature of American public education which is characterized in the autonomous school districts, the development of school library administration in the U.S. cannot be fully understood. Each school district is usually represented by local board of education, and it is concerned with entire educational programs in a community. A superintendent of schools selected by the local board would administer the local school affairs. A school, whether it is a primary school or a high school, is administered and managed as a unit of the school system. In

other words, this system centralizes the administration of all schools in the district and standardizes whole educational programs in all schools of the district. There is no practice to separate educational administration and individual school management distinctively into the different levels of responsibility.⁴⁾ This concept of school administration is definitely an American innovation.

Library services are also administered at the system level for school districts.⁵⁾ Present survey proved this fact. All school librarians cooperated to this study answered that their appointments were made by local boards of education or school boards, and that both superintendents and principals of posted schools were summoned for the decision-making of their appointments. In England and Japan, the principals of individual schools assign library duties to one or more members of teaching staff.

It is a common practice in various parts of the U.S. to provide library services to individual schools through the district or school system office headed by the director or coordinator of library services. In some systems, the public library provides such services to schools in the same system. The services provided at the system level include professional advice to principals on administering libraries in the schools, provision of centralized technical processes, approval of materials for school purchase, leadership in in-service education of school librarians, and maintenance of system-wide records.

The public library development might be counted as another important factor which affected the system of school library administration. It is widely said in the literatures that public library deterred the development of school libraries in the U.S. It might be true in some occasions, but it helped librarianship to attain the social recognition as an established profession. Most of American educators, today, consider that library work should be administered by the specialists. This fostered the trend to hire a professional librarian who manages libraries in more than one

schools rather than to assign library management to a teacher or a clerk who has no library training on the part-time base in each school. The effort to reorganize smaller districts into a larger unit is evident in these recent years. This trend also made it possible to post more able professional librarians as the supervisor of library services or as the director of the library department at the united system level.

All librarians responded to this survey reported that they are employed on the full-time base and have no class teaching duties. This is in striking contrast to the situations found in England and Japan, where library administration is usually entrusted to teacher-librarians who have teaching duties. As one school librarian reported on the survey sheet, there might be schools or school systems where school librarians have teaching duties. But these are not majority.

Present survey revealed that all schools and systems sampled for this study do not appoint a person as school librarian without teacher's or librarian's certificates. This is one of the evidences that school-librarianship is approaching to a stage of maturity as an established profession in the educational world.

In a textbook⁶⁾ on school administration published in the U.S., the professional school librarian is described as a specialist who has the equal status with teachers and comprises an extremely important part of the teaching team in each school. This statement was proven in the sampled schools and systems. All school librarian reported that they have the same tenure, prestige and authorities as those of classroom teachers. As the extra duties of school librarian besides library administration and management, the following were reported on the survey sheets: attendance to the faculty advisory committee with the status of a department chairman, participation in curriculum committee as a committee member, supervision of library assistant club, textbook management, and occasional supervision of lunchroom or playground in elementary schools. Most of the

above mentioned duties are administrative and supervisory in nature, and these shows that school librarians are taking their parts in school administration and management as educational personnel.

2.1. Japan

One of the specific features of education in Japan is that educational administration and individual school management are considered on the different levels of responsibility. Ministry of Education and each local board of education are responsible for the educational administration, while the principals of individual schools are thoroughly responsible for the management of all educational programs in a school. At this point, Japanese system is similar to English system.

Ministry of Education has one staff member in Primary Education Division who is an advisor for school library services at the national level. Each local board of education has several supervisors for various subjects, but there is no full-time supervisor for school library services. In some local boards of education, supervisors for moral education, Japanese language or social science are partly responsible for school library services.

Classroom teachers in Japan have less autonomy than those of the U.S. and England. It is obligatory on every teachers to share the school-wide affairs besides their classroom teaching and its management. Here, school-wide affairs mean all the business in a school from educational activities to personnel management and physical maintenance. A school in Japan is not a federation of self-contained classrooms, but a closely knit organization which can be compared to a "family" system. The rotation of assignments among teachers at regular intervals of usually two or three years are generally recommended from the view point of equalizing the chance to participate in every phase of school management and administration. This system, if it works well, is very effective and also economical, but it prevents the growth of specialists in

teaching profession.

Present survey of schools in Kanto district revealed that the library administration and its management are, in reality, regarded as school-wide affairs which should be shared among teachers. All schools sampled for this study reported that they have no teacher who is responsible for library administration and management on the full-time base. Seven high schools (14%) reported that they have teachers on their staff who have been appointed as teacher-librarians by the prefectural boards of education. These teachers too have teaching duties besides officially assigned library work.

The School Library Law of 1953 enforced every school to equip with library facilities, and to appoint a teacher-librarian. When the law was enacted, it was impossible to post a teacher-librarian in every school because of the shortage of educational fund and of qualified personnel. Therefore, a supplementary provision was added to the law which reads as that the appointment of a teacher-librarian in each school is not compulsory for the time being. This additional provision is still valid.

Table 1. Official Appointments of Teacher-Librarian in Japanese Public Schools

School Year	Elementary Schools	Middle Schools	High Schools	Total
1956	22	55	46	123
1957	23	60	75	158
1958	147	177	203	527
1959	259	297	320	873
1960	300	331	349	980
1961	423	371	462	1,256
1962	433	421	537	1,391
1963	462	440	572	1,474
1964	447	396	656	1,499
1965	423	369	689	1,481
1966	434	354	759	1,547
1967	453	371	700	1,524
1968	384	355	676	1,415
1969	265	270	659	1,194

(Sources: Ministry of Education: *Report on Basic School Statistics. Editions 1956~1969*)

Now the financial condition of schools had been bettered and sufficient teacher-librarians had been trained in the institutions of higher education,⁷⁾ but the official appointment⁸⁾ of teacher-librarians did not increase significantly. On the contrary, the national statistics of education shows the decrease in the number of teacher-librarians' appointments for these recent years (see Table 1). There might be several factors⁹⁾ which caused such situation, but one of these factors seems to be the existence of school management system which fosters "anti-specialism" among Japanese teachers. Not only the responsibility of library administration but also the duties of audio-visual education, guidance, counselling and the management of school lunch service are shared among teachers.

According to the survey result, elementary and middle school principals consider the special knowledge in library science and Teacher-Librarian's Certificate the most basic qualifications for the appointment of teachers as teacher-librarians. Generally speaking, elementary school principals put the special knowledge first, while middle school principals put the certificate first. Leadership and the competence as a supervisor are also regarded as the necessary personal qualifications. More elementary school principals show the preference for leadership, while middle school principals put more emphasis on the competence as supervisors. High school principals express their preference for seniority and longer service years in teaching profession as well as the special knowledge and the teacher-librarian's certificate. This means that some high school principals regard teacher-librarian as an honorary post rather than a specialist.

The attitude to regard a teacher-librarian as a specialist contradicts to the school administration system which patronize "anti-specialism." The survey replies prove this conflict. Considerable number of principals (elementary school 59% : middle school 33% : high school 46%) show their preference to rotate the assignment of teacher-librarian just like other educational duties. This conflict might be one

of the factors which prevents the steady development of school librarianship in Japan. In other words, as K. Ishikawa¹⁰⁾ concluded in one of his studies, the most Japanese teachers conceptually understand the role and functions of school library, but library program is not actively integrated into their teaching and educational activities.

Running of the library in a school is not entirely entrusted to a teacher-librarian. It is entrusted to the library department or section in a school organization. The department or section consists of the head or chairman who is usually called as head librarian, several staff teachers and one or two library assistants. Majority of elementary and middle schools, two or three teachers are assigned as staff teachers who are obliged to help the head librarian to administer and manage school library. High schools assign four or more teachers, at most 18 teachers, to this duty. 8% of elementary schools, 11% of middle schools, and 86% of high schools sampled for this study have library assistants respectively either on full-time or part-time base. Library assistants hold the status of school clerk instead of teachers' status. These numbers of staff teachers and library assistants show that head librarians in high schools need considerable competency as a supervisor or an administrator.

The sex makes a significant distinction to the appointment as head librarian. In elementary and middle schools, female teachers have more chance to be appointed as head librarian. On the contrary, in high schools male teachers have the priority. The average ratio of female teachers in elementary schools of Kanto district is 56%, while the ratio of female head librarians is 79%. Though the ratio of male head librarians (54%) is higher than that of female head librarians in middle schools, the average ratio of male teachers (69%) is still higher than that of female teachers. Therefore, it can be assumed that female teachers have the priority to the appointment as head librarians in middle schools. None of the 50 high schools sampled

for this study reported the appointment of female head librarians. In these high schools, 17% of teachers are female. Therefore, the male priority is distinctive in high schools.

3. Organization Patterns of School Library Administration and Management

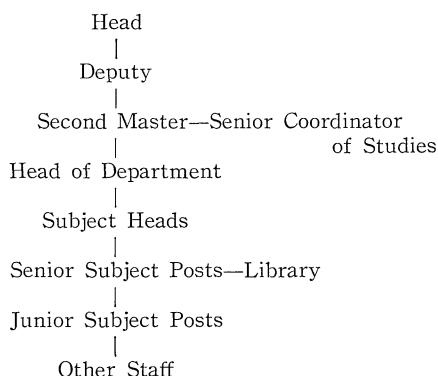
3.1. England

As described in Chapter 2, it is generally customary—except at some of the larger comprehensive schools—to entrust the running of the library in a school to a member of teaching staff. Therefore, the librarian in England may come at any post on the educational scale depending upon the attitude of head teacher who makes the library assignments to teachers under his supervision.

Primary schools have libraries of a very informal nature, and there is little formal library procedure. Especially at a small school, the head teacher often takes the responsibility of library administration and management by the help of the school secretary. Each classroom teacher is responsible for the children's use of both central and classroom libraries. Classroom teachers take their class pupils to the central library where they give library instruction and reading guidance, and they administer the lending service of library materials. Though the selection and ordering of books are done by the head teacher in most schools, classroom libraries are under the supervision of each class-

room teacher.

As shown in Fig. 1, the library in most comprehensive and modern secondary schools comprises a part of English Department. The teacher-librarian holds the status of assistant with special responsibility. In larger schools where the posts of special responsibility are divided into senior and junior levels under each subject head, the teacher-librarians are usually graded for senior posts. Shown below is a line organization in a comprehensive school.



Often ancillary assistants, both on part-time and full-time bases, are posted under teacher-librarian to help with clerical work and repairs.

“The library is in theory an off-shoot of the English Department, but the librarian, in reality, has a good deal of independence, and is really responsible to the head teacher,” a teacher-librarian of a comprehensive school reported on the survey answer sheet.

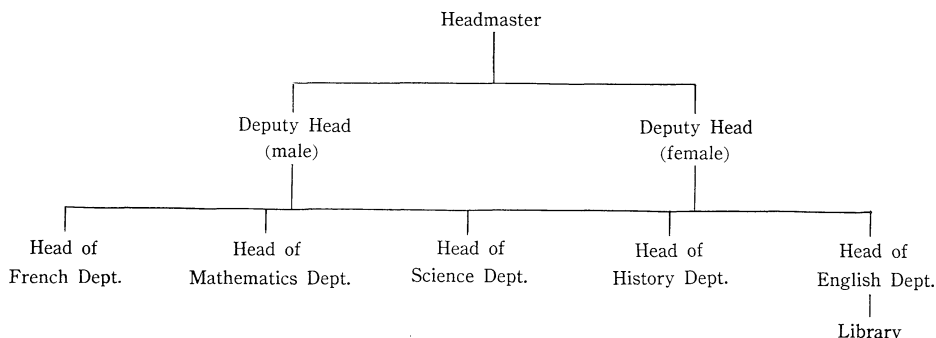


Fig. 1. Organization Diagram of a Secondary School in England: English Department Type

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At some secondary schools, the teacher-librarian is considered as a post of special responsibility, who deals with educational activities outside the classroom. Fig. 2 is an example of such organization. Here, library is classed with extra-academic activities such as music and remedial work.

There is a definite trend to establish "resource centre" or "media centre" which combines library services and audio-visual education program. The centre is one of the major departments of the school, and its head is directly responsible to the headmaster.

In technical schools or colleges, the librarians belong to the department of general and scientific studies. The status of librarians are, as shown in Fig. 3, equal to those of teachers.

In London, most secondary schools have full-time qualified librarians who have no teaching qualifications. Here, school librarians are obliged to report both to the headmaster of posted school and to the School Library Service which is a separate division from the Secondary School Administration in Inner London Education Authority. This scheme has some similarity to those found frequently in the U.S.

3.2. The United States

As stated before, individual schools in the

U.S. are administered and managed as the dynamic units of a school system which integrate all schools from elementary to secondary levels in a community or a school district rather than a separate organization. This is a significant feature of American public education, and affects greatly the organization patterns of school library administration.

Though the administrative organizations vary from system to system, one of the most specific features in American scene is the existence of coordinating positions which integrate library services of all schools in the system. As shown in Fig. 4, the librarians of individual schools are directly responsible to the principals, but they are also indirectly responsible to the coordinator or director of library services of the system. The system coordinator, on his part, has responsibility to keep all schools in the system maintain a certain standard of library services. When a system has no position of coordinator for school library services, the superintendent has the responsibility to provide adequate library services to every school under his supervision. The extent to which system serves for school libraries is not identical in any two systems; however, the trend is obvious to strengthen the system-wide supervision and services. The Elementary and Secondary Education Act

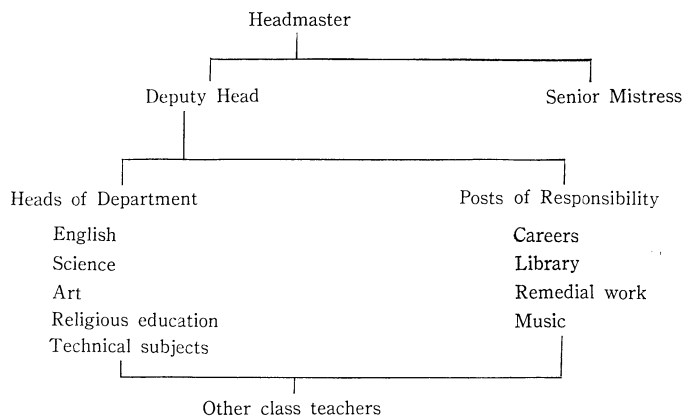


Fig. 2. Organization Diagram of a Secondary School in England:
Extra-academic Activity Type

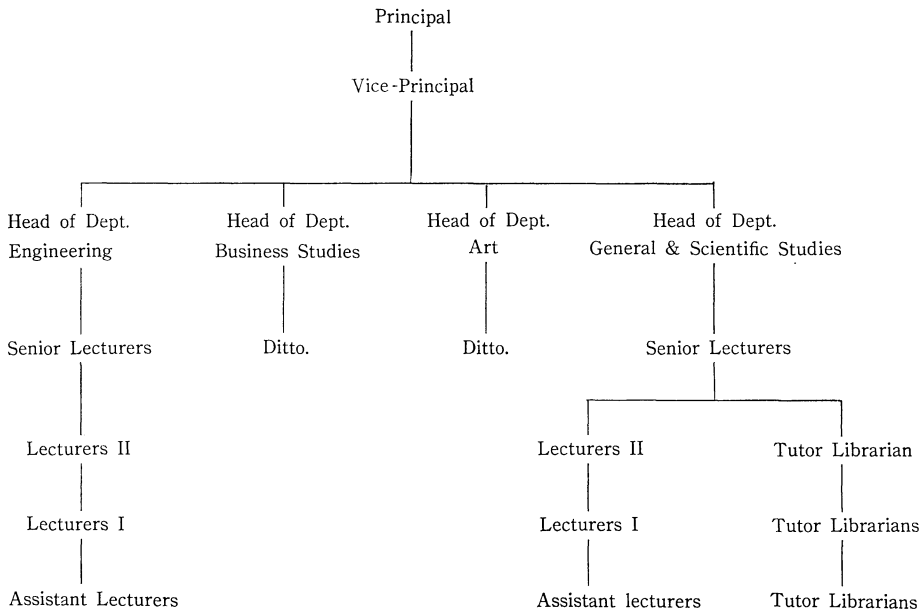


Fig. 3. Organization Diagram of a Technical School in England

of 1965 accelerated this trend through the provision of centralized ordering and processing and other technical services, and also through the establishment of school district curriculum and material centers.¹¹⁾

The internal organization of library administration in a school is shown in Fig. 5. From this figure, it is clear that the librarians in individual schools are directly responsible to the principals whether the schools take departmental or non-departmental organization. In elementary schools, librarians hold the same status as classroom teachers, guidance counselors and nurses. Secondary schools usually take departmental organization, where classroom teachers are divided into subject departments with a department chairman chosen from within the group. The librarians in such schools have the status of a single department of teachers. In larger secondary schools where more than one professional librarians are posted, the head librarian is in the group of department chairmen, and assistant librarians are equal in status to teachers.

3.3. Japan

Organization patterns are not designed in the abstract, but formed to deal with the realities of individual school situations. Therefore, it is natural that no identical patterns were found among 208 Japanese schools reviewed for this study. There were, however, some commonalities of the library's position in individual school organization.

It is most customary among elementary schools to divide school-wide affairs into three groups, i.e. educational, administrative and business affairs. At the majority of elementary schools, the library administration is considered as one of educational affairs. Some schools arrange all educational affairs, such as subject instruction, moral education, physical education, safety and health education, special education, guidance, regular school events (school assemblies), audio-visual education, library, etc. in a row under the supervision of department head of educational affairs, who is usually called as "Department Head of Instruction." Fig. 6 is an example

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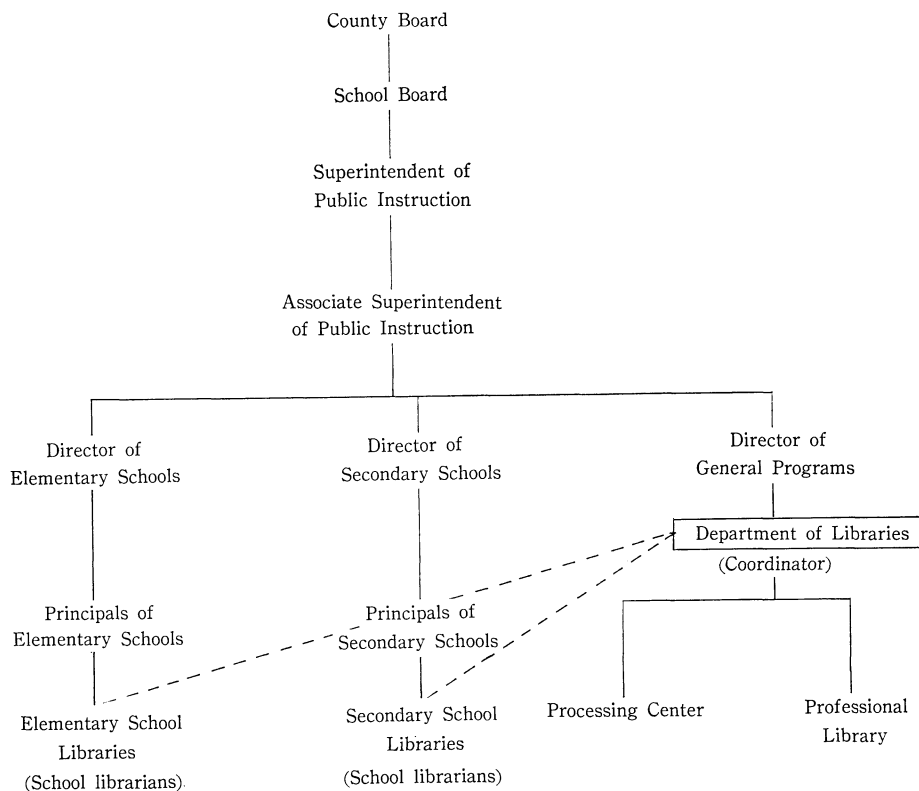


Fig. 4. School System Organization in the U.S. (Notice the position of coordinator)

of such organization. In other schools, educational affairs are further grouped into two, three or more divisions, e. g. curriculum, extra-curriculum, guidance, etc. Library administration is either regarded as the affairs of curriculum or extra-curriculum division. More schools put library administration under the domain of extra-curriculum division with audio-visual education. Fig. 7 shows this situation.

There are many elementary schools, as shown in Fig. 8, where library instruction¹²⁾ is carried by each classroom teacher as a part of classroom activities, while library management and accounting are entrusted to the staff teachers of administrative or business department. In some schools, though not in many, library instruction is considered as one of

children's activities or regular school events. Whether library instruction is carried by each classroom teacher or carried at a school-wide scale, 65% of elementary schools divide library instruction and its management into different departments of school administration. Then, who would take the responsibility of library administration? It is the principal officially, but in reality the chairman of library instruction section takes this responsibility. Though library instruction and its management are separated in the school organization, almost all schools appoint the same teacher or teachers to these two functions.

Through this survey, it was found that library is on the same level as audio-visual education in elementary school organization. This was also proved in the survey of schools

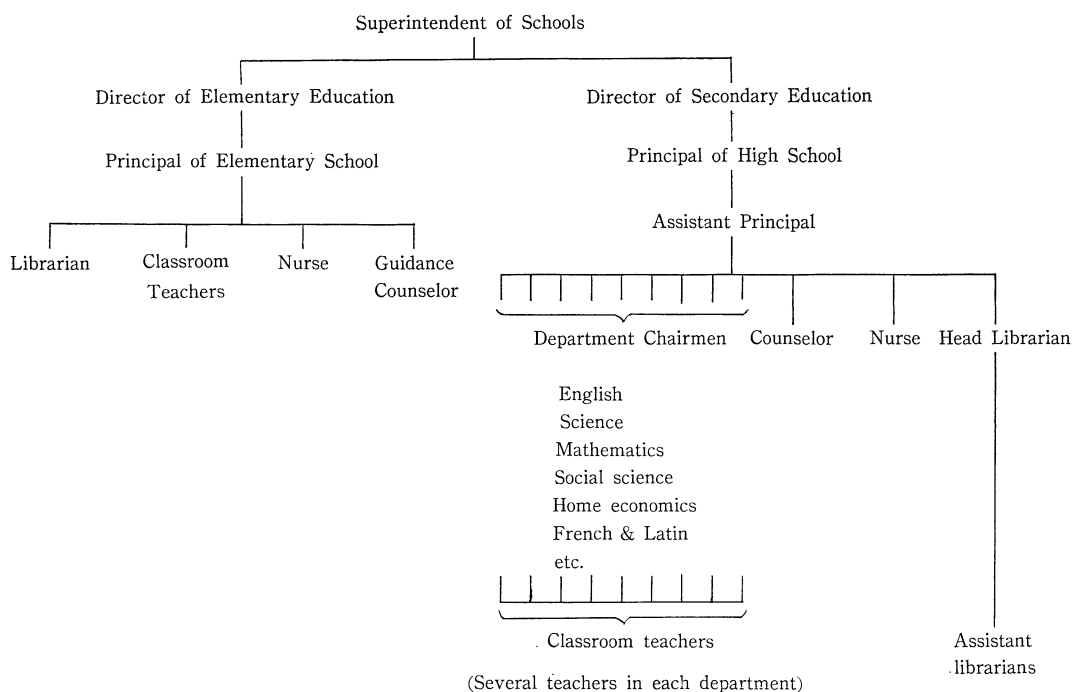


Fig. 5. Internal Organization of Elementary and Secondary Schools in the U.S.

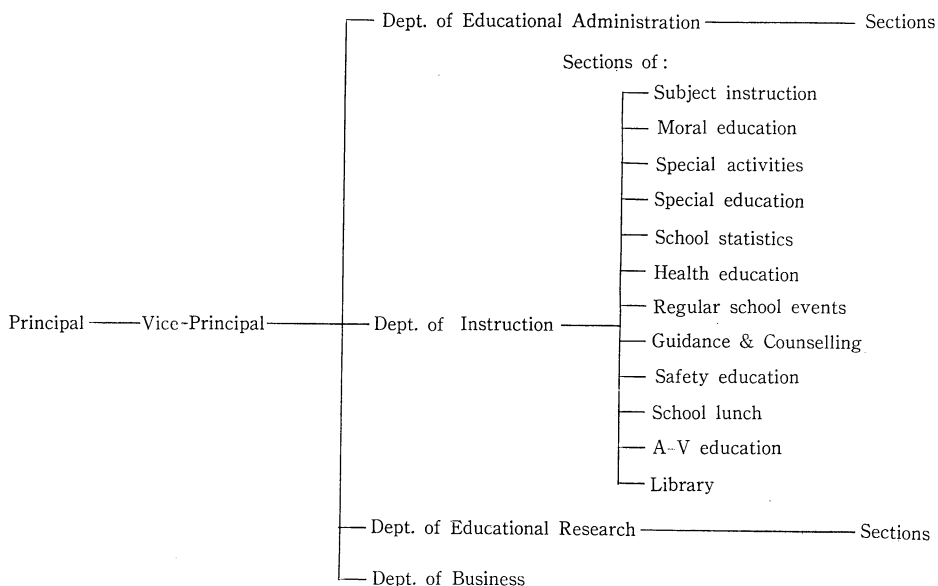


Fig. 6. Organization Diagram of a Japanese Elementary School: Parallel Arrangement Type

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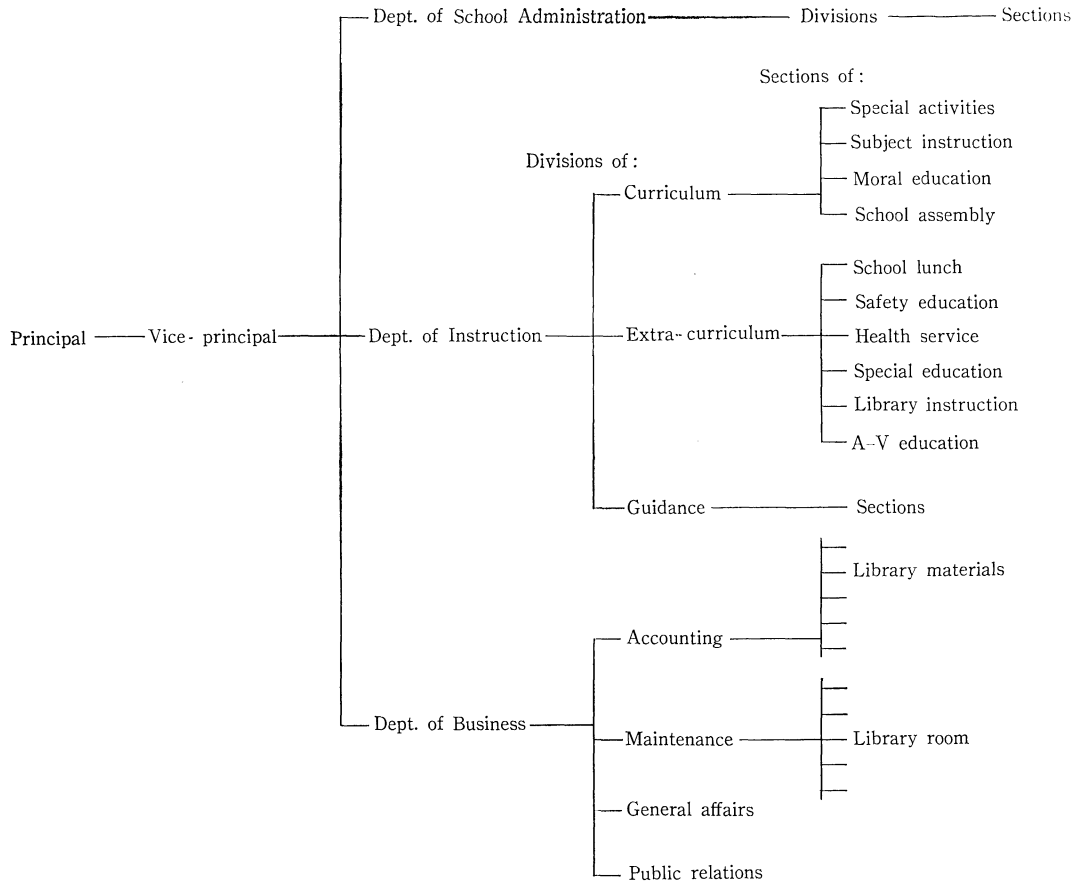


Fig. 7. Organization Diagram of a Japanese Elementary School: Extra-curriculum Type

in Tokyo conducted in 1969 by the staff of Tokyo Metropolitan Institute for Educational Research.¹³⁾

Organization patterns of middle schools are very similar to those of elementary schools. One of the most popular types of school organization is almost the same as the one shown in Fig. 6, where library is arranged in a row with subject instruction, moral education, special education, audio-visual education, etc. Another popular type of organization found among middle schools is very similar to the one shown in Fig. 7. Here, library as well as audio-visual education is classed to extra-curriculum division.

At a few schools, libraries are managed as a

part of audio-visual education section. Fig. 9 is an example of such organization. This is very interesting, because audio-visual education is administered as a unit of school library in the majority of high schools.

The separation of library instruction from its management in internal organization is less popular practice among middle schools: 46% of middle schools adopt this system, while 65% of elementary schools separate these two functions into different departments. There are more than several middle schools where the assignments of library instruction and its management are made to different teachers. Such a situation is not found among elementary schools, so this might merely due

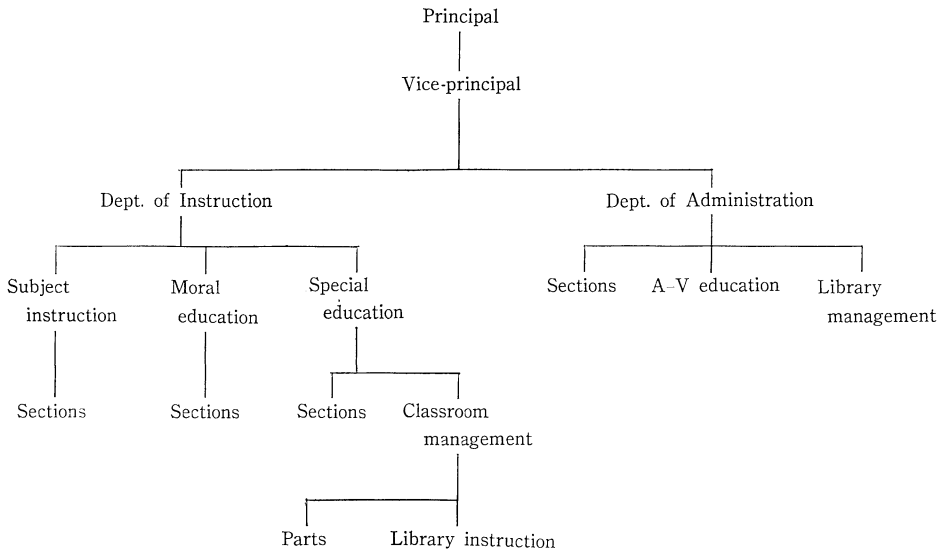


Fig. 8. Organization Diagram of a Japanese Elementary School: Management Separation Type

to the more generous staffing of middle schools than that of elementary schools.

Organization patterns of high schools are much simpler than those of elementary and middle schools. Before the World War II, high schools in the old educational system had five departments directly under the principal. One of these departments was the library.

Department heads were chosen from professors by the principal, providing the heads of management and accounting departments who were classed as business officers. The head of library department was considered as one of the most important positions in a school to promote its over-all educational program.¹⁴⁾ Present high schools, most of them, retain

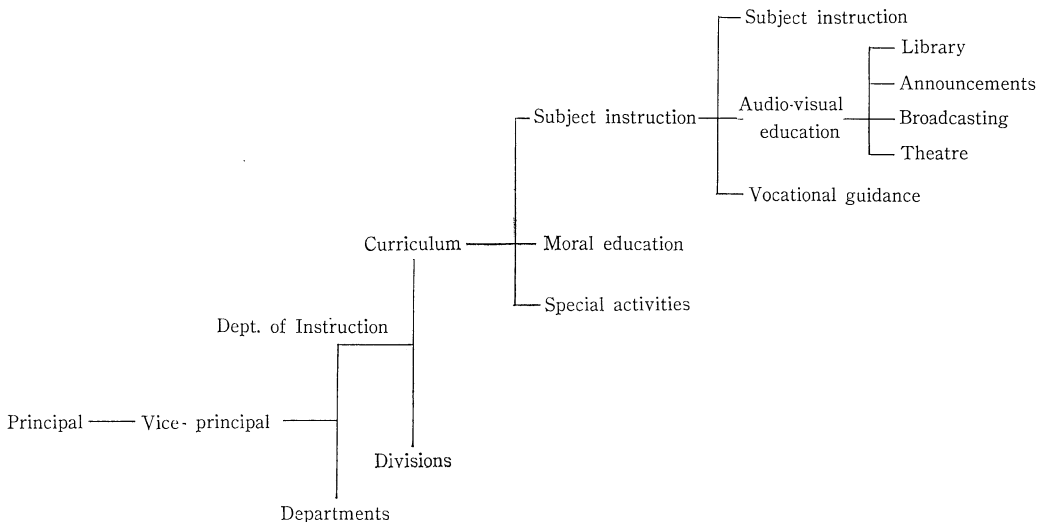


Fig. 9. Organization Diagram of a Japanese Middle School: Audio-visual Education Stress Type

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some features of this departmental organization. As shown in Fig. 10, department heads are directly responsible to the principal and vice-principal. At 79% of high schools surveyed for this study, the library is administered in a department. Audio-visual education is also administered in a department at some schools, however, there are more schools where audio-visual education is managed in a section of library department rather than an independent department. This means that the trend is now obvious among high schools to administer the library as instructional materials center.

At 21% of high schools, libraries are managed in a section under either of educational administration, academic guidance, cultural affairs or special activities department. Even at such schools, audio-visual education is carried in the library section.

The significant feature of high school libraries compared with elementary and middle school libraries is that library instruction and

its management are both conducted together in one library department. Usually administrative work is done by the head librarian, selection of materials and supervision of library club are carried by staff teachers, and routine tasks are carried by diligent library assistants.

4. Summary

In all three countries reviewed in this study, school librarians and teacher-librarians hold equal status with teachers. Generally speaking, teacher-librarians in English secondary schools are equal in position to senior assistants with special responsibility. In the U.S., school librarians are considered as department chairmen both in primary and secondary school organizations. Directors of library services at the school district level have unique responsibility as a supervisor and an administrator of school library services in American public education. In Japan, high

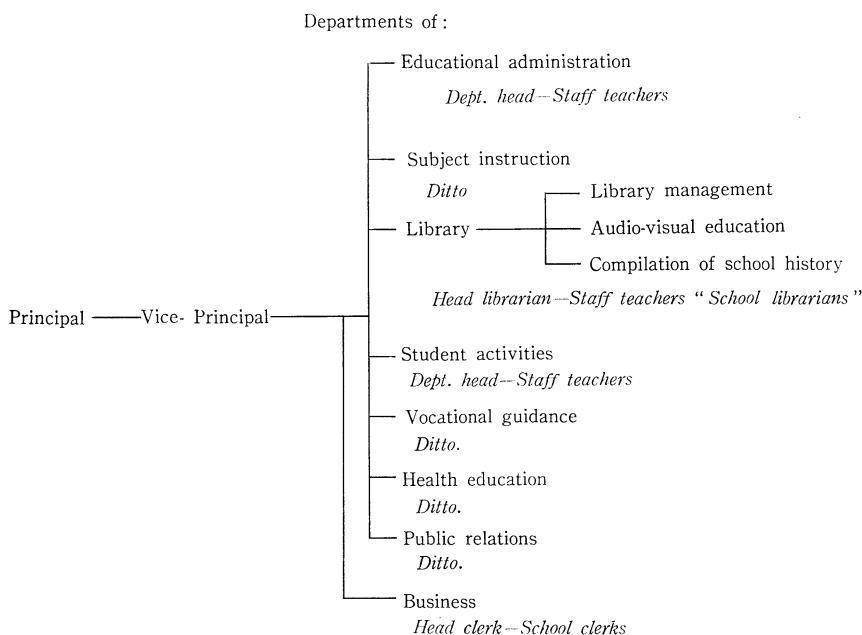


Fig. 10. Department Organization in a Japanese High School
(Staff-line of a department is indicated in italics)

school teacher-librarians hold the status of department head, while teacher-librarians in primary and middle schools are regarded as senior staff teachers.

In general, England and Japan adopt teacher-librarian system, while the U.S. shows more favour to school librarian system. Such a difference in the prevailing systems seems partly due to the differences in educational administration and school management of respective countries.

The position of library in the school organization cannot be explained briefly. There are numerous cases, for each school has different size, staff, students, facilities, budget, etc. Tradition and cultural background are different in each school. The following were the commonalities found among the positions of library in the school organization. In all three countries, it was found that libraries are generally administered as an established unit at the secondary school level, where departmental organization is prevailing. In England, it is common to put library under the English Department, while secondary school libraries in the U.S. and Japan are administered as an independent department. At the level of primary education, it seems that libraries in most schools are not wholly established as an autonomous body which has rigid staff-line system in order to handle all the business from library instruction program to routine management and accounting. In some Japanese elementary and middle schools, library instruction and library management are handled in two different divisions of school organization. There are many schools in each country where library instruction is carried by each classroom teacher as a part of educational activities. At some smaller primary schools in England, the head teacher takes care of book ordering and processing by the help of school secretary. More studies are necessary on the library administration at the level of primary education, in order to explore the most effective system to promote the library activities in relation to the whole educational programs of schools.

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- 1) In this paper, "teacher-librarian" means "a teacher who divides his or her time between classroom teaching and library duties." "School librarian" is an educational personnel whose primary responsibility is the library administration and management in a school.
- 2) Burgess, T. *A guide to English schools*. Penguin Books, 1964. p. 71.
- 3) Stott, C. A. "The school library movement in England and Wales," *Library trend*, Jan. 1953, p. 414-15.
- 4) Nagaoka, J. *Present trend in the elementary school organization and administration in the U.S.* Tokyo, Sept. 1968, p. 2. (Bulletin of the National Institute for Educational Research, no. 63). [Text in Japanese]
- 5) Srygley, S. K. "Introduction; school library services and administration at the school district level," *Library trend*, Apr. 1968, p. 423.
- 6) James, J. J. *Secondary school administration*. McGraw Hill, c 1969. p. 62.
- 7) As of March 1969, 44,083 peoples hold the Teacher-Librarian's Certificates.
- 8) "Official appointment" is "the appointment by the appropriate local board of education, under the provision of the School Library Law." Library assignments to teachers by

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principals of individual schools in their internal organizations are not considered as "official appointment."

- 9) One of the influential factors might be the Free Distribution Law of Textbooks (1964) in the compulsory education schools. The date of enactment coincides with the year when the decrease of teacher-librarians' appointments started in elementary and middle schools.
- 10) Ishikawa, K. "An analytical study of the teacher's conception of school library," *Library science*, no. 5, 1967, p. 171. [Text in Japanese]
- 11) Mahar, M. H. "Implications of federal legislation for school library services at the district level," *Library trend*, Apr. 1968, p. 512.
- 12) "Library instruction" means "instruction in library and book usage." Such instruction is given both in scheduled time and in free times. In most Japanese schools, reading guidance is also included in library instruction.
- 13) Tokyo Metropolitan Institute for Educational Research. *Gakko ni okeru seibi no jissai* (Administration of materials in schools). Tokyo, 1969, p. 4. [Text in Japanese]
- 14) Seminar of Education, Tokyo University of Education, ed. *Gakko toshokan* (School library). Tokyo, Kaneko Shobo, 1951. p. 26. [Text in Japanese]