

우리나라의 도서관 발전과 독서진흥을 위한 민간단체와 정부의 협력에 관한 고찰*

NGO-Government Partnership for the Dynamic Development of Korean Libraries and the Promotion of Reading

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초 록

우리나라의 도서관들은 21세기에 들어서 역동적인 변화를 추구하였는데 그 이유 중의 하나는 도서관관련 시민단체들이 꾸준히 시민의 입장에서 도서관 문제를 바라보고, 문제점을 도출해서 규명하고, 이를 널리 사회에 전달하고 해결책에 대한 소통구조를 활성화 시켰기 때문이다. 이에 본 연구는 각각 학교도서관과 공공도서관 분야에서 우리나라의 대표적인 시민단체라고 할 수 있는 학교도서관살리기국민연대와 '책읽는사회만들기국민운동'의 활동을 분석하였다. 즉, 이들 단체의 역사, 활동 그리고 학교도서관과 공공도서관을 발전시키기 위해 정부와 어떻게 협력해 왔는지를 살펴보았다. 이러한 분석을 통하여 학교도서관과 공공도서관의 지속적인 발전 방안을 모색해 보고자 하였다.

ABSTRACT

As we enter the 21st century, Korean libraries have embarked on a journey of change. The reason that libraries in Korea have sought to achieve dynamic changes is that various citizens' organizations have analyzed the issue from their point of view, deduced the problem, conveyed this to the general public and thus revitalized the structure of mutual understanding in reaching a solution. The two most notable civilian organizations active in the Korean library area are 'the National Union for Revival of School Libraries' and 'the Citizen Action for Reading Culture'. This study examined the history and activities of these organizations and investigated how they worked with the central and local governments for improving school and public libraries and for promoting reading.

키워드: 학교도서관, 공공도서관, 독서진흥, 시민단체

School Library, Public Library, Reading Promotion, Civic Organization

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1. Introduction

After stepping into the 21st century, the school and public libraries throughout Korea have embarked on a journey of change, increasing the quantity and quality of library services. This sudden burst of activity arrived together with the dawn of democratic government in the 1990s. Since the mid 1990s, as a system of local self-government has been reinserted, the involvement of Korean citizens in politics and society has increased.

The two most notable civilian organizations active in the Korean library area are the “National Union for Revival of School Libraries”, or the NURoSL, and the “Citizen Action for Reading Culture”, or the CAREC. These two organizations have launched various campaigns in an attempt to improve the operation and services of school and public libraries, as well as making long-term policy proposals aimed at the improvement of library facilities. The activities of these organizations have affected the Ministry of Education and Human Resources Development as well as the Ministry of Culture and Tourism, the two government departments responsible for school and public libraries respectively. Furthermore, both organizations have succeeded in conveying their views on libraries to the President of Korea. This led to an opportunity for the creation of a ‘Presidential Committee of Library and Information Policy’ under the President in the near future.

In this way, the concerns and actions of these two civilian organizations have contributed to the vast improvement of Korea’s school and public libraries. It is these two organizations that this study examines, covering what activities they have done, how they worked together with contacts they made, and the work they have done in conjunction with the central government offices and ministries.

2. The contribution of the National Union for Revival of School Libraries to the improvement of school libraries.

2.1 History of its foundation and the significance of its launch.

The National Union for Revival of School Libraries(hereafter referred to as the NURoSL) united the work that civilian groups, library related groups and parent groups had been providing in small groups in each region, in an attempt to concentrate and strengthen their

organization. This took place in November 2000.

In November 2000, a new organization, the NURoSL was found. The organization united the work that civilian organizations, library-related groups and parent groups had been performing on a small scale in each region, in an attempt to organize and concentrate their strength, and to gain a firm foothold in the field of education. Before the launch of the NURoSL, people in library-related areas had led nation-wide movements concerning library issues, and organized the "Union of Library Personnel for the Revitalization of School Libraries." They successfully united civilian organizations, parents associations, publishers, teachers' groups and politicians in their attempt to revitalize school libraries.

The significance of the launch of the NURoSL lay in the fact that the revitalization of school libraries did not stop with individuals, groups or library professionals and scholars. This issue would have a bearing on the social and educational problems encountered by future generations, and in order to draw sympathy, NURoSL converted its efforts into a nation-wide citizens' movement. A total of eleven different groups are associated with the NURoSL. These groups include library-related organizations, parents and teachers' groups, publishers and politicians. The NURoSL was formally established with a representative council, a steering committee and an executive office.

2.2 Goals and the organization's primary direction.

The goal set by the NURoSL has been to propose plans and policies for revitalizing and improving school libraries through the voluntary involvement of the citizens. The specific goals of the organization are firstly, pressing for the establishment of school libraries and devising its revitalization, secondly, creating a new educational culture in schools and thirdly, creating an open, student-based education system and promoting a school environment to encourage self-teaching methods of study.

The NURoSL has initiated movements to spread knowledge of important values for school libraries for education in the 21st century, as well as the aspects of these libraries that need revitalization. It has held regular large-scaled conferences, forums, seminars and workshops in order to suggest and develop policies regarding school libraries, and has promoted negotiation and discussion with government authorities in attempt to bring about legislative action. The NURoSL has also deployed nationwide campaigns for the creation, development and cultivation of high-standard school libraries.

The various actions taken by the NURoSL can be separated into nationwide citizens' movements, movements for library improvement based on parents and teachers, action in the field and action for the impeding of systemization.

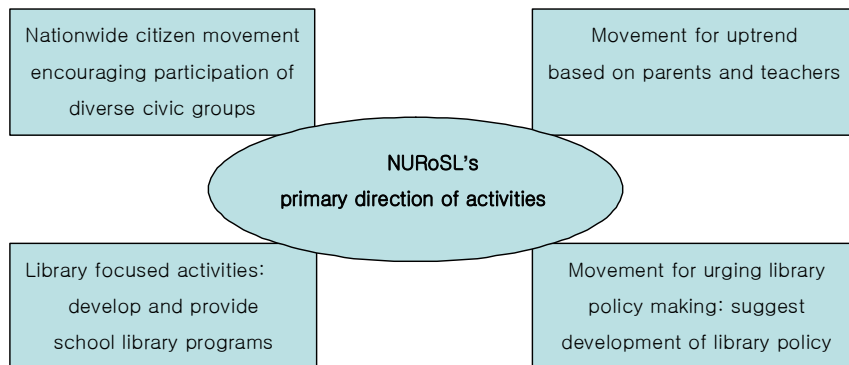


Figure 1. NURoSL's primary direction of activities

In order to achieve its goal and to ensure its primary direction led to real results, the NURSL promoted the three movement of the revival of school libraries. These are:

Firstly, a movement in the school library community for awareness of reform: this movement aims to impress upon the teachers, educational administrators, parents, students and regional citizens that comprise the school community, that the school libraries are necessity in order to cultivate the "creative and autonomous people" that a knowledge and information-based society in the 21st century requires.

Secondly, a reformation movement for the establishment of school libraries: this movement strives to contribute to the field of education by creating an organization to cultivate and improve school libraries in order to create an educational culture.

Thirdly, a movement for practical application in the field: some movements slow down or even stop when they accomplish partial or momentary achievements. Some movements are purely all show with no real fulfillment, or make requests to government authorities and simply wait an answer.

The NURSL surpasses all of these movements. All library-related groups, civilian organizations, parents, and others involved, are mobilized in their movement to establish libraries in school that have none. They also actively monitor the government's policies and administration of school libraries in an attempt to steer them in a desirable direction, as well as report school institutes that are negligent or do not operate libraries in a normal manner. This movement is active in the field, performing many functions such as these.

2.3 Important achievements and the change in school libraries

Since the NURoSL performed various activities, there have been important achievements and changes in school libraries. Firstly, raising awareness to draw public sympathy towards revitalizing school libraries. In 2002, the NURoSL started a movement to draw sympathy for revitalizing school libraries when the Korean Publishers' Assembly made a special donation to promote reading. Seminars were held, targeting people responsible for the operation of libraries such as school principals, deputy heads, parents and volunteers and teachers in charge of the library. They successfully drew sympathy for its cause through video presentations on the effective operation of school libraries, given by fellow principals and parents.

Secondly, presenting a policy direction for the establishment of school libraries. From October to December in 2001, the NURoSL made progress with the Ministry of Education and Human Resources Development in the project to develop school libraries. The significance of the research was that it resulted in a reasonable direction and role for policy regarding Korean school libraries. The Ministry of Education and Human Resources Development used this data in 2003 as a foundation for the creation of the budget and yield, as well as in developing the policy for the Comprehensive Plan for the Revitalization of School Libraries.

Thirdly, submission of a proposal for the School Library Promotion Act. In April 2004, the NURoSL held a public hearing at the Parliament House to revise the laws associated with school libraries. Also, the school library research centre of the NURoSL produced the fundamentals of a bill for a School Library Promotion Act, to submit to the National Assembly. This involved the construction and operation of school libraries, the responsibilities of local government in the revitalization of school libraries, the range of voluntary work required in school libraries, and the installation of a School Library Development Committee. This bill was a comprehensive compilation of opinions aired in public hearings and is currently applicable for pending to the permanent committee.

2.4 The comprehensive plan of revitalizing school libraries and changes to school libraries

The NURoSL has conducted many movements and put forward proposals for policy on revitalizing school libraries. This, along with an interview with the Minister of Education and Human Resources Development, influenced the government into presenting and considering the problem of school libraries as an issue in national human resources development. In 2002, the Committee for the Preparation of Appropriate Measures for the Revitalization of School Libraries was formed, with the Assistant Deputy Minister of Education and Human Resources Development as its chairman.

This committee included six chiefs of offices from the Ministry of Education and Human Resources Development, the Ministry of Government Administration and Home Affairs, the Ministry of Culture and Tourism, the Ministry of Science and Technology, the Ministry of Information and Communication, the Ministry of Planning and Budget, as well as civilian specialists. One team focusing on research and another conducting practical affairs were formed, performing such tasks as visiting school libraries in the field, conducting research on the actual condition of libraries, sectional workshops, and creating questionnaires. Then, in July of 2002, they held a public hearing for the establishment of the Comprehensive Plan for the Improvement of School Libraries. In August 2002, this Comprehensive Plan was announced.

The significance of the comprehensive plan lies in the fact that it is the first policy for school libraries to be adopted by the Korean government. The core of this plan is the investment of 3,000 billion Won(320 million US dollars) from 2003 to 2007, in the 'Creating Good School Libraries' project.

In 2005, as part of the execution of the Comprehensive Plan to Improve School Libraries, construction of school libraries rose from 80.4% to 89.6%, a total of increase of 9.2%. The number of school librarians almost doubled, rising from 164 in 2002 to 313 in 2005. In 2006, the demand for school librarians by library-related groups and educationalist groups brought about the employment of 154 additional librarians to public schools, raising the number to 467. The improvement of school library facilities started in 2003, and by 2005, 35% of the 3,784 targeted libraries had been remodeled. It is intended that a total of 6,200 libraries eventually be remodeled.

In 2002, the budget for school libraries was 5,900 won per student, which increased to 10,800 won in 2005. The number of books increased from 5.5 books per student, to 8.32, increasing

by 2.8. Patrons of libraries increased from an average of 75 people per day in 2002 to 110 per day in 2006, and the loan of books increased by 40, from 56 books to 96 books per day.

Year \ Type	Number of schools	School libraries	Library establishment (%)	Remodeled libraries	School librarians	Librarians	Part-time librarians
2002	10,172	8,181	80.4	-	164	20	880
2003	10,503	8,657	82.4	1,259	232	39	1,135
2004	10,649	9,248	86.8	1,260	284	46	1,685
2005	10,826	9,696	89.6	1,265	313	57	1,881

Figure 2. Selected statistics for Korean school libraries, 2002-2005¹⁾

Year \ Type	Book budget per pupil	Books per pupil	Number of borrowers a day	Number of issues a day	Number of users a day
2002	6.2	5.5	41	56	75
2003	6.9	6.5	49	72	94
2004	11.3	7.5	52.9	81	100.1
2005	11.4	8.32	59	96	110

Figure 3. School library budget, collection and uses, 2002-2005²⁾

3. The Citizen Action for Reading Culture movement, the birth of the Miracle Library and the improvement of public libraries

3.1 Introduction

As mentioned in the beginning, one of the two notable civic organizations in the library field is the Citizen Action for Reading Culture³⁾. Now, this study examines the activities of this organization, called CAREC.

Since entering the new millennium, Korea has also progressed in the liberalization of culture. In other words, civic movements have started to form in the field of culture. In June of 1999, many people who were involved in the field of culture tried to create “a society in which culture blossoms”, or, a ‘cultural society’. The formation of the ‘Citizen Union for Cultural Reform’ was

1) 한국도서관협회. 2005. 『2005 한국도서관연감』 서울: 한국도서관협회.
 2) 한국도서관협회. 2005. 『2005 한국도서관연감』 서울: 한국도서관협회.
 3) 책읽는사회만들기국민운동. <<http://bookreader.or.kr/>> [accessed on 2006.7.14]

promoted, and the Union officially launched in September 1999. The objective cultural society that this group seeks to become is “a society in which individuals can maintain a collective and mutually beneficial relationship with others while still pursuing personal hopes and dreams and accomplishing their desires to the utmost”, “a society that has the means and methods to function autonomously” and “a society that does not generate destruction, oppression or exploitation between people or against nature.

In the early stage, this group operated the Library & Publisher’s Committee, a minor group comprised of publishers and library-related specialists with the purpose of strengthening culture and knowledge in this cultural and information based age. This committee hosted a public meeting to discuss about ‘making a plan of increasing library book funds for the construction of a cultural infrastructure’ in June 2000 at the Sejong Center in Seoul. This meeting led to a campaign among the masses for the Cultural Action Organization to request an increase in funding for the purchase of books. This campaign stressed the importance of increased purchase of books for the maintenance of quality of library services.

3.2 Expanding the contents of libraries and the formation of the Citizen Action for Reading Culture organization.

In February 2001, the Cultural Action Organization, the Korean Library Association, the Citizens’ Collective for Saving School Libraries, the Korean Publishers Association and the Korean Publishers Society formed a citizens’ movement to create a reading culture and expand library resources. This organization officially announced in its inaugural declaration that it would “normalize libraries in order to guarantee that citizens’ rights to know and right to read are upheld, and to develop civic action for expansion of library resources”. In June 2001, the organization was officially established in front of the COEX building, where the Seoul International Book Fair was held. After its establishment, in the initial stages, the organization took the following actions.

Firstly, submitted policy proposal to the Ministry of Culture and Tourism to “increase library book budget”. Secondly, together with six culture-related civilian organizations announced the manifesto for budget cuts. Thirdly, hosted a press conference on “a government policy proposal for public library extensions and contents expansion”. Fourthly, had an informal meeting with the Presidential Commission for Policy Planning to discuss construction of public libraries and expansion of library resources.

The Citizen Action for Reading Culture has aimed to provide equal opportunities for people approaching and obtaining information and knowledge, to achieve a mature book reading citizen society, to propose policies for the formation of a society of people through a book reading cultural community, to develop activities for constructing and funding libraries, and to promote advertisement ventures, the development of a reading cultures, research and development programs and joint ventures with civic groups.

3.3 The birth of the Miracle Library⁴⁾

In 2002, one Korean broadcasting company that is Munhwa Broadcasting Corporation launched a reading campaign by introducing a “Book Reading” corner on the popular television show. Every month on the show, they selected one book for people to read, especially for young adults. The program started a book reading trend through fresh planning and employing popular comedian show hosts. In 2003, the Citizen Action for Reading Culture suggested constructing a children’s library with the funds gathered through the show, and to accommodate this, they created and started broadcasting the Miracle Library show. The process of drawing society’s interest in reading books onto policy reformation and the social environment in the construction of libraries.

After the first episode in January of 2003, society’s interest in children’s libraries grew, leading to requests from forty-three local governments for aid in library construction. As a result, the initial plan of trials in two or three regions was changed to incorporate the construction of libraries in twelve different regions. The local governments in the regions that had received confirmation of support agreed to cover part of the cost, while they used funds raised by the broadcasting company as a construction fund. The Citizen Action for Reading Books was in charge of choosing the construction site and of practical aspects of the construction of the libraries, such as drawing up blueprints, organizing construction work and collecting books to be held in the library. Many private businesses as well as individuals who are specials were involved in the support. This cooperation between citizen and government authorities brought about a very meaningful result

In the selected regions, civic construction committee were formed to include teachers, parents, library management personnel, artists, reading groups and civic groups in the founding and

4) 책읽는사회만들기국민운동. <<http://bookreader.or.kr/>> [accessed on 2006.7.14]

operation of the libraries, along side local governments and construction companies.

The first Miracle Library opened in November of 2003, in the city of Suncheon, south of the Korean Peninsula. Korea's First Lady attested to the support given to the cause by the masses, by attending its launch. Since then, until the beginning of 2006, a total of nine cities⁵⁾ have opened Miracle Libraries. These libraries, that specialize in meeting the needs of children, stay true to the purpose of their construction by providing a consistent creative environment to grow up. Their buildings, desks, bookshelves, bathrooms, various pieces of furniture and other facilities were designed in accordance with a child's size. The books available include children's literature, history books, books on nature, science, environment and geography and picture books. Books in all areas and genres necessary for a child's mental development are gathered.

3.4 The effect on the revitalization of public libraries: the change in public libraries and small library project

The construction of the Miracle Library led to widespread awareness of the importance of children's library services. Subsequently, each local government added incentive for the construction of children's libraries, affecting not only society's awareness of libraries, but national policy on libraries.

Social awareness of children's services, raised by the excitement surrounding Miracle Library, pressed for change to public libraries. It spread an image of services not offered by public libraries a familiar and friendly library. As a result, many public libraries answered society's increasing demand for children's services by modifying their children's sections. Along with society's increased interest in libraries, local governments also started to catch on to the possibilities offered - of an increase in the quality of life of local citizens, through libraries.

These social requirements resulted in change to government policy regarding libraries. The government revealed plans to consistently increase the nation's rights to access to information, starting in 2004 with the opening of 25 local library service point, a figure set to increase to 3,600 small libraries in towns, villages, and townships by 2011. A lottery fund was used as a source of financing, and other methods such as collecting donations through supporting organizations, holding various events, and so on, were suggested.

5) 순천 기적의 도서관, 서귀포 기적의 도서관, 제주 기적의 도서관, 진해 기적의 도서관, 울산북구 기적의 도서관, 제천 기적의 도서관, 청주 기적의 도서관, 금산 기적의 도서관, 부평 기적의 도서관

4. Conclusion

Aside from the two NGOs associated with libraries and book reading mentioned above, the combined effort of many other citizens' organizations have aided in the process of reforming Korean school and public libraries, as well as the construction and operation of small libraries. As a result, those associated with libraries have accepted the demand for change, and have started to reflect upon national policy on libraries. In this way, the reason that libraries in Korea have sought to achieve these dynamic changes is that various citizens' organizations have analyzed the issue from their point of view, deduced the problem, conveyed this to the general public and thus revitalized the structure of mutual understanding in reaching a solution. In this respect, the efforts and devotion of sectors of the general public, especially citizens' organizations, are what have brought about the great advancement in school and public libraries in Korea.

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