REPORT ON THE ESTABLISHMENT, OPERATION AND PRESENT STATUS
of the
LIBRARY

School of Public Administration
Seoul National University

by

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Appendix A. Public Administration Library

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I. Introduction

Libraries are essential to the good functioning of schools. In Korea, the land where movable type was invented years before Gutenberg, books and book collections have been especially highly regarded. Recent events have added to the value of libraries, both old and modern.

During World War II, Korea was cut off from the West and western language materials were unobtainable. Many gaps still exist in the collections of Korea's colleges and universities. But, while acquisitions of western books were interrupted by World War II, the invasions by the North Korean and Chinese Communists during the Korean War resulted in losses of existing materials despite many heroic efforts to avoid destruction by the enemy.

Although the value of written and printed materials, as the depositories of the knowledge and wisdom of the past, has long been appreciated in Korea, only recently has there developed here a recognition of the importance of properly treating and organizing such materials so as to facilitate their greatest utilization. And, even after this recognition, there has remained the very serious problem of training library personnel who would be able to so organize such materials.

II. Background

A vital feature of Professor George A. Warp's original blueprint for the establishment of a new School of Public Administration
at Seoul National University, submitted in June 1957, was the special Public Administration Library which was to be set up as an integral part of the School. Of necessity this was originally to consist almost entirely of materials in English, but Korean publications were to be added as rapidly as they became available.

To direct the operation of this Library, Mr. Ahn, Hae Kyun was sent to the United States as a participant under the International Cooperation Administration/University of Minnesota contract for study and observation of library administration and technical operations. He also studied courses in public administration and in one year completed the work for his M.A.P.A. degree except for the writing of his thesis. This broad preparation in the subject field was designed to equip Mr. Ahn to select materials for the Library and to arrange them most logically.

My assignment was to advise Mr. Ahn in setting up and operating this Library. I arrived in Seoul for this purpose on August 8, 1958. Prior to that time I spent three weeks working with Miss Myrtle Eklund, nationally known librarian at the Public Administration Center of the University of Minnesota. I spent many hours with Miss Eklund and staff members of the Public Administration Center and the University of Minnesota Library discussing technical library problems, procedures for obtaining materials, and the ultimate nature of the collection we hoped to establish at SNU.

This period also provided an opportunity to become acquainted with my counterpart, Mr. Ahn, who, as a part of his participant training, had returned from an internship and observation program at the Cornell University School of Business and Public Administration.
During this same period I received briefing and orientation from Dr. Tracy F. Tyler, Campus Coordinator for the ICA/University of Minnesota Contract.

III. Activities in Korea

A. Introduction

Several matters required immediate attention upon my arrival in Seoul, Korea on August 8, 1958. At that time the School of Public Administration was in an embryonic stage of development. It was to be attached to the College of Law, but it had not yet been legally established. (While this was expected to take place in September, it finally came about by Presidential Decree on January 13, 1959.) Consequently, it had no budget until January 1959.

Before the opening of the School of Public Administration, the books for the Library had to be classified and cataloged, the physical layout for the Library in the building scheduled to be remodeled for the School had to be planned, furniture and equipment had to be ordered, and regulations for the use of the Public Administration Library agreed upon. In addition, books received from the United States which had been delivered to the School of Public Administration, College of Law, SNU, but which were intended for the National Officials Training Institute (NOTI), had to be forwarded to that institution.

B. Cataloging and Classification

It had been tentatively decided before I left Minneapolis that we should adopt the Dewey Decimal Classification system
for the Public Administration Library in SNU. The first few
days following my arrival in Korea Mr. Ahn and I visited a
number of libraries in the Seoul area, including the central
library of SNU; the libraries at Ewha, Yonsei and Korea Univer-
sities; the National Assembly Library; the National Library
and others. In virtually all cases we found that the staffs
were at least familiar with the principles of the DDC or a
modification thereof, and at Yonsei University we learned that
a project was under way to translate the DDC into Korean.

This confirmed our decision to use the DDC instead of
the Glidden classification system, which was specially designed
for public administration libraries, but which was unfamiliar
to Korean library workers and also somewhat outdated.

In order to facilitate the cataloging, it had been de-
cided to use printed Library of Congress catalog cards. This
not only eliminated much of the need for typing, but also pro-
vided suggested class numbers for classifying each book. As
a further aid to classification, "control cards" were constructed
at the University of Minnesota for each book as it was ordered.
For each book which was also contained in the library at Minnesota,
the call number, or at least the class number, as it had been
assigned by the classifier at Minnesota, was added to the ap-
propriate control card.

Although Mr. Ahn could not have been expected in one year,
and with the language barrier, to have achieved extensive knowl-
dge in both public administration and library science, it
was hoped that he would be able to classify many of the books received prior to the School's opening in April 1959.

C. The Library Catalog

Because the Public Administration Library would contain materials in oriental and western languages, Mr. Ahn and I decided to use a classified catalog instead of a dictionary catalog. The latter has subject cards intermixed with author and title cards in one continuous system, all arranged alphabetically. The former uses one separate catalog for author and title cards and another for subject cards. In this case subject cards are assigned numbers instead of word subject headings, and the cards are arranged numerically. A separate alphabetical subject index is provided to indicate which numbers are assigned to specific subjects. This allows one to combine subject cards in a variety of languages in the same classified subject catalog and to set up separate author and title catalogs for western and oriental works.

Obviously, when a collection includes materials from both oriental and western languages, it is impossible to construct one alphabetical arrangement without a transcription system. The romanization of Korean authors' names is generally a matter of personal preference; and, while the McCune-Reischauer system of romanizing Korean is the best known, it is by no means universally accepted. Thus the classified subject catalog, with separate alphabetical indexes and separate author and title catalogs in Korean and English, seemed the best solution and has proved very satisfactory.
D. The Physical Plan for the Library

When I arrived in Seoul, the first blueprints for remodeling the building for the School of Public Administration had just been completed. I made some suggestions which resulted in a larger stack room and the addition of a small lobby and a private office for Mr. Ahn. Planning was made difficult by uncertainties concerning such matters as the permanence of the location, availability of funds for remodeling, future budget for staffing, size of enrollment, whether or not students from other schools and colleges at SNU would be allowed to use the Public Administration Library, the feasibility of an open-shelf system, ultimate size of the collection, and many others. Before any final proposals were made, numerous conferences had to be held with Dean Shin, Taiwhan, Dean of the College of Law, to discuss these questions.

At that time only one or two universities had established a modified open-shelf system in their reference rooms. It was not thought advisable to begin with a full open-shelf system in the Public Administration Library; but we adopted a plan with reasonably free access to the book stacks and a small open-shelf collection in the reading room, with the expectation that it would expand and in time a full conversion could be brought about.

E. Furniture and Equipment

For obvious economic reasons, every attempt was made to rely on local sources for library furniture and equipment. I drew up specifications for chairs, tables, bookcases, magazine
racks, card catalog cabinets, book trucks, etc. and advised
the manufacturers in their construction. I provided similar
assistance in connection with classroom and seminar chairs,
desks and tables. With only a few minor exceptions involving
technical items, we were extremely successful in filling our
requirements locally.

F. Library Regulations

Regulations for use of the Library raised additional policy
questions. The strong pressure against free circulation of
precious library materials in Korea has already been referred
to. On the other hand, we wanted to set as few restrictions
and to make books as readily available to staff and students
as possible, especially in view of the difficulty of reading
publications in a foreign language. At the same time, we hoped
to avoid the practice, often encountered in American univer-
sities as well as Korean, of faculty members treating library
books as personal copies or retaining them in their offices
or studies long after they have ceased to use them actively.¹
The Library Regulations² represent our best efforts to effect
a compromise solution and undoubtedly will need revision in
the future.

G. Instructions for Use of the Library

A detailed set of instructions for use of the Library,
and particularly the card catalog, was drawn up prior to the

¹See Appendix A, pp. 17-18.
²See Appendix A.
opening of the School in April 1959. In light of our first year's experience, this was revised, translated into Korean and printed, together with the Library Regulations, in a pamphlet which was distributed to all students in the second entering class.

H. Gathering Korean Government Publications

The Korean Government has no publishing center such as the U. S. Government Printing Office. Furthermore there has never been published a bibliography of the many publications of the various ministries and other government agencies. Mr. Ahn has been gathering information for such a bibliography, and it is hoped that he will be able to fill this gap in the next few months.

One of our purposes on the visits to libraries mentioned above was to note as many publications relevant to the study of public administration as possible. We also visited numerous government offices seeking both information and whatever actual materials were available. With no central printing office, this was the only way to collect Korean government publications directly. We have been fortunate in having the assistance of the Research Center of the School of Public Administration in the gathering of these materials, and our collection has been substantially expanded by contributions from Dean Shin, Taiwhan and other faculty members.

I. Other Oriental Materials

With the legalization of the School and the availability of budget support, Korean and some Japanese publications were
purchased locally for the Library; but during the first year funds were limited by the requirement to buy physical equipment for the School. Therefore early purchases consisted mainly of reference materials, but a substantial expansion has taken place during the second year and it is expected that this will continue. Also, the opposition to the acquisition of Japanese publications is expected to decline. The faculty and many older students in the night classes can read Japanese readily, in some cases better than English.

J. Reserve Collections

Special reserve collections, as provided for in the Library Regulations, were established in a limited number of courses. Certain conditions made them difficult to administer, however.

To begin with, the Korean tradition has been for the professor to accumulate a small library in his office and make it available to his proteges. Secondly, summer heat and winter cold stimulate a desire to take books away from the reading room for study. Third, the difficulty of reading technical materials in a foreign language works against using reserve books for short loan periods. Finally, night students who work full time during the day are virtually precluded from borrowing books overnight if they must be returned early the next morning.

K. Recommendations for Acquisition

Several hundred volumes had been ordered and received in Seoul before I arrived here. The selection was done by
Miss Eklund in Minneapolis; and since she has been responsible for a large majority of the English materials acquired, I can in all proper modesty call attention to Dr. George D. Stoddard's comment to the effect that our Library represents the finest specialized library he had seen in Korea.  

My role has been to recommend special supplementary acquisitions. These fell into four categories: (1) titles which I learned of through contact with scholars of Korea and the Far East or from special bibliographies related to these areas, (2) recent publications for which the need seemed urgent, (3) items to fill gaps in our collection noted by the Korean faculty and my fellow American advisers in their own fields and (4) duplicate copies of items for which there was heavy demand.

I am happy to say that, except in the case of out-of-print books which are unobtainable, virtually 100% of our requests have been filled.

L. Miscellaneous

In addition to the above listed activities at the School of Public Administration, I participated in the students' admission examinations in 1959 and 1960. I developed several bibliographies and reports for the Public Administration Division, United States Operations Mission to Korea. Several times I served on committees to examine candidates for special

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3Stoddard, George D., Report of ICA Consultant on Higher Education in Korea with Special Reference to Seoul National University and the Contracts between ICA and U.S. Universities. p. 24
programs or fellowships, and students consulted with me in connection with plans to continue their studies abroad.

IV. Problems Encountered and Recommendations

A. Introduction

In any land the establishment of a new graduate school and an adequate library is accomplished only by surmounting numerous difficulties. The Public Administration Library proved to be no exception. Attention is called to problems encountered in the past solely for the purpose of making it easier for someone to avoid similar obstacles when pursuing a like endeavor, and to those still existing in the hope of suggesting possible improvements.

B. Library of Congress Catalog Cards

Originally L. C. cards were not ordered until notice that the books had been delivered in Korea was received at Minneapolis. The resulting delay in our receipt of the L. C. cards slowed the classifying and cataloging of books and meant that fewer books were ready when the School opened than might have been the case if L. C. cards had been ordered at the same time as the books. This procedure was later adopted, and the additional expense in paying for cards for books which are not obtainable has not been significant.

C. Classification

Miss Eklund's and my doubts about the feasibility of relying on L. C. cards and control cards for class numbers proved well founded. Only approximately 75% of the cards had Dewey class numbers, in some cases they differed on the two sets
of cards, and in others they were inappropriate for a specialized library such as ours. Mr. Ahn was compelled to pay much more attention to the classifying procedure.

In a large library where readers are not admitted to the stacks, the classification of books is relatively insignificant. Provided a different call number is given each book, they can all be located. In our situation, we aimed at an eventual open-shelf system where students and scholars could browse along the stacks. In this case the grouping together of related materials in an order logically related to the special interests of the library's users is much more important.

Mr. Ahn and I have always strived to lay the foundations for such a system, looking forward to the time when circumstances would be appropriate for its adoption.

D. Korean Government Documents

The gathering of information and materials from Korean officials has been unusually difficult, especially since the passage of the amendment to the National Security Act in December 1958. Much depends upon personal acquaintances, and anything to facilitate greater contact with officials during or after working hours would help.

The greatest aid to the collection of government documents, however, would be the establishment of a central government printing office and the designation of the Public Administration Library and others as official depository libraries.
E. Staffing

Development of the Public Administration Library has been hampered from the start by inadequate staff. In the beginning, Mr. Ahn and I typed author cards so as to have some control over the books already delivered before receipt of L. C. cards.

The turnover of personnel has also slowed the progress of the Library's growth and improvement. The necessity to train new people in basic library techniques meant that we were continuously hovering at a barely suitable level of service. Advances by special refinements and improvements eluded us again and again.

Nothing would ensure the improvement of the Public Administration Library more than the steady employment of adequately trained personnel with a professional attitude, interest and pride in their institution. I have never felt that the importance of this factor has been fully appreciated.

F. Budget

Much of the difficulty referred to above is attributable to insufficient funds. Additional better trained staff cannot be employed and retained without money.

G. Library Facilities and Services

1. Additional space for storage of back issues of newspapers and periodicals will soon be needed.

2. The library catalog should be improved by such refinements as more analytical entries and cross references.

3. Eventually a union catalog for SNU and a system of interlibrary loans should be established.
4. At the Public Administration Library reserve collections should be expanded.

V. Conclusion

I want to state that this has been a stimulating experience, participating in the establishment of a new educational institution. The rewards and satisfactions have far outweighed the difficulties and frustrations.

My family and I have formed numerous enjoyable associations and, we hope, lasting ties with friends at Seoul National University; various Republic of Korea ministries; the University Club of Seoul; the Royal Asiatic Society, Korea Branch; and many, many others. To them we give our thanks and appreciation for their assistance, encouragement and friendship.
PUBLIC ADMINISTRATION LIBRARY

REGULATIONS

Chapter I. Objectives

Art. 1. The objectives of the Public Administration Library are:

a) To assist in carrying out the instructional program of the School of Public Administration;

b) To secure, organize, and service books, periodicals, documents, and other library materials used in the instructional program;

c) To provide the physical setting and equipment which will facilitate the use of library materials;

d) To instruct students in the effective and efficient use of the Library and its resources;

e) To encourage students to develop the habit of self-education through organized programs of extracurricular reading;

f) To satisfy as fully as is practicable the library requirements of faculty and students engaged in research; and

g) To cooperate with scholars, public servants, and other libraries in the community and nation.

The Library is primarily a teaching instrument. The professional library staff, administrative organization, and building are so planned as to implement teaching, learning, and research through the use of all library materials.
Chapter II. Nature of the Library

Art. 2. This shall be a special library devoted to the collecting of:

a) Materials for the study of public administration treating theory, research, and practice and including textbooks, periodicals, and reference works;

b) Similar materials in the social sciences relevant to the study of public administration; and

c) Documents and other publications of the Republic of Korea and foreign governments.

Chapter III. Use of the Library

Art. 3. The use of library materials shall be restricted to:

a) Faculty members, research fellows, and students of the School of Public Administration; and

b) Those other persons who have special admission cards issued by this Library. Applications for special admission cards shall require the approval of the Dean of this School based on the recommendation of the Librarian.

Art. 4. Reference materials located in the reading room may be consulted freely so long as library service is not impaired; however, no periodicals or reference works may be removed from the Library.

Art. 5. Other materials may be borrowed with the prior permission of the circulation staff as follows:

a) Faculty members--six volumes for two weeks and three volumes over-night. (Faculty members with offices in the Public Administration Building may borrow six additional volumes for two weeks to be kept in their offices and not to be
removed from the Building. Books loaned for two weeks may be recalled after one week at the request of another reader);
b) Research fellows and students—three volumes for one week and two volumes over-night.

Art. 6. All borrowed materials may be recalled at any time to be put on reserve.

Art. 7. Readers may return materials to the Library and renew their loans for similar periods when there is no other demand for such items.

Art. 8. Materials on reserve may be charged out over-night and for such periods during the day as the Librarian may decide.

Art. 9. Readers may be admitted to the stacks by permission of the Librarian.

Art. 10. Readers who desire to make copies of library materials shall first obtain the permission of the Librarian by submitting the proper form stating the purpose of such action.

Art. 11. Before leaving the School, faculty members, research fellows, and students shall return all library materials and clear any existing charges against their records with the Librarian.

Art. 12. Those faculty members, research fellows, students, or other persons of the Library who leave or terminate their association with the School because of disciplinary action, illness, or other causes shall not be allowed further use of the Library and shall return all materials previously borrowed.

Chapter IV. Penalties

Art. 13. Any reader who loses, mutilates, or otherwise damages library materials shall make proper compensation to the Library.
Art. 14. Any reader who fails to observe these regulations or any public notice subsequently posted, or who otherwise acts against the interests of the Library, shall have his library privileges withdrawn until restored by the Dean of this School.

Chapter V. Amendments

Art. 15. These regulations may be revised or amended at any time upon the recommendation of the Librarian and the approval of the Dean.