

The Role of National Standards in the Development of the School Library in the United States

米 国 学 校 図 書 館 の 発 展 と 全 国 基 準

Mabel Turner

メーブル・ターナ

要 旨

学校図書館基準は、1918年（中・高校）、1925年（小学校）、1945年（小・中・高校）、の改訂推移を経て、1960年に現在の“Standards for School Library Programs”に至った。この新基準は、技術革新の社会に於ける教育の新傾向に適合すべく作られたものである。

この論文の主旨は、学校図書館の発展に寄与した学校図書館基準の役割について述べることにある。

アメリカに於ては、早くも1830年代に、ニューヨーク、マサチューセッツ、ミシガン州の諸州で、学校図書館の設置があったが、その内容は、公共図書館の類型を矮小化したものであり、それほど、教育課程に密接したものではなかった。ついで1876年に、合衆国教育局が公共図書館調査を報告しているが、その中に、若干の学校図書館の情勢が含まれている。それらは、寄贈図書を中心とする蔵書の域をでていない。19世紀後半の特徴として、公共図書館が、学校に対して、奉仕活動を行なうという一つの典型がみられ、この形式は、20世紀の今日でも、小学校レベルでは、依然として各地方で行なわれている。このような趨勢の結果、合衆国教育協会に図書館部が設立され、また同部の提出した1899年の報告が、公共図書館と学校との協力方針を明確に打出すに至ったのである。

中学校以上のレベルに於ては、これよりも前進が一步早く、1912年にメアリー・ホールによって前記協会に提出された報告書の中で、司書教諭の校内に於ける地位、生徒数による図書館の規模、学校図書館指導主事の制度などに関して提案がなされている。

このような発展の推移を背景として、1918年、高校を対象とする最初の学校図書館基準が、C. C. Certainを委員長とする委員会により発表された。この基準は、基本理念や、図書館活動の具体的な指針に欠けているところがあったとしても、規模、蔵書数、職員数などの量的な拠りどころとしては一つの発展であった。

1925年同じく C. C. Certain を委員長として、小学校のための学校図書館基準が作られ、この基準の施行に当たっては、1933年の学校図書館年鑑が一つの背後の力となっている。



Mabel Turner, Associate Professor, School of Librarianship, University of Washington. 1954-55 Visiting Professor, Japan Library School. メーブル・ターナ：ワシントン大学図書館学校準教授、1954-55 年度図書館学科訪問教授。

やがて、質的な基準に対する要望が高まり、1930年の中学校を対象とする**評価基準**が発表され、この中に学校図書館も含まれた。この**中学校評価基準**は、1938年、1950年、1960年の3回にわたって改訂され、現在に及んでいる。

一方、アメリカ学校図書館協議会により、アメリカ図書館協会の戦後の図書館基準の一環として、1945年に学校図書館基準が小・中・高校を対象として発表された。この基準は、明瞭簡潔に、学校図書館の理念を明示し、質的な要素を強く打出したのものとして、高く評価されたのである。

そして、コミュニケーション・メディアの急速な進歩発展が、教育技術の上に大きな影響を及ぼすと共に、学校図書館にも、資料センター構想が叫ばれ、やがて1960年に発表される新基準の布石が打たれるようになった。1960年の新基準の内容は、あらためて紹介するまでもなく、資料センターとしての学校図書館の目的、活動、資料のタイプ、組織、専門職員の教育を主眼として、質的に学校図書館の飛躍的向上を意図しているものである。

1918、1925、1945、1960諸年の各基準は、時代的な背景の相違こそあれ、学校図書館の設置を義務づけるものではなく、学校教育の発展のために、教師、図書館員、為政者の何れを問わず、学校図書館の意義を啓蒙し、理想への到着のための道標を示すガイドである。また、ツールとして、学校審査の最も権威あるものとして、役立つものでもある。

このように、この論文では、学校図書館基準の歴史的推移を辿った後、この全国的な基準の他に、州単位の基準、そして地方単位の協会が、学校図書館の発展に寄与した役割を述べ、更に、政府の学校図書館育成に関する積極的な指針と、具体的な援助について触れている。

特にケネディー大統領の命により、1958年に成立をみた The National Defense Education Act (国防教育法)、更に、1964年に於ける同法改正の影響は、教育の新動向の直接的な推進力になっている。

更に、Richard Darling による“学校図書館基準の比較調査”に代表される研究活動、及び、各種財団の援助による“学校図書館総合開発計画”など、最近の重要な動向を紹介している。(S. W.)

In 1960, the American Association of School Librarians in co-operation with nineteen organizations possessing common educational goals, issued a new set of school library standards entitled *Standards for School Library Programs*. These standards followed earlier ones (1918, secondary; 1925, elementary; and 1945, elementary and secondary). Each of these marked progress toward more extensive and effective school library programs. The 1960 standards are not final; in fact, changes are taking place so rapidly in methods in education and in technology that new standards will be needed long before they were anticipated. A quickened interest in school libraries has taken place, partly due to a change in national attitudes toward the role of education in national affairs, and partly to an increasing understanding of the importance of preparing citizens to cope with a technological society.

This paper purposes to describe briefly library services to schools and some of the means used to improve them prior to the existence of formal standards; to describe the national school library standards as they have developed and some other agencies which have supported or furthered school library progress; and to point out some trends that have been stimulated or encouraged by school library standards.

Nineteenth Century School Libraries

The first school libraries were established through permissive legislation in the 1830's. New York, Massachusetts and Michigan¹⁾ were in the vanguard of this movement and numerous other states joined them during the next few years. These school libraries were not closely related to the curriculum in their goals or book collections; they resembled public libraries in their philosophy and functions. How-

ever, they did supply the only available reading as well as the means for education beyond that afforded by the textbook. In spite of their value, these school district libraries failed to maintain their momentum because they lacked leadership, trained personnel and community appreciation of their potential contribution.

In 1876 the United States Bureau of Education issued a report on the public libraries of the country and included a chapter on school libraries.²³ In addition to the discussion of school district libraries the writer pointed out in the same chapter the existence of libraries in the secondary schools (teacher training schools, seminaries, commercial schools, high schools, private academies and other higher schools).

These secondary school libraries depended for the most part on gifts and were generally a miscellaneous assortment of books, although it was recognized that the selection should be helpful to the student in his course of study.

Public and School Library Relationships

With the strengthening of the public library movement in the last quarter of the nineteenth century, its leaders began to encourage the public library to assume responsibility for providing children and young people with reading. Public libraries loaned classroom collections to schools for extended periods, and continued this practice quite generally until recently, regarding elementary schools, especially, as their charge. The high school recognized more quickly its responsibility for a library of its own.

A Library Department was created in the National Education Association in 1897 in response to a petition presented to its Board of Directors by Mr. J. C. Dana, president of the American Library Association in 1896.

Librarians and teachers worked together in the department from the first with a few definite purposes, among which were the following: to find out what had been done by teachers toward the direction and study of children; to find out what librarians had done to encourage and assist teachers in this work; to

bring teachers and librarians into more mutually helpful relations; to determine the best books for various purposes and their adaptability to children of various ages.²⁴

A report of a committee on relations of public libraries to public schools²⁵ was made in 1899 to the National Education Association and this report was helpful in establishing some goals for school and public libraries in their work with children and young people. The various sections provided a manual to aid public libraries in their work with schools. Graded reading lists were included and instruction in simple technical processes was given. There were also sections on public libraries and their relation to schools, to teacher training institutions and to rural schools.

High School Libraries

High school libraries were present in many large city schools although the extent and quality of the collection in each differed widely. They had been stimulated in their development by the direct need of teachers, especially in English and history, to supplement their texts. Mary Hall, the librarian of the Girls' High School in Brooklyn and a leader in school library development, reported in 1912 to the Library Department of the National Education Association:

The replies to the High School Committee's questionnaire show that our libraries are passing through a period of readjustment—like the college and public libraries, they are finding that old library methods do not meet present needs. The twentieth century high school with its broader curriculum and change of methods of teaching from the exclusive use of the textbook to a full use of the library as a laboratory and an important aid in all its work is making demands which require radical changes in the organization and administration of the school library and closer co-operation of the school library with the public library.²⁶

The work of the Library Committee was of increasing importance as high school libraries became more significant in their relation to the

school's task. Changes were noted by the Committee that registered progress in school library development: recognition of the librarian as a teacher, planning the size of the library budget according to school population; and improvement of the qualifications for librarianship. A suggestion for a state supervisor was made, stating "What is needed now is an organized campaign for the appointment in every state of a state supervisor of school libraries."⁶⁾ The High School Committee functioned during these years of the early twentieth century as an advisory and stimulative group. Leora M. Cross reported from the High School Committee in 1917:

More and more school people are learning that our committee is at their service, and is a clearing-house for information on all high school library matters... Aid has been given to boards of education in drawing up standards of qualifications for high school librarians and their assistants. Many have sent for help in planning and equipping new high-school library rooms.⁷⁾

Standards for School Libraries

In 1918, the first standards for high school libraries were published.⁸⁾ They were the work of a Library Committee of the Department of Secondary Education in the National Education Association and the chairman of the committee was C.C. Certain. These standards set forth the information the administrator would need to establish a high school library or to improve an existing library: the size and seating capacity of the room according to the school population, the furniture and equipment needed for the size indicated, the amount of the book collection, the amount and training of the staff. These standards were in terms of numerical measurements without attention to school library philosophy or quality of service. These points were to be taken up in later standards.

In 1925, standards of the same type were prepared for elementary school libraries⁹⁾ by a committee in the National Education Association, this committee also having C.C. Certain as its chairman. Efforts to encourage putting

these standards into action came about through other publications, for example, those of the Association of Elementary School Principals, a department of the National Education Association. This association devoted its yearbook of 1933 to the elementary school library¹⁰⁾ and it published a second yearbook on the subject in 1951¹¹⁾ after new standards had been published.

The lack of qualitative standards was a serious one and when regional accrediting associations began to work in the early 1930's on a study of all secondary school standards, the library was included. The study was financed by a grant from the General Education Board and the result was the *Evaluative Criteria*, first published in 1938¹²⁾ and then revised in 1950¹³⁾ and 1960.¹⁴⁾ Criteria for junior high schools have recently been developed.¹⁵⁾ Frances Landers Spain defined these evaluative criteria as follows:

Evaluative criteria consist of a series of statements about the school library stressing the relationship of library service to the needs of the school.¹⁶⁾

The *Evaluative Criteria* have been used as an accrediting instrument and as an evaluative tool by visiting consultants; and they have also been employed by school faculties for self-evaluation.

New library standards were developed by the American Association of School Librarians in 1945¹⁷⁾ as a part of the postwar program of the American Library Association for improving libraries. These standards were the same for the elementary and the secondary school library. They were notable for their brevity and clarity, dwelling on functions and goals of the school library as well as on the problems of personnel, services, and library quarters. They stressed qualitative standards instead of quantitative standards although they included a table of numerical specifications. The concept of the materials center with its audio-visual materials was not yet emphasized, although this idea was to bring many changes to the school library in the 1950's. The acceptance of the one set of standards for the elementary

school library and the high school library was a very important step forward.

Standards for School Library Programs, published in 1960¹⁸⁾ are detailed, spelling out the philosophy of the school library as a materials center, the activities that should be carried forward in the school library, the types of materials that should be included, the organizational structure and types of supervision that should be developed, and the educational preparation of personnel. With these standards was issued a manual to provide suggestions useful in carrying on meetings and other activities to enlist community support and assist in a vigorous implementation of the standards.

The national standards of 1918, 1925, 1945, and 1960 were all the work of professional associations; they were not instruments of enforcement but goals to be reached. Each set of standards in its turn served as a pattern of goals that could be achieved through accreditation agencies and through the interest of local school administrators, librarians, teachers and other community members. The standards may also have served to inspire and stimulate additional groups, particularly the federal and state educational agencies in helping to improve existing situations. Recently the federal and state government agencies have been stimulating school library growth through direct means, especially through financial aid.

Regional Accrediting Associations

Regional accrediting associations for public schools have great power to stimulate school library growth. To belong to an accrediting association, the school must accept responsibility for meeting the association's standards, including the standards for its libraries. These associations are: The New England Association of Colleges and Secondary Schools, the Southern Association of Colleges and Secondary Schools, the North Central Association of Colleges and Secondary Schools, the Middle States Association, and the Pacific Northwest Association of Secondary and Higher Schools. Although the requirements of these associations vary, their influence in the growth of the library program

in the schools of their membership is of great significance. The libraries of both the elementary school and the junior high school are now of concern to accrediting groups. The Southern Association of Colleges and Secondary Schools approved revised standards for elementary schools to go into effect in 1965.¹⁹⁾ A committee of the North Central Association has been studying the possibility of developing standards for junior high schools.²⁰⁾

State Standards

Each state has a department of education and may set up standards for the schools in the state. The successful implementation of library standards depends to a very large extent upon the interest and enthusiasm of the state educational agency. Most state departments of education have standards for their school libraries in effect or in preparation. With the publication of the 1960 national standards there has been an effort to introduce or revise existing state standards so that they may more nearly compare with the national goals. According to Darling,

Nine statements of standards completed since 1960 either refer to these national standards as goals or quote from them. The national standards are reflected in other State standards that have been revised recently. Expenditures for materials, or the librarian-pupil ratio, for example, have been raised in several states closer to the level recommended in *Standards for School Library Programs*. The already considerable impact is certain to be more apparent as additional States revise or develop school library standards.²¹⁾

The importance of good state standards can not be over-estimated. In some states, these are integrated with those of the total school program; in others they are defined separately. Darling says:

When current and planned standards revision is completed, nearly three quarters of the states will have revised school library standards since 1960. Invariably, revision of school library standards has resulted in higher requirements and recommendations.²²⁾

The state department of education is a key factor in the success of the school library program throughout the state and its work is more effective if there is a state school library supervisor. The supervisor promotes the development of effective school library standards, consults with administrators and school librarians to improve programs, works toward a thorough training program for school librarians in the state, and endeavors to create better community understanding of the school library program.

Role of the Federal Government

The role of the federal government is increasingly important in the improvement of the school library program. The U.S. Office of Education has long been important in relation to school libraries. The nature of its work has been stimulative, providing leadership and often very significant research reports.

The National Defense Education Act of 1958²³⁾ is of great importance to school libraries for it has made possible the improvement of science, mathematics, and foreign language printed and audio-visual materials through the use of federal matching funds. The 1964 amendments to the National Education Defense Act²⁴⁾ have extended this aid to English or reading, and the social sciences. The more recent law has also made it possible to offer subsidized training to school librarians through institutes, the first ones being offered in certain universities and colleges in the summer of 1965. There are various other means available to the school library for improving the quality of its service through the amendments to the 1958 National Defense Education Act. The assumption of the federal government for some responsibility in improving the quality of school libraries in the elementary and secondary schools is a very significant step toward achieving a high level of quality in elementary and secondary school education throughout the United States.

Role of Research

Research has had and continues to have a strong role in the development of standards of

national, state and professional associations. Questionnaires to determine the present situation have been a customary method of approach. For example, prior to the work on the 1960 national standards, a survey of school libraries throughout the United States was made by the American Association of School Librarians.

More recently, in Washington state, the Office of the Superintendent of Public Instruction made a comprehensive survey of school libraries in the state.²⁵⁾ On completion of this survey, a committee was appointed in 1964 to revise the state standards.

The U.S. Office of Education is particularly active in its research role. It has conducted surveys of great importance in the development of libraries, one that gave great impetus to the public library movement being the 1876 report. The recent *Survey of School Library Standards*²⁶⁾ by Richard Darling is directly related to the present discussion.

The American Association of School Librarians

The American Association of School Librarians has been the initiator in developing the 1960 standards and in consistently working toward their implementation. The Association's publication, *School Libraries*,²⁷⁾ has been useful in keeping the organization informed of developments relating to the standards and in encouraging members' participation in the promotion of the program. There has been strong emphasis on the elementary school library in much of the literature that has been published. Various means of carrying the information to the community have been employed, using for suggestions the handbook that was published to accompany the Standards. Another means has been employed: the demonstration. This was initiated by the Association through the establishment of the School Library Development Project.

The School Library Development Project

The School Library Development Project was first financed by the Council on Library Resources with an appropriation of \$100,000.²⁸⁾ A year later the Project was given a sum of

\$1,130,000²⁹⁾ by the Knapp Foundation and was henceforth to be known as the "Knapp Project." The demonstration—"to demonstrate the educational value of a full program of school library service"³⁰⁾—was to take place for five years in three phases:

Phase I, two elementary school libraries (a two-year demonstration, using Project funds to improve a library with already substantial investments; Phase II, three elementary school libraries with less adequate provision but strong administrative support, using Project funds to improve the quality of service; and Phase III, a demonstration in three secondary school libraries, selected to demonstrate good library service and its effect on a school program. The Phase I schools³¹⁾ are: Central Park Road School, Plainview, New York, and Marcus Whitman School, Richland, Washington. The Phase II schools³²⁾ are Allisonville School, Indianapolis, Indiana; Mount Royal School, Baltimore, Maryland; and Casis School, Austin, Texas. Phase III secondary schools are to be selected in 1965.

Funds from the Knapp Foundation are being used in the demonstrations to provide additional library materials of all types, and additional professional and clerical staff. Participation of a nearby educational institution is provided for and a field worker given a part-time assignment. Visits by observers from many parts of the country are made possible, these observers being school administrators, curriculum directors, teachers and librarians.

The Library Development Project has also used funds for the production of a film on the elementary school library that will be useful in helping community members, school board directors, librarians and teachers to understand the meaning of an effective elementary school library program. This film, "...And Something More..."³³⁾ was commercially produced and used the Charlotte-Mecklenburg schools in North Carolina for its setting and participation of students.

Conclusions

The improvement of school libraries has become a cooperative venture, joined in by pro-

fessional associations of librarians, teachers and community members, by regional accrediting associations, and by national, state and local government agencies. Emphasis in the 1960 Standards was on the implementation of the concept of the materials center in which all types of materials were brought together and used according to need and purpose. Supervision, organizational structure, centralization of technical services—all these were discussed in terms of the materials center concept.

Recently other changes have been taking place in the educational and technological world that strongly affect the school library. Different methods of teaching and patterns of administrative structure in both elementary and secondary schools are being tried out. Technological changes are affecting the character of work in libraries. These changes are proving very significant to school libraries. With the quickened interest in the school library, it seems likely that new standards which take into account educational and technological changes will be desirable.

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