

한국의 기록물 등록 및 기술에 대한 기록관리적 접근

Registration and Description of Public Records in Korea : A Comparative Analysis of Korean Recordskeeping System with the International Standards

시 귀선(Kwi-sun Si)*

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<국문초록>

기록물의 등록과 기술은 기록물의 생산배경과 업무행위 관련 정보를 제공함과 동시에 그 이용을 가능하게 하고 검색을 편리하게 하는 데 있어 중요한 항목이다. 전자문서체제에서는 기록물이 일정기간 생산기관에서 활용되다가, 준활용단계가 되거나 비활용단계가 되어 기록물을 처리할 때에도 등록시 입력되었던 data 요소들이 그대로 활용되기 때문에, 전자기록체제 하에서 기록물의 등록사항은 과거 어느 때보다 중요한 요소가 되었다.

본고에서는 한국에서의 기록물 등록 및 기술사항을 국제표준과 비교·분석하여 다음과 같이 제안하였다. 우선 등록부분에서는 기본등록단계에 내용기술을 넣어, 첨부여부·쪽수·결재사항 등을 기술하도록 하고, 각기 항목으로 되어 있는 첨부번호, 결재권자, 확인란 등은 생략한다. 세부등록단계에서는 발송방법, 발송등록·분류등록·전체 수정, 특수목록 등을 생략하되, 등록할 필요가 있는 것은 내용기술에서 서술한다. 다음으로 체제·판본·문서링크 적요 등 기록물의 구조와 등록된 체제가 어떤 것인지에 대한 정보 즉 생산맥락 및 링크 등을 등록항목에 넣도록 한다.

기술부분에서는 우선 다층기술을 채택하되, 품과 시리즈 계층의 기술을 도입한다. 국제표준정리기술규칙인 ISAD(G)와 ISAAR(CPF)를 적용하여 전자통제 정보 및 비교영역과 마찬가지로 체계와 구조에 관한 정보, 예컨대 기록물의 범위 및 내용, 기술단위의 한도 및 매체, 행정·기관연혁·검색도구 등과 아카이브스트의 주기 및 기록물 이력, 기록물처리 기록(Documentation)을 기술할 수 있는 새로운 기술표준을 마련하되, 전자기록물 관리에 필수적으로 요구되는 항목들을 편입한다. 또한 제안된 사항을 실행하기 위해 법령 개정이나 통합적으로 자동화된 영구보존기록물관리 시스템을 조정하며, 등록과 기술을 수행할 훈련받은 전문인을 배치한다.

<ABSTRACT>

Registration and description of records are important elements of processing which provide with the background information of production of records and business-related information. They also enable to

* 정부기록보존소 학예연구관, 문학박사 / pretty7@mogaha.go.kr

search and use the records. In this paper, I examined the Korean registration and description system defined in the Public Records Management Act which directs the records creating agency to register records in creating offices and directs the "professional archives" to make "basic registrations" and "detailed registrations" of the records. In the analysis and comparison of two different registration and description systems with the known international standards of records and archives management, such as ISO15489 and ISAD(G), I intended to evaluate the Korean records and archives management system and suggested recommendations for the renovation of the Korean recordskeeping system.

Despite we have unique office business procedures and the culture of officialdom, and despite we have developed our system based on the established business procedures and office culture, it would be preferable to adopt or follow the international standards and established best practices. After the comparative analysis, I recommended some innovations in the filed of registration and description. For instance, in the basic registration, we would better to install an item of "simple contents summary." We may also need the multiple-level description. The fonds level description and the series level description should be introduced to our archival automated management system.

We need to establish a Korean standard of description adopting the rules of the ISAD(G) and ISAAR(CPF). Essential requirements for electronic records management, such as contextual and structural information, should be incorporated in the new standard. Documentation of records disposition also should be reinforced to guarantee the authenticity of records and to ensure control of the records. To implement the recommendations for the standard, we need to amend the Public Records Management Act and its Regulations and Rules. Also it is imperative to redesign the GARS integrated archival automated management system.

1 Introduction

Registration and description of records are important elements of processing which provide with the background information of production of records and business-related information.¹⁾ They also enable to search and use the records. Registration and

1) See some basic introduction or manuals of description of archives are as follows; Fredric M. Miller, *Arranging and Describing Archives & Manuscripts*, (Society of American Archivists: Chicago, 1990); Theodore Shellenberg, *Management of Archives*, (Columbia University Press: New York, 1965); Theodore Shellenberg, *Modern Archives: Principles and Techniques*, Ch.14 & Ch.15, (University of Chicago Press: Chicago, 1956); David Bearman, *Archival Methods, Archives and Museum Informatics Technical Report 3* (Spring 1989); ICA/IRMT, *Managing Archives*, Lesson 3, (ICA/IRMT: London, 1991); James Bradsher ed., *Managing Archives and Archival Institutions*, Ch.5, (University of Chicago Press: Chicago, 1989); Thornton Mitchell ed., *Norton on Archives: the Writings of Margaret Cross Norton on Archival & Records Management*, Ch.6 & Ch.7, (Society of American Archivists: Chicago, 1975); Richard Smiraglia ed., *Describing Archival Materials: the*

description of records in professional records offices and archives are core business processing and they build a metadata database systematically, i.e. identification information, contents information, contextual information, and structural information. In a modern automated recordskeeping system, once the business procedures and metadata databases as their result are determined, it is very difficult to change the business procedures and their components. Whether textual records or electronic records, registration and description are essential business procedures that make the use and retrieval of records possible. Therefore they are also applied to the management of electronic and digitized records in the coming information society. The once-built registration and description items affect the management of the records permanently.

Records registration is usually carried out during its creation stage, while description is carried out in its non-current stage as archives transferred to the archival repository. In a recordskeeping system based on textual records, registration is separated from the records physically. In an automated recordskeeping system, registration comprises various related data from the beginning and can be attached in the records themselves. In an automated recordskeeping system, registration at the time of creation can include classification, scheduling of retention period, disposition, and determining of accessibility. In the automated system, the registration items that are input in the creation and use stage also continuously can be used in the semi-current and non-current stage. Therefore, the items that are input during initial registration became very critical to future recordskeeping process.²⁾

In central public agencies and in parts of local public agencies of Korea, the electronic recordskeeping systems are already adopted and the electronic records are created and

Use of the MARC AMC Format, (The Haworth Press: New York & London, 1990); Margaret Proctor & Michael Cook, *Manual of Archival Description*, 3rd. ed. (Gower Publishing Ltd.: Hampshire, 1990)

2) Sharon Gibbs Thibodeau, "Archival Arrangement and Description," in James Bradsher ed., *Managing Archives and Archival Institutions*, (University of Chicago Press: Chicago, 1989), pp.73-74. "The comparison of traditional and automated approaches to the same series description reveals their close relations."

used extensively. From 2000, under the effect of the Public Records Management Act, all public records should be registered at the time of their creation, and the standardized registration items are determined. The electronic records are not the exception. They should be registered automatically when they are created.

Permanent records produced at public agencies should be transferred to records centers of the agency after a certain period (mostly two years) and again transferred to "professional archives" (the Government Archives & Records Service and other permanent archives such as the National Assembly Archives, the National Intelligence Service Archives, and the Army, Navy, Air Force Archives) after a certain period (mostly nine years after its creation). Professional archives should make a "basic registration" and a "detailed registration" of the record they received from the agencies.

In this paper, I will explain the Korean registration and description system defined in the Public Records Management Act which directs the records creating agency to register records in creating offices and directs the "professional archives" to make "basic registrations" and "detailed registrations" of the records. In the analysis and comparison of two different registration and description systems with the known international standards of records and archives management, such as ISO15489 and ISAD(G), I will evaluate the Korean records and archives management system and will suggest recommendations for the renovation of the Korean recordskeeping system.

2 Registration of the Public Records in Creating Agencies

2.1 Registration of the Records According to the Public Records Management Act

According to the Public Records Management Act, effective on 1st January 2000, all

public agencies should register the records in the Records (item) Register. According to the act, registration is composed of "basic registration" and "additional registration." When a record item is created in a public agency, the record item should be given with unique identification number and the "registration number" should be written or input on the record item. Exceptions are the records relating to criminal investigation and court trials that have unique registration items determined by the relevant laws. The "registration number" is composed of the unique code number of the creating division of the agency and a serial number with creating year. The "records register" should be managed by a computerized system and all the input items should not be modified or deleted. If there is a need to revise or delete the input items, it should be documented as the regulation directs.³⁾

Details of the registration according to this article are suggested in the related Regulations and Rules, especially the Form no. 1.

Form no. 1; "Registration of basic items" is composed of following input items.

- (1) Format and classification
- (2) Date of registration
- (3) Registration number
- (4) Additional documents registration number
- (5) Title
- (6) Number of total pages
- (7) Person who authorized or signed
- (8) Person in charge of business
- (9) Confirmation⁴⁾

Among them, the first input item (1) "format and classification" is divided into eight groups: 1. Creation and sending of textual records. 2. Receipt of textual records. 3. Creation and sending of cartographic records and drawings. 4. Receipt of cartographic

3) *The Public Records Management Act (PRMA)*, Article 10. Registration.

4) A code of the creating division and creating year of the record are created automatically by a computer system.

records and drawings. 5. Photographs and films. 6. Audio recordings and motion pictures. 7. Creation and sending of cards and sheets. 8. Receipt of cards and sheets.

Item (3) "Registration number" is created automatically when a record item is created and it is a combination of code number of creating agency and a serial number by year. Item (4) "Additional document number" can be given using a separate registration method when separate or physically different record items are attached to the original record item. It is also created automatically when register the record. Item (6) "Number of total page" includes the number of pages of the attached record items.⁵⁾

2.2 Registration Items of the International Standard ISO 15489:2

The International Standard ISO/TR 15489:2 suggests the following items for the minimum input items for the registration of a record.

- (a) A unique identifier assigned from the system
- (b) The data and time of registration
- (c) A title or abbreviated description
- (d) The author (person or corporate body), sender or recipient⁶⁾

Compared with the items of basic registration in the Korean registration system, the number of the items in the international standard is just a half of them. It simply means that the Korean system has more items to input to register a record. The contents of items of the Korean system are almost as same as the ones in the

5) Details of Korean registration systems was introduced in Kyung-Yul Choe, "the Government Archives Arrangement and Description System of the Republic of Korea," in EASTICA, *East Asian Archives: Proceedings of the EASTICA Workshop on Archives Descriptive Standards*, No. 3, (EASTICA: Hong Kong, February 1997) and Sangmin Lee, "Archives Appraisal in GARS (Republic of Korea)" EASTICA, *East Asian Archives*, No. 6 (EASTICA: Hong Kong, 2000)

6) ISO, *ISO/TR 15489-2:2001(E)*, p.15.

international standard. The item (a) can be matched to the item (3) of the Korean system, the item (b) can be matched to the item (2), and the item (c) can be matched to the item (5) of the Korean system. The differences come from the items unique in the Korean system. We input various formats and we differentiate whether it is created/sent or received when we register a record. Registration of additional documents is enforced to prevent from losing the additional documents. Person who created the records and person who authorized or approved a business as a manager should be recorded to stress the accountability. Confirmation item in each transaction stage also means that there have been serious accountability and management problems in Korean officialdom.

2.3 "Detailed Registration Items" in the Public Records Management Act

The Public Records Management Act also established "detailed registration items" in addition to the "basic registration items." Let me take an example of the most representative "detailed registration" of a textual record and a cartographic record.

[Table. 1. Registration of detailed items in case of sending a general textual record and a cartographic record]

A. Registration of Sending a record (6 items)

- (1) Date of sending (execution)
- (2) Receiver
- (3) Sending method
- (4) Person in charge of sending (sender)
- (5) Confirmation
- (6) Revision of registration of sending

B. Registration of Classification of a record (9 items)

- (7) Classification number
- (8) Special records
- (9) Accessibility
- (10) Pages access denied
- (11) First special category for retrieval
- (12) Second special category for retrieval
- (13) Third special category for retrieval
- (14) Confirmation
- (15) Revision of registration of classification⁷⁾

As we see in the list of items of registration, sixteen items should be registered in the "detailed registration." The items are divided into (A) Registration of sending a record and (B) Registration of classification of a record. In the category (A), item (1) "Date of sending" means the date of sending a record or executing the content in a record. Item (2) "Receiver" means a receiving agency. Item (3) "Sending method" is the way a record is sent either by mail, fax, or by direct person-to-person sending. Item (4) "Person in charge of sending" is the name of person who sent the record. Item (5) "Confirmation" is a coded signature of a record manager. In the item (6) "Revision of registration of sending," a date of revision and contents of revision are input.

In the (B) category, item (7) "Classification number" is an identifying unique number of a record file. Item (8) "Special records" are divided into presidential records, secret records, specially treated records, copyrighted records, and special size records. Multiple classification is possible here. Item (9) "Accessibility" has nine categories. One is "open access" and other eight categories are "access denied" (un-accessible) according to the exemptions clauses in the Government Information Opening Act. This item only applies to citizen, not to public agencies.⁸⁾ Item (10) "Pages access denied" is page numbers to

7) *The Public Records Management Act, Rule*, Table 1.

8) The Ministry of Government Administration and Home Affairs, Republic of Korea, *The*

which access is denied by the agency. Three "Special categories for retrieval," item (11), (12) and (13) are optional. They can be input by agency to help to retrieve the record. For example, a driver license number or a business registration number are useful categories to search the related records in the prospective agencies. Item (14) "Confirmation" is filled out by a record manager or person who arranged the record. In the item (15) "Revision of registration of classification," a date of revision and content of revision should be recorded.

2.4 Additional Registration Items in the International Records Management Standard ISO 15489:2

In the International Standard ISO 15489:2, the following additional registration items are suggested to help to manage and to retrieve the record. They are as follows:

- (a) Document name or title
- (b) Text description or abstract
- (c) Date of creation
- (d) Date and time of communication and receipt
- (e) Incoming, outgoing or internal
- (f) Author(with his/her affiliation)
- (g) Sender(with his/her affiliation)
- (h) Recipient(with his/her affiliation)
- (i) Physical form
- (j) Classification according to the classification scheme
- (k) Links to related records documenting the same sequence of business activity or relating to the same person or case, if the record is part of a case file

Government Information Opening Act, Article 7. Unaccessible Informations.

- (l) Business system from which the record was captured
- (m) Application software and version under which the record was created or in which it was captured
- (n) Standard with which the records structure complies
- (o) Details of embedded document links, including applications software and version under which the linked record was created
- (p) Templates required to interpret document structure
- (q) Access
- (r) Retention period
- (s) Other structural and contextual information useful for management purposes⁹⁾

The international records management standard recommends nineteen registration items while the Korean "detailed registration" system has sixteen items. A simplistic comparison of the numbers of the items is meaningless. Rather we need to compare and analyze the contents of the items of the international standard and the Korean system of "basic and detailed registration" to know the difference and the meaning of the difference.

Items (a) (document name or title), (b)(text description or abstract), and (c) (date of creation) dont have their counterparts in the Korean system. Item (d) (date and time of communication and receipt) is similar to the item (1) of the Korean "detailed registration" system. In Korean system, the date of registration can be regarded as the date of creation, and it is in the "basic registration system." Item (e) (incoming, outgoing or internal) and item (f) (author) has no match in the Korean system. Item (g) (sender) is the same as the item (4) of the Korean system. Item (h) (recipient) is the same as the item (2) of Korea and item (i) (physical form) is similar to the item (1) of the "basic registration item."

Item (j) (classification according to the classification scheme) matches to the item (7)

9) ISO, *ISO/TR 15489-2*. pp.15-16

of the Korean system. No counterparts of the items (k), (l), (m), (n), (o), (p), (r), and (s) of the international standard can be found in the Korean system. Item (q) (access) is similar to the item (9) (accessibility) of the Korean system. However, since the item (7) (classification number) of the Korean system implies "the retention schedule, disposition, preservation method, place of custody, and identification number of unique function of an agency," it can be said that the item (7) of the Korean system satisfies the international standard item (r) (retention period).

To clearly reveal what the Korean registration system lacks, it is useful to enumerate the additional registration items of the international standard. They are "(l) business system from which the record was captured, (m) application software and version under which the record was created or in which it was captured, (n) standard with which the records structure complies, (o) details of embedded document links, including applications software and version under which the linked record was created, (p) templates required to interpret document structure, (q) access, and (s) other structural and contextual information useful for management purposes." Very pointedly, they are essential metadata of a record, especially very critical to manage electronic records. And the registration aspect of the Korean recordskeeping system strangely enough lacks the essential elements of the electronic records management.

Five items of the Korean system (only 30 percent) are found in the international standard. It necessarily reveals that intellectual control and physical accessibility of a record are far from normal operation, not to mention of user satisfaction, to guarantee the proper management and use of the records. It also means it is difficult to retrieve and understand a record registered in this system.

The registration items in the Korean system were determined laying great emphasis on its creation and use in the office. There were few considerations for non-current use of a record and for the preservation of historically important permanent records.¹⁰⁾ To

10) It is true that the Korean records management system has been focused on the convenience and effectiveness of the current records management rather than the preservation of non-current records (i.e., archives). See Kwisun Si, "Records Appraisal before the Enactment of the Public

understand a record properly, we should be able to find the context of a record to understand the record and its related business. Administrative history and links to other record items and other level of the record are important to know the context and the content of a record. Structural information and recordskeeping information of the records should be documented too. Otherwise we have no way to prove they are authentic records. In the study of the activities, functions or businesses of a public agency, a single record item cannot provide the total and historical information for which a researcher is looking. Needless to say, this is true in case of electronic records.¹¹⁾ But the Korean system does not satisfy fully this modern recordskeeping requirement.¹²⁾

3 Comparison of Description in Archives

3.1 Description in Korean Archives

Here is the concept of description suggested in the ICA textbook on the public sector records management(MPSR). Arrangement and description are two integrated practices

Records Management Act," in GARS, The 1st Proceedings of Workshops on Archives Appraisal, December 2001, p.17; Kyungyong Lee, Ch.4. "Records Management after the Establishment of the Republic of Korea," in his unpublished dissertation, "A Study on the History of Public Records Management in Modern Korea; 1894-1969," Department of History, Jungang University, 2002.

- 11) This point is also emphasized in the principle of electronic records management issued by the ICA. See ICA/CER, *Guide on Electronic Records Management from an Archival Perspective* (1997); Public Records Office, *United Kingdom, Public Records Management, Appraisal, Preservation of Electronic Records: Vol. 1. Principles; Vol. 2. Procedures* (2000)
- 12) Sangmin Lee examined the electronic recordskeeping system in some public agencies in Korea and found same problems. Sangmin Lee, "Principles of Management of Electronic Records from an Archival Perspective and Its Implementations in Korea," EASTICA, East Asian Archives, No. 7 (EASTICA: Xiamen, China, 2001)

designed to prepare archival materials physically and intellectually for researcher use.

Description is "the process of capturing, analyzing, and recording information that serves to identify, manage, locate and explain archives and the contexts and records systems that produce them."¹³⁾

In principle, description items have following major elements.

- (a) Information about records creating agency, history of creation and preservation
- (b) Structure, format, and content of a record file
- (c) Methods to search and use a record
- (d) Relations to other record

In Korea, public records are transferred to the professional archives after certain periods. The Government Archives is one of the professional archives that receives records from the public agencies of the administration. In the Government Archives, archival descriptions are made through "the GARS integrated archival automated management system." The Government Archives should make "basic lists (catalogs)" and "detailed lists" of its whole holdings. The basic list is a list of record files and the detailed list is a list of records items. Items of the both lists are shown in the Table 1 in the Rule of the Public Records Management Act. The lists should be maintained in an automated system as directed by the Director General of the Government Archives. Detailed description items and the methods to input the items are determined by the Director General of the Government Archives.¹⁴⁾

The "basic lists" and "detailed lists" of textual records are as follows;

A. "Basic lists (catalogs)"

13) ICA/IRMT, *The Management of Public Sector Records: Principles and Context*, (ICA/IRMT: London, 2001), p.114.

14) *Regulation, the Public Records Management Act*, Article no.16; Making and Installment of a List.

- (1) Year of creation
- (2) Title of a record file
- (3) Classification number
- (4) Related Subject
- (5) Summary of content

B. "Detailed lists"

- (1) Registration number of creation or receipt
- (2) Date of processing
- (3) Title of a record item
- (4) Person who authorized or approved
- (5) Sender
- (6) Receiver
- (7) Related subject

Comparing the registration items at a creating agency with the description items in the archives, we find that some description items are same as the registration items. The registration items of "year of creation," "title," "registration number," "person who authorized or approved," "sender," and "receiver" can be used as description items. Only the items of "(4)related subjects," and "(5)summary of contents" are the items required to input newly.

The registration items were useful to find the records at current records stage. However, they were not useful at non-current records stage since they did not show any relations among related records and links to higher or lower levels of the records as well as the information at the levels. Lack of documentation of records management and disposition of records also leads to a poor records management. Accessibility is also not guaranteed since the items are not designed to have an easy retrieval for future use.

The Government Archives & Records Service registers and describes its holdings

according to the Public Records Management Act. The registration and description processing activities at the Government Archives & Records Service is not much more than confirming the registration items made by records creating agencies. Even, the archives could not afford to input the items of "related subjects," and "summary of contents" as the law requires. Therefore, the Government Archives & Records Service has following problems of records control and retrieval.

(1) It is difficult to find the records. The system uses a keyword searching method. You must know the exact title and the name of creating agency to find a record. If you know only a part of the title, the system will give you thousands of similar record items. It is also impossible to find the records in its group of the same function or subject. As I already pointed out, since we don't have series level description, it is almost impossible to find other records files in the same series unless they have same file titles.

(2) We don't know the context and the background of creation of a record. Also we don't know how it came to the archives since we have just a few volumes of documentation of records disposition.

(3) It is difficult to know the contents and structure of a record by examining the "lists." They are not recorded.

(4) We cannot find relations of a record to other record.

(5) Since we have to input all of "person who authorized or approved," "related subject," "receiver," and "sender" items for every record item, description practice is very inefficient.

(6) If a record file and a record item are almost same, we still have to register at a file level and at a record item level, that is, we do the same job twice.

3.2 International Description Standard ISAD (G) and (ISAAR (CPF)

Archival descriptions should conform to national and international norms and standards. A key international standard is the General International Standard Archival Description (ISAD(G)) which was adopted by the International Council on Archives in 1993.¹⁵⁾ Most public records are created in an organization which has a hierarchy structure. In the business structure, records are created along the organizational lines and functional division. Multiple-level description reflects the functional and organizational divisions and hierarchy. Multiple-level description is generally composed of description at fonds (records group) level, description at series level, description at file level, and description at item level.¹⁶⁾

As the Korean government has such a hierarchy business structure, it is also imperative and convenient to introduce the multi-level description. But we (in the GARS integrated archival automated management system) don't have the description at fonds (records group) level and the description at records series level. We have the description at file level and the description at item level, and they are linked together. Therefore, it is hard to find other records series in the same fonds, and hard to find other records files in the same records series.

Even in the description at file level and at item level, there is no link to the related record files and record items. It means that access to the related records is almost impossible. In the Korean system, description is concentrated on the item level and some unnecessary items are input repeatedly. Since every item should be input in the automation system without exception, the catalogers cannot choose the input items and the result is a tremendous waste of labor.

Before we move to the analysis of the Korean archival system with the ISAD (G),

15) The ISAD(G): the General International Standard Archival Description: adopted by the Committee on Descriptive Standards, Stockholm, Sweden, 19-22 September 1999 wa's revised in 1999.

16) Multi-level description is an archival principle determined by almost all advanced archives through long period of best practice which effectively respects a principal principle of archives management, i.e., provenance or respect de fonds. See Schellenberg, *Modern Archives*, pp.169-186.

we must note that there is not much to say about the archival authority control in the Korean archival system. In 1996, an archival authority control is standardized by ICA in the International Standard Archival Authority Record for Corporate Bodies, Persons, and Families (ISAAR (CPF)).¹⁷⁾ Archival control items in the Korean (GARS) archival system are "creating agency," "sender," and "person who authorized or approved." Identification code is given automatically by the computer system. However, most of items in the ISAAR (CPF) and its rules to make the entries are not applicable in the Korean (GARS) archival system. The described items in the Korean archival system are "the Authority Control Area" in the ISAAR (CPF) only. The "Information Area" and "Note Area" do not exist in the Korean archival system.

Therefore, we can infer another unique characteristics of the Korean description system. There is a lack of interest in the creators of records who they are and what the agency is. There is a concern for the creators only in terms of accountability during the current records stage. We cannot know much about the creators and agencies, especially their history and context. It also reveals a low level of scholarly research on the public records or long-term closing of the public records to the public. Lastly, the people in the Korean archives were not professional archivists and they did not feel any need to make such description on their holdings. They simply received the records and kept them in repositories.

Let's move to the analysis of the Korean archival system with the ISAD (G). The following comparison table with the ISAD (G) can be useful to note what description items in the Korean archival system lack.

17) ICA, ISAAR (CPF): *the International Standard Archival Authority Record for Corporate Bodies, Persons, and Families*, Final ICA approved version prepared by the Ad Hoc Commission on Descriptive Standards, Paris, France, 15-20 November 1995.

<i>ISAD(G)</i> Area	<i>ISAD(G)</i> Description Items	Korean System
Identity Statement	Reference code(s)	×
	Title	○
	Date(s)	○
	Level of description	×
	Extent and medium of the unit of description	×
Context	Name of creator(s)	○
	Administrative/Biographical history	×
	Archival history	×
	Immediate source of acquisition or transfer	×
Content and Structure	Scope and content	×
	Appraisal, destruction and scheduling information	○
	Accruals	×
	System of arrangement	×
Condition of Access and Use	Conditions governing access	○
	Conditions governing reproduction	×
	Language/scripts of material	×
	Physical characteristics and technical requirements	×
	Finding aids	×
Allied Materials	Existence and location of originals	○
	Existence and location of copies	×
	Related units of description	×
	Publication note	×
Note	Note	×
Description Control	Archivist's Note	×
	Rules or Conventions	×
	Date(s) of descriptions	×

The ISAD (G) has 26 items in 7 areas while the Korean archives system has only 6 items. While the ISAD (G) has items of information about creating agency, contextual information, track of custody, documentation of management and disposition, file structure, format, contents, information about the methods to find a record, and

relationship with other records, the Korean description system lack of them. Accordingly, the Korean system has following problems.

(1) In identification area, we only input title and date of creation. One cannot know at which level the description is made.¹⁸⁾

(2) The Korean system does not provide contextual information except creator. It does not provide with an administrative history, information about transfer, accession, and management of records. Sometimes we don't know how the records come to our archives and how they were processed.¹⁹⁾

(3) We appraise the value of a record, examine physical condition of a record, and determine whether it should be microfilmed or digitized or kept intact. Every record should be graded into three groups; very important, important, not important archives. Actually, we don't appraise the value of records left in agencies since they are not permanent records according to the old records schedule. We have no way to input summary of contents and other relevant information in the automated description input system. Automation staff are reluctant to change the automation system since they devised the system without consulting the existing archival practices in advanced archival countries.

(4) In the area of access, creating agencies determine the accessibility. But elements of good reference service are not input. Conditions governing reproduction, language/scripts of material, physical characteristics and technical requirements, finding aids are not made and provided. Finding aids are sometimes made separately when the

18) Many of these confusion came from a simple fact that we don't have a multi-level description.

Trudy Peterson pointed out the weakness and suggested to create fonds in the Korean archives as a priority when she visited the GARS in 2002. Trudy Peterson, Introduction to Archives and Records Management, (GARS: Daejeon, 2002)

19) This means we have a weak system of documentation of records management. The problem will be solved with the introduction of new electronic recordskeeping system in Korean government. A standard of electronic recordskeeping system was introduced in 2002 and will be implemented in 2004. See Ministry of Government Administration & Home Affairs, Standard of Creation & Use of Electronic Records Among Administrative Agencies, November 2002.

records are old (such as colonial records) or important historical records collections (such as presidential records). As a major finding aids series, we have volumes of "List of Record Files" in which the only titles of holdings transferred until early 1990s were listed by agency.²⁰⁾

(5) In the area of allied material, we put only whether the record is original and where it is located. Copies and their location are not input. Related materials cannot be input in the system.

(6) Description control is one of the worst parts in the Korean system. The archivist's note, rules or conventions, date(s) of descriptions are not recorded. We have very weak documentation about archives management. Sometimes it is hard to determine who is responsible for wrong disposition or poor management not to mention of political decisions about accession and access.

4 Conclusion: Recommendations for Registration and Description from an Archival Perspective

Registration and description are essential business processing to make intellectual and physical control of records possible. They are required to manage the records and to retrieve and use the records. When the Government Archives enacted the Public Records Management Act, it suggested "standards" of registration and description in its own way without considering the international standards or established best practices. Since there were few archivists and professional record managers, they simply did not know about them. As a result the "standards" in the act are far away from the international standards or established best practices. Despite we have unique office business procedures and the culture of officialdom, and despite we have developed our

20) GARS, *List of Holdings*, 17volumes, 1964-1996.

system based on the established business procedures and office culture, it would be preferable to adopt or follow the international standards and established best practices. Records are records. The purpose of creation of the records and use of the records is same. And the best way to manage the records cannot be so different in principle and in methodology.

Recommendations for Registration. In the basic registration, we would better to install an item of "simple contents summary." We may need to add items of "attached documents," "number of pages of attached documents," and "status of approval" in the basic registration items. We may not need "number of attached documents," "person who authorized or approved," and "confirmation." In the "detailed registration," we may delete "sending methods," "registration of sending," "classification registration," "revision," and "special category for retrieval" which are not suggested in the international standard. If we really need to input one of these items, we may put it in "simple contents summary." Also information about recordskeeping system in which the record is created should be input in the basic registration. Structure, and version of records also needed to be input in the system.

Recommendations for Description. We may also need the multiple-level description. Especially, the fonds level description and the series level description should be introduced to our archival automated management system. Fonds can be determined relatively easily since the Korean government has a hierarchical structure and the provenance of records has been respected fairly well. Then we can move to the series level description according to the priority after appraisal. The series level description also can be done simultaneously with our new records scheduling project. The new records schedule is based on functional records series.

We need to establish a Korean standard of description adopting the rules of the ISAD(G) and ISAAR(CPF). In the new standard, essential requirements for electronic records management should be incorporated. Contextual and structural information should be placed in the standard as well as "Information and Note Areas" of authority

control. Documentation of records disposition should be reinforced to guarantee the authenticity of records and to ensure control of the records. To implement the recommendations for the standard, we need to amend the Public Records Management Act and its Regulations and Rules. Also it is imperative to redesign the GARS integrated archival automated management system. I mentioned the lack of professionalism as a main cause of weakness of the present Korean recordskeeping and archival system. To remedy the problems, professional records managers and archivists should be trained and posted in public agencies and archives by appropriate legislation.

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